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November 26, 2012

CTS-GEC-HPP-LTR0356
Reply Requested: YES
Date Requested: November 26, 2012

Mr. Andy Barber, Assistant Project Manager
Kentucky Transportation Cabinet, District #5
8310 Westport Road
Louisville, KY 40242

Mr. Ronald Heustis, Project Manager
Indiana Department of Transportation
100 North Senate Avenue, Room N642
Indianapolis, IN 46204-2249

Mr. Duane Thomas, Federal Project Manager
Federal Highway Administration – Kentucky Division
330 West Broadway Street
Frankfort, KY 40601

Reference: Louisville Southern Indiana Ohio River Bridges Project (Project)

Subject: BSHCT Recommendation on Updated Country Estates of River Road Historic District/River Road Corridor Historic Preservation Plan

Dear Mr. Barber/Mr. Heustis/Mr. Thomas:

CTS-GEC has updated the Historic Preservation Plan (HPP) for the Country Estates of River Road Historic District/River Road Corridor in accordance with Stipulations II.F.2.e. and III.M.1. of the First Amended Memorandum of Agreement (MOA) for the Project. This HPP provides a context to inform the implementation of specific mitigation measures as set forth in Stipulation III. of the MOA.

A draft HPP was presented to the BiState Historic Consultation Team (BSHCT) on October 19, 2012 for review and comment. The deadline for receipt of comments passed on November 19, 2012. Comments were received from Ms. Mary Kennedy and Mr. John Carr, the Indiana Co-chairs. Ms. Kennedy had one comment, which was addressed; Mr. Carr deferred to the Kentucky Co-chairs. There were no other comments.

Therefore, in consideration of the above, CTS-GEC has been directed by the BSHCT Co-chairs to recommend that the BiState Management Team (BSMT) approve the updated Country Estates of River Road Historic District/River Road Corridor Historic Preservation Plan. With this approval, it is the intention of the BSHCT Co-chairs to distribute the final version of the HPP to the Kentucky Historic Preservation Advisory Team (KHPAT).

Sincerely,

John Sacksteder
Project Manager, CTS-GEC



www.kyinbridges.com

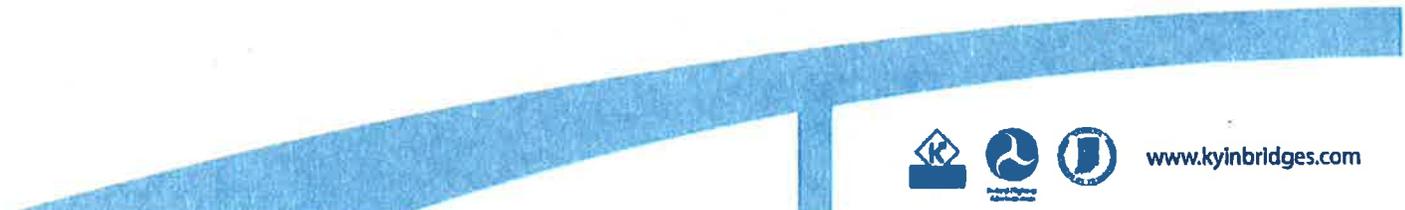
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Signature Approved
Mr. Andy Barber, Assistant Project Manager
KYTC 11-26-12


Signature Concurred
Mr. Ronald Heustis, Project Manager
INDOT 11-26-12


Signature Reviewed
Mr. Duane Thomas, Federal Project Manager
FHWA 11/26/12

cc: Mr. James Hilton, CTS-GEC
Mr. Jeff Vlach, CTS-GEC
Project Controls





Final Plan: November 26, 2012

HISTORIC PRESERVATION PLAN OF THE COUNTRY ESTATES OF RIVER ROAD HISTORIC DISTRICT AND RIVER ROAD CORRIDOR

Acknowledgements

The Historic Preservation Plan (HPP) for the Country Estates of River Road Historic District and River Road Corridor is the result of several years of collaborative effort by numerous individuals, citizen organizations, government agencies, and various professional consultants. Any plan that does not involve those it hopes to serve cannot fully realize its goals and objectives. For this reason, those with a vested interest in the final outcome of the East End Approach of the Ohio River Bridges Project (Bridges Project) and its impact on the Country Estates Historic District and the River Road Corridor put forth their time, effort and ideas in the creation of this Preservation Plan. It is appropriate to recognize and thank those who were an integral part of this important process.

Special thanks to the residents of the Country Estates of River Road Historic District, and to the owners of individual historic properties identified in the Bridges Project First Amended Memorandum of Agreement, who provided valuable information and insight into this planning process. Members of the Kentucky Historic Preservation Advisory Team (KHPAT) for the Bridges Project also deserve recognition, especially the City of Prospect, Louisville Metro Planning and Design Services, Louisville Metro Historic Landmarks & Preservation Districts Commission, the National Trust for Historic Preservation and River Fields. The Kentucky Heritage Council and the Kentucky Transportation Cabinet, as members of the Bi-State Historic Consultation Team and as co-chairs of the KHPAT, contributed significantly to this Plan. Background data for the majority of the maps was provided by staff at Louisville Metro's LOJIC system, working closely with the HPP Project team consultants, and special thanks to the Louisville Metropolitan Sewer District and the Louisville Water Company for the use of this data.

Community Transportation Solutions' Project team was responsible for coordinating and producing the plan; team members included: Gray & Pape, Inc., RATIO Architects, Clarion Associates, Pressley Associates and environmental staff of Community Transportation Solutions.

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CHAPTER 1: HISTORIC PRESERVATION PLAN INTRODUCTION



The Purpose of the Plan

The Louisville Southern Indiana Ohio River Bridges (LSIORB) Project First Amended Memorandum of Agreement (FAMOA) executed on March 23, 2012, in Stipulation II.F, established the creation of Historic Preservation Plans (HPPs) as one element of mitigating adverse effects of the Project. The HPPs are to “provide a context to inform the implementation of specific mitigation measures... and may include recommendations for additional measures that could be implemented and funded outside of this MOA.” Throughout the Ohio River Bridges Project, in both Kentucky and Indiana, six HPPs were identified in the First Amended MOA, including this plan for the Country Estates of River Road Historic District and the River Road Corridor.

Specifically, the First Amended MOA states that the HPPs must meet three provisions that address the *content* of the HPPs: 1) the HPPs shall consider and build upon existing related studies and plans; 2) the HPPs will recognize the unique character, context, and historic significance of each resource/area and will identify ways to protect and enhance the historic qualities found there, particularly those related to avoidance, minimization, and mitigation of adverse Project effects; and 3) the HPPs will consider land use, transportation patterns, and other urban/suburban related planning issues, as appropriate.

Given these provisions, the HPPs must be compatible with current planning for the area, including the Louisville Metro Government Cornerstone 2020 Comprehensive Plan, the Wolf Pen Branch Neighborhood Plan and the Ohio River Corridor Master Plan, while simultaneously informing other planning efforts, such as the River Road National Scenic Byway Corridor Management Plan.

This HPP was developed in coordination with the City of Prospect, the Louisville Metro Government, and other local jurisdictions in order to facilitate adoption of the plan by each unit of government through mechanisms such as, a neighborhood plan, a small area plan, zoning changes, corridor management strategies, enhanced coordination of the building permit process, and other land use tools. The Plan also makes recommendations to be implemented through public/private partnerships and private sector initiatives.

Prior to the SFEIS and First Amended MOA, a Country Estates HPP was approved January 18, 2011. Revisions were made to this plan in the Fall of 2012; River Camp historic properties and recommendations for those properties were moved from this plan to a newly prepared River Camps Historic Preservation Plan. This action was taken in order to comply with item II.F.2.f and III.M.1 of the First Amended MOA for the Louisville-Southern Indiana Ohio River Bridges Project. The first amended MOA fully replaces the original Bridges Project MOA of 2003.

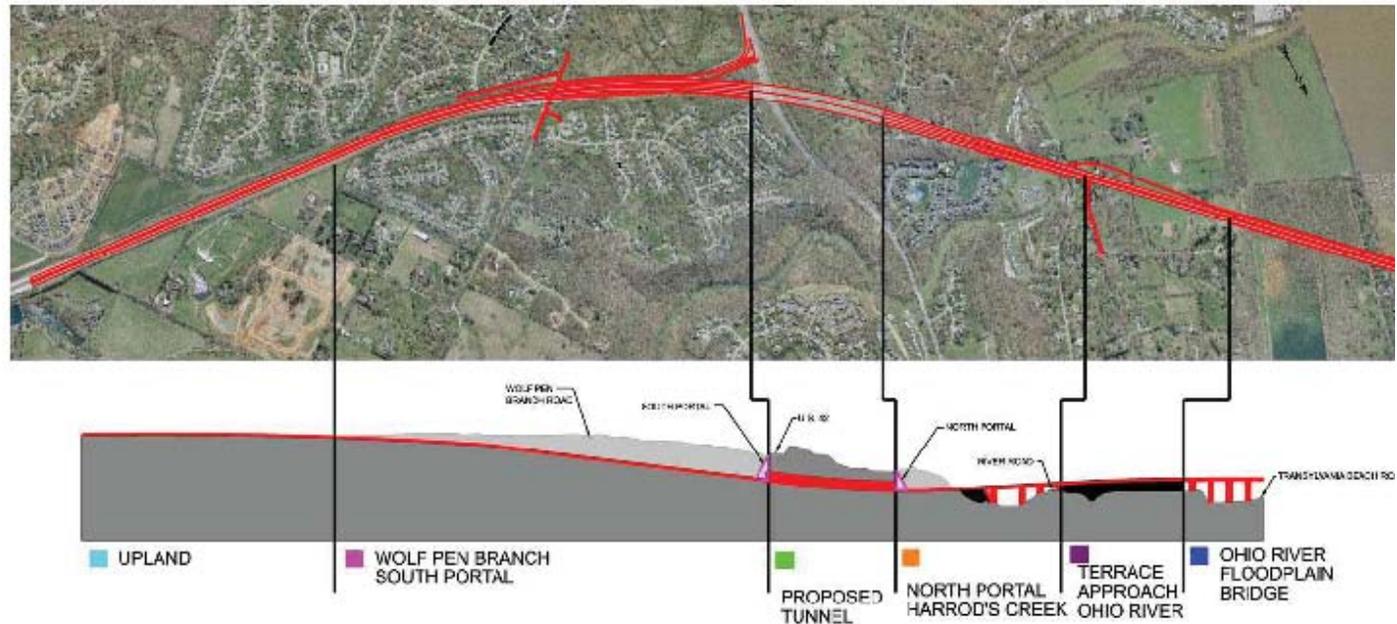
The Ohio River Bridges Project Components

The Ohio River Bridges Project is comprised of six primary components including: 1) reconstruction of the Kennedy Interchange; 2) a downtown bridge just east of the existing Kennedy Bridge; 3) Indiana approach to the (new) downtown bridge and ramps systems in Jeffersonville; 4) East End Kentucky Approach linking the new East End bridge to the existing Gene Snyder Freeway (KY 841); 5) East End bridge approximately eight miles from downtown Louisville; and 6) East End Indiana Approach linking the Lee Hamilton Highway (IN 265) to the new East End bridge.



- | | |
|-----------------------------|------------------------------|
| 1 KENNEDY INTERCHANGE | 4 EAST END KENTUCKY APPROACH |
| 2 DOWNTOWN BRIDGE | 5 EAST END BRIDGE |
| 3 DOWNTOWN INDIANA APPROACH | 6 EAST END INDIANA APPROACH |

Reference map of the entire Ohio River Bridges Project. The Country Estates of River Road and the Historic Properties of the River Road Corridor are in the area affected by Section 4, the "East End Kentucky Approach".



This graphic, prepared by the Section 4 Design Team, illustrates the alignment and the landscape that it crosses as it approaches the new bridge over the Ohio River.

Direct Project Impacts

Direct project impacts were identified in the Supplemental Final Environmental Impact Statement (SFEIS) for the Ohio River Bridges Project (April 20, 2012), including the *Assessment of Effects Report* (Section 5.3.1.2); the impacts are substantially related to construction of the east-end approach, which extends I-265 from the junction of I-71 to the north to connect with a new bridge over the Ohio River. Existing KY 841 will be converted to a four-lane freeway, the north and south bound lanes of the freeway tunnel under Drumanard, a historic property, new freeway alignment will be introduced into the landscape from the north portal of the tunnel near the Shadow Wood subdivision to the Ohio River, and an emergency access ramp will be located off of River Road.

Multiple avenues of public input, including a 3-day planning and design charrette conducted for this HPP, have confirmed the following to be consistent concerns voiced by stakeholders with regard to direct project impacts:

- Paramount public concerns during construction are:
 - 1) Blasting, 2) Material Transport, 3) Vibration
- Additional concerns about the following during construction:
 - 1) Noise, 2) Lighting, 3) Viewshed Impacts, 4) Traffic, 5) Water Quality, Water Table and Run-off

- Context Sensitive Design Preferences:
 - 1) Use of native stone, 2) Naturalistic/informal design solutions consistent with the character of the adjacent cultural landscapes, rather than a formal “high style” design vocabulary, 3) Treatment solutions that reflect the surrounding natural environment, 4) Sustainable design requiring minimal maintenance

Direct project impacts are addressed in this HPP, and through Project team input into the development of the aesthetics for the Kentucky East End Approach.

Secondary Project Impacts

With regard to the east-end area of the Project, it is evident from a multitude of meetings conducted throughout the EIS, SFEIS, MOA, First Amended MOA and HPP processes, that: 1) public input consistently identified the importance of making every effort to preserve the unique character of the area, and to address growth management issues; and, 2) new highway construction will have indirect and cumulative effects on land and historic resources through changes in land use and settlement patterns.

Louisville Metro Planning & Design staff acknowledged that there are extensive growth pressures throughout northeast Jefferson County; the staff also identified the adoption of the Mockingbird Valley Neighborhood Plan (June 2006), and associated down-zoning, as an example of community response to this growth pressure.

As with direct project impacts, numerous avenues of public input, including the 3-day planning and design charrette conducted for this HPP, have confirmed the following to be consistent concerns voiced by stakeholders with regard to secondary project impacts:

- Concerns about the following after construction:
 - 1) Noise, 2) Lighting, 3) Viewshed Impacts, 4) Traffic, and 5) Water Quality, Water Table and Run-off
- Preservation of the Public Pastoral Character and Experience
 - 1) The pastoral character of the public viewshed is a community value, 2) Recognition of growth pressure regardless of Project, and 3) Cumulative effects of existing growth pressure, additional traffic and growth as a result of Project to character of the area of concern.
- Planning and Land Use
 - 1) Need for historic preservation ordinance education, 2) General preference for conservation easements and private sector solutions, and 3) Need for more appropriate conservation sensitive form districts for residential development.

Process – Relationship to Current, Ongoing and Future Planning

This HPP builds on the work embodied in Cornerstone 2020, the Ohio River Corridor Master Plan, the Wolf Pen Branch Neighborhood Plan, the Mockingbird Valley Neighborhood Plan, relevant National Register of Historic Places nominations for individual properties and districts, and Land Development Code (LDC) for Louisville Metro, the City of Prospect and other jurisdictions in the planning area. The HPP planning process gathered additional data to inform

professional recommendations contained in this Plan. The Plan was prepared to serve as a foundation for the adoption of future neighborhood/small area plans, a Corridor Management Plan for a River Road National Scenic Byway nomination, and other relevant land use strategies.

Data collection included, but was not limited to:

- Relevant review of the Final Environmental Impact Statement (FEIS), the Supplemental Final Environmental Impact Statement (SFEIS), the Project Record of Decision (ROD), the Revised Record of Decision, the Project Memorandum of Agreement (MOA), and the First Amended MOA (FAMOA); mitigation measures are identified in Chapter 8 of the SFEIS, and in Chapter 4 of the Revised ROD; numerous stipulations, particularly those intended to mitigate impacts to historical or archaeological resources, are cited in the FAMOA.
- Collection and review of mapping data, such as environmentally sensitive features, jurisdiction boundaries, property boundaries, historic resources, topographic and aerial base maps, and agricultural districts;
- Collection, review and discussions with appropriate personnel to inform assessment of regulations regarding wetlands, floodplain, wellhead protection, zoning and land use controls;
- Collection and review of national “best practices” with regard to protecting and enhancing aesthetics and community character, preservation treatment standards for historic properties, and preservation law;
- Additional historical research was conducted and/or collected regarding historic context, historic properties, cultural landscapes, archaeology, and African American and River Camp history.

Extensive on-site field investigations were conducted by HPP team professionals working independently, as a team, and in collaboration with the Section Design Team and Kentucky Historic Preservation Advisory Team (KHPAT) members. Additionally, HPP team members utilized publications such as; the *Secretary of the Interior’s Standards for Preservation Planning; Preparing a Historic Preservation Plan; Aesthetics, Community Character, and the Law; Guide to Cultural Landscape Reports;* and several National Park Service technical bulletins and documents, including *Preservation Brief 36: Protecting Cultural Landscapes: Planning, Treatment and Management of Historic Landscapes,* the *Guide to Cultural Landscape Reports;* and the *Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes.*



HPP Charrette Work Session

Public Process

The public input process for the HPP included the following:

- Review of existing public comments and publicly influenced documents, such as the FEIS, SFEIS, MOA, FAMOA, ROD and Revised ROD;
- Consideration of comment and/or recommendations from the Kentucky Historic Preservation Advisory Team (KHPAT) and the Area Advisory Team (AAT), through work sessions with the KHPAT on this plan, and KHPAT review and comment on drafts of this HPP;
- Country Estates of River Road Historic District/River Road Corridor HPP - Public Kick-off Meeting (April 2005);
- On-location three-day interactive planning and design charrette, which included property owners and other area stakeholders, the Project team, KYTC, the section design team, and the KHPAT (November 2-4, 2005);

- Open House – Presentation on the HPP with an overview of the charrette findings, with question and answer session and public comment, followed by an open house wherein public comment was recorded at various work tables, and through workshop exercises with participants – advertised and open to the general public (January 2006).

Historic Preservation Plan

No two historic preservation plans are alike as each plan is developed to meet the local conditions, community needs, and goals of a particular community. Historic preservation plans are typically formal written documents that reconcile policies and procedures, and make recommendations to address community concerns regarding its heritage. These plans typically inform the adoption of ordinances, programs and public pronouncements. They most often are used as the basis for a community's preservation program, and may be adopted or incorporated into a comprehensive plan. This Plan addresses essential components that are commonly pertained in the vast majority of preservation plan documents. A unique, atypical and driving factor of this Plan is that it is a mitigation requirement for the Bridges Project. The HPP addresses mitigation measures for the Bridges Project. The HPP responds to community issues related to Bridges Project impacts (assessment of effects), and to community concerns regarding the protection, maintenance and enhancement of the area's community character. The *Secretary of the Interior's Standards for Preservation Planning* and other professional publications relevant to preservation planning were utilized to guide the process and preparation of the HPP.

Implementation

Recommendations in Chapter 6: Implementation Recommendations – East End Approach are to be incorporated into the aesthetics, or otherwise considered for incorporation into context sensitive solutions as Project design and construction progresses for the east end approach. Implementation of these recommendations fall within the purview of the Ohio River Bridges Project. Implementation of recommendations in Chapter 7: Implementation Recommendations – Community Character are substantially dependent on public and private sector leadership and initiative. Implementation will require the commitment and good work of civil servants, elected officials, non-profit organizations, and volunteers.

Numerous plans and regulations are identified in Chapter 3: Background Inventory & Analysis, which will serve to guide implementation with regard to Community Character recommendations. Existing plans and regulations may be efficiently and effectively utilized to implement recommendations; they also define the limits of existing regulations and thus, provide a foundation for recommended changes to achieve HPP goals and objectives. Additionally, the primary tool/s for implementation in the City of Prospect may appropriately differ from those recommended or preferred in Louisville Metro.

Neighborhood Plans/Small Area Plans

The *Neighborhood Planning Guidebook* states that the purpose of a neighborhood plan is to guide growth and development in Metro Louisville "through the adoption and their amendment to Cornerstone 2020." The content of this Plan follows the framework of the Neighborhood Planning Process, and will serve to meet several, but not all of the necessary steps in preparing a neighborhood plan or a small area plan. A challenge to overcome in utilizing this effective tool is that the geographic breadth of this HPP encompasses more than one local jurisdiction, and multiple neighborhoods/communities.

A critical factor in the next phase of the process – from historic preservation plan to neighborhood plan/small area plan – will be to define the boundaries of the plan areas, and come to terms with the number of plans necessary in order to fully address the geographic and community coverage of this Plan. Formal boundaries in Louisville Metro are established by the Planning Commission with input from a Neighborhood Advisory Group as outlined in the Neighborhood Plan Ordinance.

The *Neighborhood Planning Guidebook* outlines the process for creation of a neighborhood plan. The guidebook is designed to guide consultants hired by Louisville Metro Planning and Design Services (PDS) as they prepare the plan document. To assist local citizens, PDS has prepared a Citizen's Handbook for Neighborhood Plans. According to the handbook, the process typically takes from 10-18 months, at a cost of \$35,000-\$50,000 dollars, with Louisville Metro sharing the costs with a community partner. In conversations with PDS, the HPP team determined that it is likely that this HPP will serve to both reduce the effort and timetable, and reduce some of the costs. A neighborhood plan, or a small area plan, is one of the most effective tools to achieve HPP objectives, but it should be noted that they are not the only tools; Parkway Standards, Tree Protection, Special Districts, Local Historic Districts, and other such tools are viable implementation options (see Chapter 3).

National Scenic Byway Corridor Management Plan

At present, River Road from Zorn Avenue to U.S. 42 is designated as a Kentucky Scenic Byway. Louisville Metro was awarded a \$350,000 grant to assist with preparation of a Corridor Management Plan for this same section of River Road – as a preliminary step in seeking formal designation as a National Scenic Byway. The HPP process, including the development of the aesthetics and context sensitive solutions for the east-end approach, was conducted with knowledge and consideration of potential National Scenic Byway designation for this corridor. As was identified earlier, wherein the HPP will serve to inform neighborhood plans/small area plans, it is also the case that this Plan served to inform the corridor management plan, River Road Scenic Byway Corridor Management Plan, April 2010. Additionally, the potential designation of this corridor for the national program elevated review of the corridor's character by the HPP team, and served to guide assessment and recommendations of the Plan.

Historic Preservation Plan Goals & Objectives

The following goals and objectives were developed through an interactive process, over eighteen-months, with input from numerous residents, citizen organizations, government agencies and consultants, and with review and comment from the Kentucky Historic Preservation Advisory Team, and the Bi-State Historic Consultation Team.

Historic Preservation Plan Goals

- To preserve the distinctive character that defines River Road, e.g. narrow, curving, two-lane road, with vistas to the adjacent open landscape (parks and agricultural fields), view sheds (to the Ohio River, across open fields, to early Ohio River recreational communities, and to the bluffs above the lower terrace), and that presently is minimally affected by limited commercial and residential development adjacent to the road corridor.
- To preserve the character of Wolf Pen Branch Road, e.g. narrow, curving and undulating, two-lane road, with dense tree canopy, mature specimen trees, steep banks, selective views into adjacent cultural landscapes, and limited commercial development.

- To maintain the character and integrity of historic structures, landscapes, and sites throughout the Country Estates of River Road Historic District/River Road Corridor (CERRHD/RRC), farm complexes (buildings and farmland), buildings and sites representing African American heritage, and country estates (primary residences, associated structures and land, and designed landscapes).
- To protect the open landscape character, pastoral setting, scenic viewsheds, mature trees, creek corridors, bluffs, and other natural and historic character-defining features of the area, which are also characteristics of the broader cultural landscape, and thus assets to the community.
- To expand community understanding, appreciation and support for historic, cultural, natural, environmental and archaeological resource preservation to ensure long-term protection of these resources.
- To ensure the compatibility of new development and redevelopment with the goals and recommendations of the historic preservation plan with regard to preserving community character, the character of road corridors, parks and open space, and historic/natural/cultural resources.
- To improve the historic character, design, and economic viability of the Harrods Creek Village.
- To develop, maintain and strengthen partnerships between property owners, land trusts, environmental organizations, preservation and neighborhood groups, other non-profit interest groups, local and state government, and federal agencies.

Historic Preservation Plan Objectives

- Prepare an historic preservation plan (HPP) to:
 - Inform recommended measures for context sensitive design, noise abatement, roadway lighting, blasting and vibration plans, and interpretive signage to mitigate adverse effects of the Project;
 - Mitigate the impact of the Ohio River Bridges Project on the Country Estates of River Road Historic District/River Road Corridor by utilizing the HPP to inform context sensitive solutions to the east-end approach;
 - Identify ways to protect and enhance the unique qualities of individual historic properties and historic districts throughout the planning area;
 - Consider land use, transportation patterns and other relevant urban/suburban related planning issues;
 - Develop the plan in consultation with the KHPAT, the BSHCT, and the owners of the historic properties and related neighborhoods, and appropriate local governments;
 - Build upon existing related studies and plans, such as the Cornerstone 2020 Comprehensive Plan, the Wolf Pen Branch Neighborhood Plan, the Mockingbird Valley Neighborhood Plan, and the Ohio River Corridor Master Plan; and
 - Secure approval of the HPP by the Kentucky Heritage Council, and present the plan to relevant government bodies and planning agencies for incorporation into local land use planning as appropriate.
- Identify the unique characteristics of the Country Estates of River Road Historic District/River Road Corridor, especially the cultural landscapes, significant viewsheds, and the historic contexts that together inform the historic preservation planning process.
 - Prepare an historic context
 - Development Patterns
 - Historic Structures
 - Periods of Significance
 - Character Defining Features

- Identify Community Character
 - Natural/Environmental
 - Agricultural
 - Landscape and Architectural Design Traditions
 - Local Communities
- Recommend public policy, land use, and private sector actions to protect and enhance the unique characteristics of the CERRHD/RRC identified in the HPP process.
- Integrate goals, objectives and recommendations of the HPP with the Cornerstone 2020 Comprehensive Plan, the Ohio River Corridor Master Plan, the Louisville Metro Neighborhood Plan process, and relevant land development code of Louisville Metro, the City of Prospect and other jurisdictions, as appropriate.
- Consider and make recommendations for the historic properties specifically listed in the Project FAMOA, as follows:
 - Country Estates of River Road Historic District, including individually listed National Register properties within the District,
 - James T. Taylor/James W. Chandler House,
 - Merriwether House,
 - Upper River Road Bridge over Harrods Creek,
 - Harrods Creek Village Historic District,
 - Allison-Barrickman House,
 - St. Francis in the Fields Church,
 - Belleview, and
 - Rosewell.

CHAPTER 2: COMMUNITY CHARACTER/DEFINING FEATURES



Historic Context

Historic Contexts describe the cultural history, physical features, and broad patterns of development in an area that make it a significant historical resource. According to the National Park Service, historic contexts are the patterns or trends in history that give specific properties, sites, or groups of related properties their meaning and significance. For this reason, historic contexts form the foundation for decisions about identification, evaluation, registration and treatment of historic properties. The historic context for the Country Estates of River Road Historic District and the other historic properties of the River Road Corridor are an essential component of the HPP, and any recommendations made in this Plan should not compromise the integrity of these historic properties within the Project area, or adversely affect the individual characteristics that contribute to their significance. The majority of the following historic context discussion is taken from prior public documents that address significant historic themes and/or specific historic resources. A listing of references is presented in the Appendices of this Plan.

Prehistory

The landscape of what is now northern Jefferson County, Kentucky was carved into the geology by the free flowing current of the Ohio River. Fertile soil deposited in the floodplain and terraces, from the Ohio and its tributaries, were the lifeblood of agricultural development. The bluffs, ravines, and uplands provided a skeletal framework that further distinguished the interrelationship of settlement to land and water.

Archaeological data collected over the last century has determined that human occupation and/or use in the region extended over the last 10,000-12,000 years. Project-related archaeological surveys identified two prehistoric sites within the East End Approach corridor. Prehistoric artifacts recovered from shovel tests within the corridor included stone tool fragments of uncertain age. One of the sites was identified through several investigative techniques and both prehistoric and historic artifacts were recovered.

Additional deeply buried cultural layers may be encountered within the Ohio River floodplain setting, and field testing could expose additional archaeological sites.

Early Settlement and Development Period

The historical development of the Country Estates/River Road area has been greatly influenced by the evolution of nearby Louisville from a pioneer encampment and portage in the late 18th century to the economic, social and political center established by the mid 19th century. The modern city of Louisville is located on the south bank of the Ohio River just upstream from The Falls of the Ohio. The Falls are actually a 2-mile stretch of usually unnavigable rapids that constitute the only natural obstacle to river traffic along the entire Ohio River. It is these rapids that were ultimately responsible for the establishment of Louisville. In a time when most river travel consisted of raw materials being shipped

down river from the north in manually powered keel boats and flat boats, most boats stopped at this point so that pilots could guide them safely past the rapids, and their cargo and passengers could be portaged around the Falls. Louisville's development began with the establishment of a fort by George Rogers Clark in May 1778. Clark's frontier militia encamped here during forays against the British at Vincennes and Kaskaskia. In 1779, thirteen years before Kentucky became a State, a plan for a city to be named Louisville, in honor of France's King Louis XVI and his support for the American cause during the Revolution was prepared.



The Falls of the Ohio 1796

Most new arrivals immigrated inland along branches of Beargrass Creek to avoid the swampy and unhealthy environment of the Ohio River bottomland. Subsequent improvements to the area established the location as a significant fortified western outpost. Commercial and residential growth ensued and the burgeoning city became an important regional trading center. With the increase in river traffic due to western expansion and connectivity to the Mississippi River, the city was poised to benefit from the invention of the steamboat. Transportation improvements facilitated the shipment of manufactured goods and agricultural produce, which led to the transformation of Louisville into an industrial center with a rapidly increasing population.

The free-flowing currents of the Ohio River forced flatboats to the Kentucky side at the location of the mouth of Harrods Creek. The Harrods Creek landing also offered a safe location well upstream of the dangerous Falls of the Ohio, while the navigable creek provided access to the inland regions. These environmental factors led to the settlement and development of the Country Estates/River Road area as an early and important river port. The ambitious platting of the town named Transylvania in the early 1800s, and the construction of the earliest phase of the Rosewell farm, is indicative of the attraction of the Harrods Creek area to early settlers.

Several historic themes have been identified within the Country Estates Historic District/River Road corridor. These themes provide a generalized framework for understanding the various developmental trends manifested in the present landscapes. The identified themes - agriculture, transportation, suburbanization, and recreation -are interdependent components of the historic context.

Agriculture

The fertile soils and navigable streams of north and east Jefferson County resulted in choice farmland. With the proximity of farms to the nationally and regionally significant transportation/commerce/industrial center of Louisville, local farmers benefited early from the growing urban area. Commercial farms, which shipped products to New Orleans, Nashville, or Pittsburgh, were operating by the mid-1780s, and Louisville was becoming a significant terminal market by 1820. River trade tied Jefferson County farmers to the lower South; and ties to central Tennessee and southern Indiana were based on similar situations - being on the frontier and near an urban center.

Louisville's rapid growth as a wholesaling, commodities trading, and manufacturing center continued to spur urban-associated agriculture, as Jefferson County was a leader in the state in the production of small fruits, vegetables, potatoes and sweet potatoes, dairy products and hay. In 1800, Louisville reported that 96 percent of the total countywide population resided outside the urban center, but by 1840, city dwellers outnumbered farmers in Jefferson County.

The fertile bottomlands in the Harrods Creek area allowed for profitable Virginia-style cash-crop plantations operating near a developing urban marketplace and transportation center. Agricultural uses were generally arranged in a linear plan with fence lines running perpendicular to the River Road that ran along the Ohio River. Steep hillsides and creek banks were left wooded, but the hilltops were also cleared for agricultural use. Wood-frame farm houses, constructed in the early-to-mid nineteenth century, were occasionally later adapted as estate dwellings.

The productive economic conditions of the land at this time are exemplified by the circa 1830 Ashbourne house, with its Federal detailing, and the Jesse Chrisler House and its Greek Revival–influenced residence. Ashbourne was also the center of an early agricultural and manufacturing enterprise at Harrods Creek in the early nineteenth century. The property housed a steam mill, distillery, carriage house/slave quarters and well house. Another significant farm residence of the period is the Allison-Barrickman House, situated on the gently rolling uplands area within the Project area. The house was built in 1844 by Hendry Allison, one of the early landowners of the area. The one story, five-bay dwelling with a broad, front-gabled façade exhibits multiple details derived from the Greek Revival style, including square columns, dentils, pilaster corner boards and returns. The main entrance is framed by skylights, transom, and corner lights. The site includes a frame smokehouse and cemeteries for family and, possibly, slaves.

In response to the post-Civil War labor shortage, resulting from the end of slave-based agriculture and the migration of many free African Americans into Louisville, farming had become an increasingly difficult occupation in Jefferson County. However, continued improvements to farming methods and techniques, and the growing need for ever larger, inexpensive sources of food for growing urban populations, allowed agriculture to maintain its prominence as an industry. From 1883 through 1887, innovative farming methods had a national forum in Louisville at the Southern Exposition. The Rosewell and Belleview farms were leaders in the implementation of advanced technological and horticultural techniques into the twentieth century and many of the country estate along River Road south of Harrods Creek still retain their historic agricultural fields in the floodplain terrace below the bluff.

Gentleman Farms Property Type

The unique convergence of urban-dependent wealth and productive farmland ownership by second generation farmers resulted in the establishment of the Gentleman Farm property type, which combined a working farm and country estate, with a greater emphasis on the aesthetic design of the main house and adjacent landscape beyond a typical vernacular farmstead. These properties were developed by wealthy landowners devoted to agriculture as a productive and practical method of land management, who benefited from the exceptional quality of the agricultural soils of western Jefferson County. The period of significance for this property type is 1850-1930. The Belleview and Rosewell properties are two early examples of this type of agricultural development within the project area.

While these farms promoted the agrarian principle of self-reliance through the production of cash crops, they were actually an intermediary between the rural and urban economies. Gentleman Farms lay outside of the urban area but were not isolated. Wealthy gentlemen farmers were dependent upon the city for their financial support, either as a market for farm products, or as a place where they made their fortune through other industries or commerce. Gentleman Farms were proving grounds for innovative and scientific farming techniques and new agricultural machinery. Fertilization, fruit hybridization, drainage, crop rotation, and erosion control were used to increase yields, prolong the viability of the farming, and pursue aesthetic arrangements of agricultural elements. Individual discussion of Rosewell and Belleview are included below to further characterize the historic development of this significant property type:

Rosewell. The Rosewell House was built on land originally platted as a town by the Transylvania Seminary of Lexington, Kentucky as a revenue-generating scheme. In 1850, Philetus Swift Barber and Lyman D. Barber purchased 201 acres surrounding the existing house site, gradually increasing the size of the farm to 420 acres. The design of the Rosewell House has been attributed to Henry Whitestone (1818-1893), a prominent Louisville architect, who collaborated with Isaiah Rogers on the Frankfort Capital Hotel in 1853 before opening his own firm in 1857. The ca. 1853 Greek Revival house is a visually impressive two story, hipped roof, three bay brick structure with a limestone foundation. The slightly projecting central bay contains an entrance with a rounded arch. The one story porch is supported by two sets of Corinthian columns and has a balustrade along the roof. East of the dwelling is a brick smokehouse. During its height of operation as a gentleman's farm (1850-1924), the property produced a variety of vegetable crops and feed, with livestock that included cattle, sheep, and hogs, and was considered among the most fertile in Jefferson County. In 1924, the property was subdivided and sold at auction, with the property associated with the main house reduced to 50 acres, including farm outbuildings and some fertile bottom land. This property was purchased by Charles Middleton and his wife Anita. Mrs. Middleton named the property "Rosewell" in honor of the roses that thrived from the farm's water well. In 1993, the property was sub-divided again, with only 5 acres remaining around the house. While the property size is much reduced from its original 406 acres, remnants of the Barber/Transylvania farm are evident in the surrounding fields and the relationship between the house and the floodplain. The location of extensive designed gardens south of the house is now the site of 3 residential properties constructed after 1993.

Belleview. Joseph Bell, a grocer and commission merchant in Louisville, purchased the fertile farmland in 1854. He built the original section of the main dwelling, a two-story, single-pile, brick I-house and the domestic outbuildings circa 1855. Joseph Bell was responsible for the placement of the main dwelling and outbuildings in the center of the property, and the entry drive. By 1860, the property had been developed into a viable farm with fields for crops, pastures for grazing, and orchards planted in fruit trees. Joseph's son, Henry, built the central part of the main dwelling, which is a two-story, double-pile brick structure, circa 1865. Henry Bell completed facilities for boarding and breeding horses, and a racetrack that was located between the house and the river. The property's adjacency to both land and river transportation systems means that Belleview has two primary facades, one facing Upper River Road and the other facing the Ohio River. Although the property has changed ownership since it was acquired in 1854, 123 acres remain in fields, pasture, tree farm, agricultural buildings, and the designed residence, consisting of the house and its associated designed landscape.

Character-defining features of Rosewell and Belleview:

- Architect-designed houses (both Greek Revival with other influences)
- Historic designed rural landscape in the vicinity of the house with specimen plantings and other features
- Rural vernacular agricultural landscape with fields defined by fences and hedgerows
- Farm lane
- Organized land use (pasture, crops, orchards/tree farm) on prime agricultural soils, with a domestic complex
- Belleview retains significant assemblage of outbuildings

African American Settlement Property Type

Freed African Americans began independent life in the Harrods Creek area following the end of the Civil War. The Harrods Creek community, a crossroads village founded in the early nineteenth century, offered economic opportunities to African Americans as independent or tenant farmers, cane harvesters, or laborers on the creek or its shores. The Merriwether House, built on the bank of the creek in 1898, reflects the use of the land by these small scale farmers and

laborers. The two-story, wood frame dwelling of rectangular massing is oriented perpendicular to Harrods Creek on a limited terrace. The residents engaged in raising hogs and tending a large garden at the site. A more thorough discussion of African American settlement and community development in the area is provided in Appendix A.

Transportation

Networks of prehistoric regional trails were formed by the natural migrations of generations of large animals crossing the river at the Falls of the Ohio. These ancestral trails were utilized by Native Americans and formed the basis for historic roads. Additional roads later branched off to access both sides of the Ohio River. River Road was completed between Louisville and the Harrods Creek port by 1819. A bridge over Goose Creek is referenced as early as 1816. By 1852, portions of the road had become a plank road. The Wolf Pen Branch Road followed a minor tributary of Harrods Creek to access the upland areas.

The advent of steamboats transformed the nascent city of Louisville into a major transportation center for the time. Steamboats facilitated the transshipment of raw materials and provision of economic factors necessary for the development of a productive industrial and commercial base. This economic expansion furthered the development of a wealthy class within the population who would later influence the upper River Road area with the construction of transportation improvements and expansive, high style estates.

The development of rail lines into Louisville provided a reliable overland transportation method that further provided for the industrial and commercial expansion of Louisville. Railroads greatly enhanced the farmers' ability to ship to distant markets, thereby further encouraging economic growth throughout the broader region.

A group composed of prominent Louisville businessmen and many of the key landowners in the Ohio River/River Road corridor developed an ambitious scheme to build a narrow gauge railroad from Louisville to Westport, in adjacent Oldham County, to serve the properties along the river. The Louisville, Harrods Creek and Westport Railway Company was first chartered in March, 1870. The line was intended to provide passenger service and handle local freight. It was not until 1874 that the first section of the railroad from its Louisville terminal to Goose Creek, was opened, followed by an extension to Harrods Creek about 1875, and to its termination point in Prospect (then Sand Hill) in 1877.

During 1887 and 1888, the track was converted to a wider gauge, and new heavier track was laid, making freight shipments along the line safer and more convenient. By 1883, twenty-one stops were indicated along the 11-mile railway, many for the prominent land owners who held shares in the railroad. The railroad had a major impact on the River Road corridor, making it ripe for development and more easily accessible as a location for summer homes.

As early as 1902, efforts were underway to provide electric rail service along the River Road corridor, making it a part of Louisville's expanding interurban system that was radiating out from the city center like spokes on a wheel. In 1904, the Louisville and Interurban purchased the Louisville, Harrods Creek and Westport Railway line, and rapidly converted it to electric service. Almost immediately service on the line became much more frequent with hourly service. For the first time it became more viable to live year-round in the River Road corridor, and commute to the city for a job or to school. By the 1920s, there were thirty-two stops along the line, many of them servicing individual country estates and many of them marked by some sort of protected waiting area, such as the shelter that remains at Ladless Hill (Poplar Terrace). The interurban was the catalyst for the increased residential development along the corridor.

In the 1910s and 1920s, the automobile also contributed extensively to the expedience of living in the distant suburban setting along River Road. Transportation convenience and the beginning of a general out-migration, from the city's most prestigious late nineteenth century and turn of the century neighborhoods along Broadway and in today's Old Louisville, led to a rapid trend toward year-round living on River Road.

Suburbanization

The late nineteenth century saw a significant move out of the industrialized cities, particularly by those whose affluence resulted from post-Civil War industrial growth, into the rural country side. This move was fueled not only by a desire to leave deteriorating urban conditions, but also by nostalgia for "country life". The Progressive Era Country-lifers, primarily urban academics, journalists, and businessmen believed in an "agrarian myth" with the farmer as the symbol of moral virtues. This romanticized notion of nature and the civilizing influence of rural life gave rise to the Country Place Era.

The movement began with families relocating to rural summer homes located in a setting they perceived as unspoiled nature, which contained the pastoral or picturesque qualities promulgated in the mid nineteenth century by influential individuals such as Andrew Jackson Downing. Even as these summer homes grew to be large permanent estates, the eclectic and imitative architectural styles were secondary to the image of the natural and sublime beauty of the landscape.

The idea of summering atop the River Road bluffs caught on quickly. About 1890, a group of wealthy Louisvillians formed the Fincastle Club which they located on nearly fifteen acres of the bluff-top at Glenview. The Fincastle Club served as an early country club with a large, rustic, chalet-like three story club house surrounded by seven one- and two-story summer houses built by various members of the club. The members were industrialists and business entrepreneurs, typical of the group of landowners who, with increasing frequency, were to build atop the bluffs during the next fifty years. The Fincastle Club was short-lived and disbanded in 1899, but the tradition of summering on the bluffs had been kindled.

In 1890, another group of three prominent Louisville businessmen purchased the Todd property off Wolf Pen Branch Road and developed a communal summer colony for their families which they named "Nitta Yuma". This communal country estate with shared barns, tennis court, gardens, orchards, vineyards, and grounds was unique in Louisville and represents an unusual type of suburban country estate development. The first houses built at Nitta Yuma, for the Brown and Booker families, were sprawling wood-framed houses with ample wrap-around porches and no particular architectural distinction, typical of the first generation of summer houses in the upper River Road area. The later houses are more high-style, architect-designed houses with the Colonial Revival and other revival styling that is associated with the year-round estate residences built in the area after 1904.

One important trend in the ongoing history of the estates is their gradual evolution into a series of family compounds where several generations made their home. This practice can be traced back to Nitta Yuma. Generally, after the initial estate residence and grounds were established, adjacent property was acquired and developed for the next generation within the family.

Country Estates Property Type

The country estate was an essentially urban architectural form brought to a rural setting. It included a large, usually high style house set in a designed landscape where the house siting, the approach drives, the secondary outbuildings, and the layout of the gardens and grounds were carefully arranged to create a pleasing visual effect. Scenic qualities were

an important consideration in the development of the property. As time went on, the desire for ever grander houses and grounds accelerated, leading to the employment of professional landscape architects, and some of Louisville's most talented architects for the creation of the perfect visual effect. The country estate, more than any development form, defines the area included in the Country Estates of River Road historic district.

The period of significance for the Country Estates of River Road historic district dates from 1875 through 1938. The beginning date coincides with the completion of the Louisville, Harrods Creek and Westport Railroad through the area. The date also coincides with the approximate dates of the two earliest examples of residences built as summer homes on country estates – the Gavin Cochran House and the James Todd House. The period of significance extends to the year that Cobble Court, the last country estate in the historic district, was constructed.

In many cases, the primary residences on these estates are oriented to the river and sited on promontories providing dramatic river views. In addition to the primary residence on each estate, many also retain such historic features as entry gates, interior roadways, formal gardens, terraces, carriage houses and/or garages, barns, cottages, and other elements associated with the designed landscapes. Contributing properties are a small group of associated historic resources including a railroad station, a social club, and a privately built school which relate to the country estate theme.

The country estate properties vary in size from about three acres to over forty acres. Many of the properties extend across two major landforms. The first consists of the flat alluvial floodplain and low terraces that run along the Ohio. Several historic estates are situated on high points of land in this alluvial plain. Within this zone are plowed fields, hay meadows, minor drainage channels, and mature hardwood trees predominately along the Ohio River shore. The bottomland serves as the foreground for the views from the bluff-top estates. Prominent historic entrance gates along River Road and Wolf Pen Branch Road mark the access to six of the estates and to the Glenview neighborhood. Other estates are accessed from the narrow lanes leading back from the river including Longview Lane, Glenview Avenue and Avish Lane.

The second landform consists of the rolling plateau which rises steeply from the alluvial plain forming a prominent bluff. The steep face of the bluff is primarily wooded, with areas of exposed rock from the early quarrying activity along River Road and from grading done to provide for the roadways that snake up to the residences above. The abandoned right-of-way of the interurban rail line runs along the floodplain terrace at the base of the bluff. Several roads cut down through the bluff and follow minor streams. The rolling plateau on top of the bluff is characterized by sinkholes and the headwater drainages of numerous minor creeks.

A third geographic area within the project area is Harrods Creek and its floodplain. The setting did not figure prominently in the development of the country estates property type. Only the Merriwether House is situated within this topographic setting. However, the navigable and usually calm stream was an important resource historically providing hydro-power for early industry, access to the inland area, and recreational opportunities.

The great majority of the residences in the district, dating from 1900 through 1938, are large high-style two- and two-and-a-half-story architect designed houses. They range in style from Colonial, Georgian, and Tudor Revival to Craftsman and eclectic mixes that use elements from several of these. In these grand houses, decorative detailing used to highlight porches, porticos, doors, windows, chimneys and roofs is extensive, often drawing on researched historical references. For wall surfaces and trim, building materials include brick, stone, stucco, and half-timbering or a mix of several of these. Roofs are finished primarily with slate and tile.

The list of architects associated with the design of River Road's historic twentieth century houses reads like a who's who of Louisville's most successful and talented architects of the day. Three noted firms were responsible for most of the work. William J. Dodd designed three of the largest residents, Lansdowne (demolished), Ladless Hill (Poplar Terrace) and Lincliff. John Bacon Hutchings and his son, Eusebias T. Hutchings, individually and in partnership, are credited with five. Frederic Morgan and his various partners over the years were responsible for three. Other local architects known to have done work in the district are Val Collins, George Herbert Gray, W. Earl Gore and William Arrasmith. Bryant Fleming and Lawrence Buck, designers with a national client base, were also employed in the district.

Designed landscape features of the country estates are extensive. With the exception of the properties located in the Ohio River and Harrods Creek floodplains, all of the houses are approached by long drives or lanes that shoot back in a straight path from River Road to the foot of the bluff, sometimes bridging a dry creek or stream before snaking up the face of the bluffs with much use of local limestone retaining walls and dramatic hairpin turns. Some of the houses have defined forecourts surrounded by low retaining walls as at Rockledge, Glen Entry and Winkworth. Cobble's Court has a high surrounding wall and cobblestone paving. Others, such as Bushy Park-Melcombe, Lincliff, Allenwood and Drumanard are approached by a driveway loop. Particularly on the river side, many of the houses are tied to the landscape by one or more levels of terraces, most frequently with a grass surface and low brick or stone retaining walls.

Other design features include the ubiquitous winding path leading from the house down to the railroad right-of-way, entrance gates, and park-like areas with specimen shade trees, evergreens and sweeping vistas. Some existing trees were incorporated into the designed landscape but the majority were carefully selected, located, and planted as part of the landscaping of each grounds.

The string of country places being developed along River Road generated one of the largest client groups in Jefferson County for the Olmsted Brothers landscape architecture firm. The firm had a resounding impact on the character of the landscape in the River Road corridor. Within the period of significance for the historic district, members of the Olmsted firm made initial site visits to at least twenty properties along upper River Road and to eight that are all or partially within the district. Recommendations were made in all of the cases, and plans were generated for fifteen projects, seven of which are in the district. Senior partner John C. Olmsted, and staff member James Frederick Dawson, were chiefly responsible for the River Road site visits and design concepts.

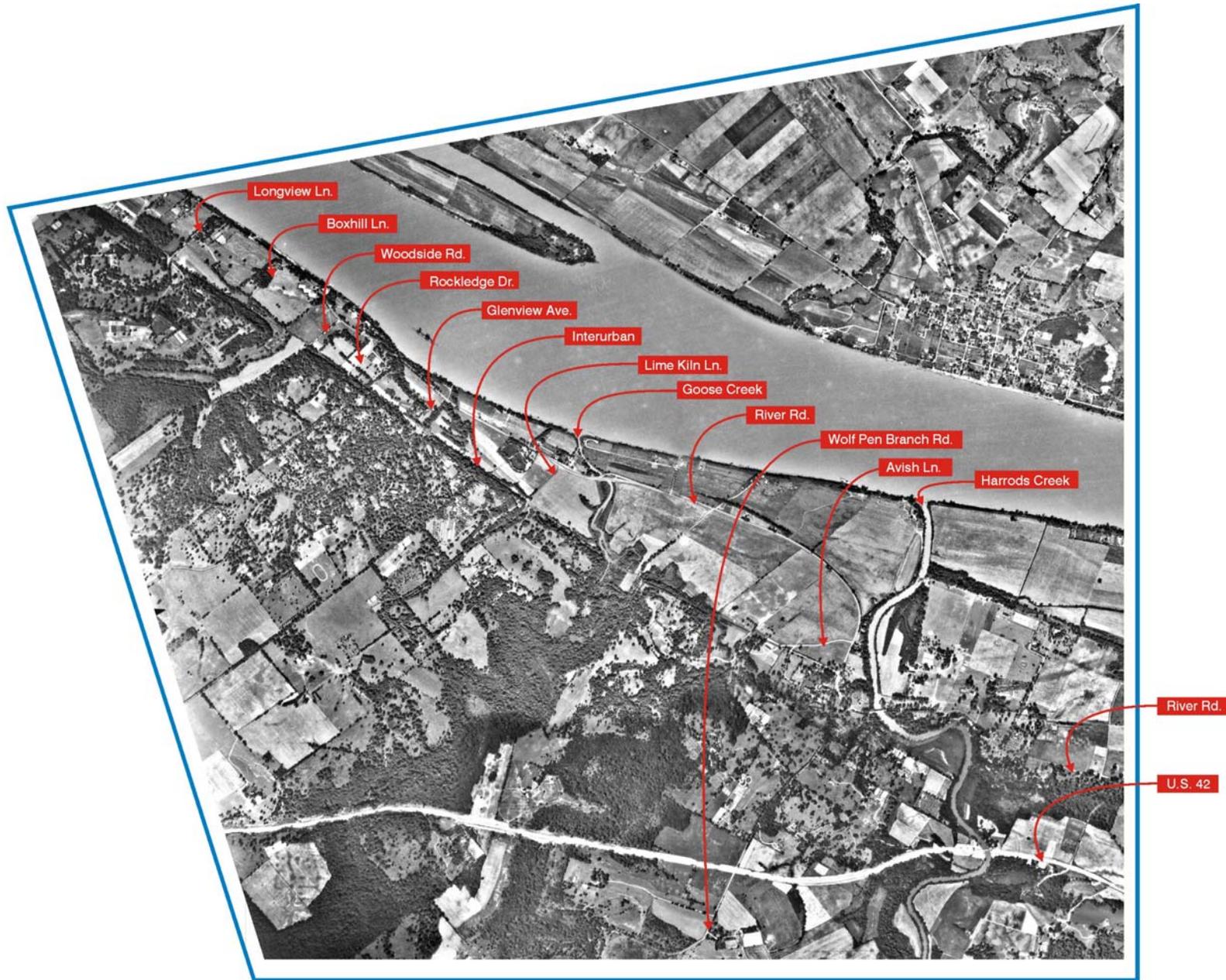
The Olmsted Brothers' proposals tended to be extremely extensive, involving the creation of stable compounds, walled forecourts and service courts for residences, extensive planting, and, frequently, a degree of earth moving to improve views and/or road alignments. At least one of their plans for the properties includes indication of the various viewsheds from the main house and prominent points on the grounds. Many clients had second thoughts about implementing the proposed site plans in totality.

Other landscape architects employed in the River Road estates included Cecil Fraser, a civil engineer with the Board of Park Commissioners, who implemented many of the Olmsted firm's Louisville park and private work. The Buffalo, New York firm of Townsend and Fleming provided site planning and residential design services in 1912 and 1913 for at least four of the upper River Road estates. By the late 1920s, there were six local landscape gardeners and landscape architects listed in the city directory. In the 1930s, they were joined, among others, by Mary Louise Speed and Anne Bruce Haldeman. Both had Louisville roots and did extensive work planning and redesigning grounds and gardens in

the River Road corridor from the 1930s through the 1960s. Two other landscape architects also documented to have done work in the district were Marian Cruger Coffin from 1912 to 1916, and Arthur Westcott Cowell in the late 1920s. The stock market crash in December, 1929 and the ensuing depression brought residential construction to an abrupt halt along River Road, throughout Jefferson County and the nation. In 1933, a drastic revision to the country's tax laws worked to curtail the creation of grand residences and ambitiously landscaped grounds even after economic recovery from the Depression. In 1935, the Interurban ceased operation along the Prospect line and the track was removed several years later. However, the automobile had effectively surpassed rail travel as the preferred transportation method. The construction of the last country estate residence of Cobble Court in 1938 is indicative of the socioeconomic changes of the time. The house is somewhat smaller, the formal gardens are less in evidence, and an attached garage has replaced the earlier carriage house/garage as an essential element. None of the country places from the 1930s in Jefferson County has a house and grounds with the same elaborate scale and detailing as at the estates of the 1910s. A 1937 aerial image is provided on the following page.

Character-defining features of the Country Estates:

- Located along Ohio River bottom lands and bluffs;
- Primary residence usually oriented to the river for optimal views;
- High-style architect-designed houses;
- Colonial, Georgian and Tudor Revival, Craftsman, eclectic mixes of these styles;
- Two- and two-and-a-half story residences;
- Exterior elements include fieldstone facades, stucco finish, wood shingle;
- Carriage houses, barns, and cottages;
- Landscape architect-designed landscapes;
- Entry gates of brick and stone;
- Curvilinear, one-lane interior roadways with limestone bridges;
- Formal gardens and purposeful planting of specimen trees;
- Lawn terraces with limestone retaining walls;
- Pathway down bluff to Interurban line.



August 2, 1937 Aerial Photo of Country Estates/River Road Area

Prospect

From the earliest formation of Jefferson County until the mid-1960s, Prospect was mostly land belonging to a few wealthy families who commuted to Louisville and groups of farmers. The Interurban was the main reason for population growth in the Prospect area between 1910 and 1934. In addition to commuters, the Interurban transported goods from Louisville to Prospect, and local farm products to Louisville. Opened in 1911, the Prospect Store, which served the community for 52-years, was considered the center of town. It was noted in the 1930s that the Prospect Store sold overalls to farmers and steaks to gentleman farmers.

African American Suburban Development

The Jacob School Road Historic District and the James T. Taylor Subdivision Historic District are significant African American housing developments located north of the project corridor, and adjacent to River Road. The neighborhoods are associated with the suburbanization of Louisville and rural African American residential development in the twentieth century.

James T. Taylor and his wife, J. Etta Taylor, were African American developers of the Taylor subdivisions. Two of their subdivisions were platted in 1912 and approved in 1923 and 1925. A few of the houses were constructed prior to World War II, primarily on the south side of Shirley Avenue. The neighborhood is improved with mature trees and landscaping that retains the intended design typical of a post-WWII residential suburb.

The Jacob School Road Historic District consists of a number of single family homes constructed between 1912 and 1947. The Jefferson Jacob School is located on a single lot within the district, and was opened in 1916 to serve the local African American community in the Prospect area. Two one-room schoolhouses for black children were consolidated into this school. The two-and-a-half story, frame, four-bay, cross-gabled structure is accompanied by a two-story frame cottage built in 1930 for home economics and wood shop classes. The property is an example of the Rosenwald School, a type of school funded by Julius Rosenwald for the education of African Americans in fifteen southern states. The Rosenwald Foundation provided matching grants from 1913 to 1932 to fund the construction of over 5300 school buildings. The schools served as one of the few public meeting places for African American community members in the segregated south. A more thorough discussion of African American residential development is included in Appendix B.

Recreation and Travel

Country estates club house property type

The River Valley Club, located at the river's edge, was incorporated in 1914 by a group of owners of nearby estates. The purpose of the club was for social interests and to provide a facility for recreational use of the river. The club, whose facilities included docks and tennis courts, constructed a picturesque English Cottage-style clubhouse perched on the river's edge. It burned down in the 1920s and was replaced with a nearly identical building that remains in use today.

Commercial building property type

The Harrods Creek Village properties, located at the intersection of Wolf Pen branch and River Road, consists of eight buildings determined to have an association with travel and recreation which contributes to the development of commerce in this area. The buildings include residences, a post office, grocery store and gas/service station constructed from 1900 to post-1950. The commercial business enterprises provided essential services for travelers on River Road,

and for those recreating on the river. Nearby, in a broad curve of Harrods Creek, near the Ohio River, the Merriwether House was an attractive location for boaters and vacationers. In response, the Merriwethers built a small number of docks and cottages along the creek frontage of their property in the 1950s.

Archaeological Resources

Introduction

At its core, archaeology is the study of past people. Archaeology utilizes the cast-off, lost, and sometimes intentionally buried material remains to reconstruct the past. Building foundations, buried cobblestone streets, and trash pits full of broken ceramics and animal bone all constitute valuable archaeological resources. Each one can reveal much about the individuals who created and used them and can even, in some ways, reflect the structure of the society in which they lived.

Specific locations with evidence of concentrated or long-term human activity are called archaeological sites. In Jefferson County, human occupation has been both long-term and concentrated due to the presence of the Ohio River and the resources it offered to both historic and prehistoric people. Examples of site types found in Jefferson County include residential house sites, industrial sites, transportation-related sites, such as roadways and railroads, military sites, early rural farmsteads, and prehistoric (Native American) sites.

Previous Work

Early histories of Louisville describe the recovery of artifacts and human remains from various locations throughout the Falls region. George Rogers Clark is acknowledged to have had an interest in the archaeology of the area, though it is unknown if he ever undertook serious investigations (Collins 1979). In the late 19th century, geological surveys took note of prehistoric sites in the area, with surveyors occasionally recording the locations of prehistoric mounds and quarries. In the 1930s, E.Y. Guernsey conducted extensive and serious archaeological survey in the area; University of Kentucky archaeologists Webb and Funkhouser also performed investigations in the Falls area during the same period (Bader 2003).

However, it was not until the late 1960s that the first sustained and long-term professional studies of the area began. Some of these studies were purely academic in nature, though the majority were mandated by new environmental protection laws. And yet, despite nearly 40-years of sustained academic and contract archaeology, to date only a very small portion of the county has been subjected to archaeological study. Still, hundreds of sites have been recorded in the areas surveyed. Sites in the current Jefferson County archaeological inventory represent all time periods, from 9,000-year old Paleo-Indian sites to historic industrial sites dating to the early 20th century.

More specifically, important historic and prehistoric sites have been recorded in the northeastern portion of Jefferson County, in the Country Estates/River Road Corridor area. One such site is the Sutherland Mound Site (15Jf287), which is located east of the mouth of Harrods Creek on the river floodplain (Bader 2003). The site contains a conical earthen mound typical of an Early Woodland (1000 to 200 B.C.) burial mound. Test excavations in 1973 by Raymond Cloutier revealed what were believed to be Woodland burial chambers. The chambers were not excavated, but this finding is consistent with mounds of this type. The Sutherland Mound represents what may be the only surviving mound of this type in Jefferson County (Jay Stottman, personal communication). Three more possible mounds are recorded at the Hunting

Creek Site (15Jf268), also in the Harrods Creek drainage. When this site was investigated by the University of Louisville, it returned a radiocarbon date of 350 B.C., placing the site in the Middle Woodland period (Bader 2003).

The Habich Site (15Jf550) is an important Late Archaic site found near the mouth of Harrods Creek prior to the development of a marina with associated housing units. Deposits at the site were rich and concentrated, indicating repeated occupation of the site by prehistoric people for prolonged periods. Radiocarbon dates returned for the site place it somewhere between 2400 and 1400 B.C. (Granger, Hardesty and Bader 1993).

The historic farm, Locust Grove, is a fifty-five acre National Historic Landmark site, located in the uplands above the river floodplain. It comprises part of the original farm of William and Lucy (Clark) Croghan established in the late 1700s, and is perhaps most noteworthy as having been the place where George Rogers Clark spent the last years of his life. Archaeological investigations undertaken at the site have revealed much about early farm spatial arrangement and slave life. These investigations have also guided the reconstruction of former buildings to ensure as much accuracy as possible in terms of location and building materials (Kleber 1992, Pollack 1990).

To date, the Bridges Project footprint in this area has been subject to full archaeological survey. As a result of that work, four sites have been recorded and recommended for further study. Two of the sites are prehistoric (15Jf678 and 15Jf720), one is historic (15Jf719), and one site contains both prehistoric and historic deposits (15Jf679) (Reynolds, Creasman and Clay 2001; Herndon and Bundy 2006).

Individual Properties Identified in Project FAMOA



James T. Taylor/James W. Chandler House 6209 Wolf Pen Branch Road

NRHP – Eligible, NRHP Criterion: B and C

The Taylor/Chandler House is a single dwelling, built circa 1928 – 1930. It was built and owned by James Taylor (1885 – 1965), an African American contractor who developed the Taylor subdivisions on sections of the A. E. Shirley Estate on the north side of River Road in the early 1920s. The dwelling has large shed-roofed dormers finished with wide boards on both sides, a brick exterior chimney, and a projecting front entrance. The property has extensive landscaping. In 1937, Lelia Roemele Chandler and James W. Chandler bought the house from J. and Edith Strinaver.

This property has an association with James T. Taylor, an African American contractor. Although Taylor has a longer association with another house at 6600 Shirley Avenue in the Taylor Subdivision, this property was determined eligible under criterion B. The property is also an example of a significant architectural form that would qualify under criterion C.



Merriwether House (Jf-690), 6421 River Road

NRHP – Listed, NRHP Criterion: A

Circa 1890, the Merriwether family acquired its land near the mouth of Harrods Creek on the Ohio River from the Allison family, which had begun liquidating its substantial holdings in the 1880s. Harry Merriwether bought one and one-half acres from the Allison heirs in 1891. In 1898, Harry Merriwether sold the land to his grandson, Harry Hall Merriwether. According to oral history, the dwelling was built a short time later. A terrace was built on the creek bank to provide a level building site. There the Merriwether family engaged in small scale agriculture, raising and slaughtering hogs, tending a large garden, and managing rental docks and cottages along the creek. The house and grounds are examples of the settlement of blacks in the rural community of Harrods Creek in the last quarter of the nineteenth century. The property is noteworthy for its agricultural use and as a River Camp property.



Upper River Road Bridge Over Harrods Creek (Jf-845) **NRHP – Eligible, NRHP Criterion: C**

The one-lane bridge over Harrods Creek was built circa 1920 and is composed of three poured concrete arches with concrete spandrels. The stone foundation of an earlier bridge is visible to the west of the bridge on the left descending bank. The bridge is a rare example of this type of construction style and few similar structures remain in the area. The bridge was determined eligible for the National Register for the previous reasons through the Project review and compliance process. During the HPP process, public input identified the cultural role the bridge has played, e.g. its function as one-lane bridge for over 80-years as an element of the Upper River Road corridor. Public and agency input also identified concerns regarding the deteriorating bridge condition, namely the safety concerns with its structural stability and limited line-of-sight distance to stopped traffic waiting for oncoming vehicles. The Project

FAMOA stipulated that this bridge be addressed in this HPP, however, a subsequent Harrods Creek Bridge Improvement Project study has been undertaken for this structure and the rehabilitation of the historic bridge has been completed with conditions stipulated within a separate MOA (further detailed in Chapter 4.)



Bader's Grocery Store (circa 1925)

Harrods Creek Village Historic District **NRHP – Eligible, NRHP Criterion: A**

The potentially eligible historic district consists of eight properties along Harrods Creek, north of the intersection of Wolf Pen Branch and River Road. The potentially contributing properties include:

- Finch, or Finney House
- House at 6405 River Road
- General Store and Old Post Office
- House at 6410 River Road
- House at 6339 River Road
- Lang's Garage
- Walter Bader's Grocery Store
- Mary Elizabeth Bader Lang House

The properties within the potential historic district were found to have an association with travel and recreation that contributed to the development of commerce along this section of River Road, and on the west bank of Harrods Creek. There has been a

significant African American presence in the Harrods Creek area historically, though ownership by African Americans may be limited to a single contributing resource within the historic district: the Finch, or Finney House. Little is known about the African American presence at Harrods Creek prior to the Civil War, but by the last quarter of the nineteenth century, there was a thriving African-American neighborhood at Harrods Creek, composed primarily of farmers and laborers. An 1879 atlas map indicates that within the village of Harrods Creek there was a distillery, a railroad depot, a store and a post office. All of the contributing properties appear to have been built within the twentieth century.



**Allison – Barrickman House (JF-563) 6906 Wolf Pen Branch Road
NRHP – Listed, NRHP Criterion: C**

Hendry Allison was an early landowner in the Harrods Creek area and he purchased this land circa 1830. His sons inherited the land when Hendry Allison died in 1835, but did not divide it until 1863. James Allison took the part where the dwelling currently stands. That tract was then conveyed by the Commissioners to Samuel DeHaven in 1877. In 1878, DeHaven sold half of the land to William Barrickman (1824-1901). Mary Barrickman Ewing inherited a share of the farm and purchased the remaining interests from her siblings. The children of Mary B. and J.H. Ewing sold the property to the present owners of the property.

The Allison-Barrickman House is a one and one-half story, five-bay, front-gabled, frame structure which rests upon a stone foundation. It has a full-width porch, which is supported by four squared columns. The porch is ornamented by a later sawn bargeboard. References to Greek Revival in the detailing include pilaster corner boards, returns, and sidelights which flank the central doorway. On the interior, a central passage runs the length of the dwelling. North of the house is a dairy barn and silo which date to 1918. In fields north of the barn is a family cemetery and possible slave cemetery. To the east of the house is a frame outbuilding and icehouse ruin. All of these resources, with the exception of the house, are in an area determined eligible for the National Register, only the house itself and two-acres is within the current NR boundary.



**Belleview (JF-453), 6600 Upper River Road
NRHP – Listed, NRHP Criterion: A**

Belleview represents a nineteenth century farm within the Agricultural context in Louisville and Jefferson County (1800 – 1930) and is an example of the Gentleman Farm property type. Belleview has had four owners since 1854. Joseph Bell purchased the fertile farmland in 1854, built the original section of the main dwelling, a two-story, single-pile, I-house. Joseph Bell was responsible for the placement of the main dwelling and domestic outbuildings at the center of the property, and the entry drive. Bell was an abolitionist and operated the farm with paid laborers. After Joseph Bell's death in 1857, his wife, Selena A. Bell, and son, Henry Bell, developed the estate into a Gentleman Farm. Henry Bell built the central

part of the main dwelling, which is a two-story, double-pile brick structure. In the late nineteenth century, Henry Bell completed facilities for boarding and breeding of horses and a racetrack. The track was located between the house and the river. Henry Bell retained the farm until his death in 1929. Benjamin O. Ford purchased Belleview from Henry Bell's heirs in 1929. The Fords made interior changes to the dwelling, but did not change the layout of the farm. Ben Ford's widow, Frieda Ford, sold the farm to Alice and James Thompson, the present owners, in 1963. James Thompson now owns the farm, and Alice Thompson owns the house and drive.



St. Francis in the Fields Church 6710 Wolf Pen Branch Road
NRHP – Eligible, NRHP Criterion: C

The congregation of St. Francis in the Fields was organized in 1945 and moved into the newly completed church in the spring of 1948. Plantings from the 1946 Olmsted landscape plan for the grounds were installed in 1947 and 1948. Additions were placed on the original church building in 1957 and 1958. The historic statue of Rt. Reverend Benjamin Smith, an early Episcopalian leader in Kentucky, was moved to the church grounds and restored in 1959.



Rosewell (JF-452), 6415 Transylvania Avenue
NRHP – Listed, NRHP Criterion: C

Rosewell was built on land, which was originally platted as a town by the Transylvania Seminary of Lexington, Kentucky. Some lots were sold or leased, but the town never developed. By the 1820s, most of the “seminary lands” had been sold in large tracts to individuals. This house is believed to have been built circa 1851 by P. S. Barber. The design of Rosewell has been attributed to Henry Whitestone, one of Louisville’s most prominent nineteenth century architects. Barber was a slaveholder and his wealth accumulated through the 1850s. Barber sold the house in 1859. The name of the house was changed from the Barber House to Rosewell after 1951. In 1992, the estate was divided into 6 tracts, and residences were constructed to the north and south.

Character & Place

The Ohio River is the heart, the central influential element, of the natural, agricultural and community landscapes that defines character and place in the Country Estates Historic District/River Road Corridor. The Ohio, and its tributaries, established a circulatory pattern for settlement, transportation and commerce. Fertile soil deposited in the floodplains and terraces was and remains well-suited for agricultural use.

Geology and topography - the bluffs, ravines, uplands, floodplain and terraces - provide a skeletal framework that further distinguished the interrelationship of community to land and water in the corridor – from ancient animal migration patterns, to Native American occupations, through early settlement, to agricultural and recreational uses, and the transition to gentleman farms and country estates – landforms and the Ohio circumscribed community. Early agricultural practices cleared the hilltops, while steep hillsides and creek banks were left wooded, and today, those mature trees delineate landscapes.

Due to the Ohio's free flowing current, flatboats were forced to the Kentucky side of the river at the mouth of Harrods Creek. The Harrods Creek landing offered a safe location upstream of the dangerous Falls of the Ohio, while the navigable creek provided access inland. These environmental factors led to the settlement and development of the Harrods Creek area.

Following the Civil War, Harrods Creek provided refuge to freed African American slaves and a significant settlement was established. At this time, there was also a transformation from cash crop agriculture to the gentleman farm. At the turn of the century, the wealthy of Louisville first sought summer recreation and the scenic value of the bluffs overlooking the Ohio, wherein a sense of community was developed. The summer colonies evolved to year-round country estates with a society of related families and elite Louisville business commuters. The water, the land, and social change influenced settlement and defined community; community land use and design transformed the landscape.

Character Defining Landscape Features

- Ohio River – viewed from and along the road system, and experienced through recreational boating
- Ohio River Floodplain – continues to influence agriculture, regulates and limits development, and critical to quality water supply
- Low Terraces – infrequently flooded lands within the alluvial plain, utilized for agriculture, commerce, transportation and housing
- Bluffs and uplands – steep, wooded slopes rise from the floodplain with rolling plateau on crest provides scenic setting for Country Estates and designed landscapes. Landscapes are publicly viewed from the floodplain and offer expansive views from the estates.
- Ravines and Creek Beds – numerous minor creeks flow down and through the bluffs and floodplain. Historically, the steep hillsides and creek beds have been left uncut, thus mature native trees accentuate these topographic features
- Creeks – Harrods Creek, and Big and Little Goose Creeks are the principal streams - home to mature native trees and vegetation and used for maritime recreation
- Sinkholes/Karst Topography – the undulant plateau on top of the bluff is characterized by sinkholes and the headwater drainages of numerous minor creeks

- Cropland – land in corn, alfalfa, hay and/or planted on rotational basis typically in the lower terrace along River Road, and historically throughout most of the valley
- Gentleman Farm – Belleview, the principal remaining farm in this type of use, includes production of livestock. Rosewell is a less intact example, due to loss of context and integrity of surrounding fields
- Former Farmland – open space adjacent to Allison – Barrickman property at U.S. 42 and Wolf Pen Branch Road
- Vernacular Settlements
 - 1) Harrods Creek Village – small commercial village with roots to early settlement, recreation, transportation and commerce
 - 2) Transylvania Beach – the River Camp Story
 - 3) Merriwether House – historically considered by African American community as attractive location for boating and vacationing, present use of surrounding area continues maritime/recreational tradition
- Country Estates – abundant family and community history – gradual evolution into a series of compounds where several generations made their home
- African American Settlement – inclusive of Harrods Creek, possible slave cemetery at Allison-Barrickman, Merriwether House, James Taylor Subdivision, and Jacob School Road Historic District.
- City of Prospect, City of Green Spring, and neighborhoods or subdivisions such as Bridgepointe, and Shadow Wood
- Marinas/Clubs – are demonstrative of the private/public recreational value in the corridor, and located along the Ohio River and River Road.
- Road Corridors
 - 1) River Road functioned as an early transportation corridor following the curvature of the river; today the road provides a public experience to commuters, tourists and bicyclists;
 - 2) Wolf Pen Branch Road follows a major tributary of Harrods Creek, provides public experience of Country Estates era, and rural character in specific areas;
 - 3) Secondary Roads/Lanes – several such roads/lanes cut through bluffs perpendicular to River Road, they provide access to properties and views of the Ohio River, the floodplain, terrace, and Country Estates properties and designed landscapes.
- Historic Interurban/Rail line – provided commuter access to Louisville and viability for year-round Country Estates homes and suburban development. Portions of the graded right-of-way remain, along with some shelter structures, which contribute to public experience and sense of community history
- Vegetation – the mature native trees, planted trees and shrubs, agricultural land and designed landscapes represent the historical relationship of community to the land

Character Areas

The following summary diagram of the Character Areas together with the Public Pastoral Experience diagram are an attempt to summarize and map the sense of place within, and the broader public benefit of, the Country Estates/River Road Corridor cultural landscape. It is linked to views into and around the landscape from vantage points within publicly accessed areas such as the Ohio River, Harrods Creek, and road rights-of-way.

The character areas possess some similarities to, but are not to be confused with historic context as applied to criteria for listing in the National Register of Historic Places. The Plan recognizes that there is value to the private experience of these character areas, and submit that this value is effectively addressed in the historic context. Additionally, the Plan

recognizes that such characteristics as private maintenance of large swaths of open space, classic stone gates, limestone retaining walls, designed landscapes and historic architecture contribute materially to the public pastoral experience.

The intention is that the character areas are to be understood from the contemporary perspective of the average citizen viewing the corridor, the "Public Pastoral Experience" as identified in this planning process, and in the Ohio River Corridor Master Plan. It is the public experience of commuters, tourists, bicyclists and recreational boaters - from a passenger vehicle, on a bicycle, walking, taking a photograph, riding in a boat, dining in a restaurant, or otherwise taking in the view/s from a vantage point available to the broader public.

The character areas identified in the historic preservation planning process incorporate historic, scenic and environmental considerations. The character areas are interrelated, sometimes overlap, and they were not intended to be eminently legally defined and defensible boundaries. The character areas are a planning tool that was defined, during the charrette element of the planning process, to capture a recognized broader public's appreciation and value of the corridor.

Descriptions of Specific Character-defining Features

Characteristics of a Country Place:

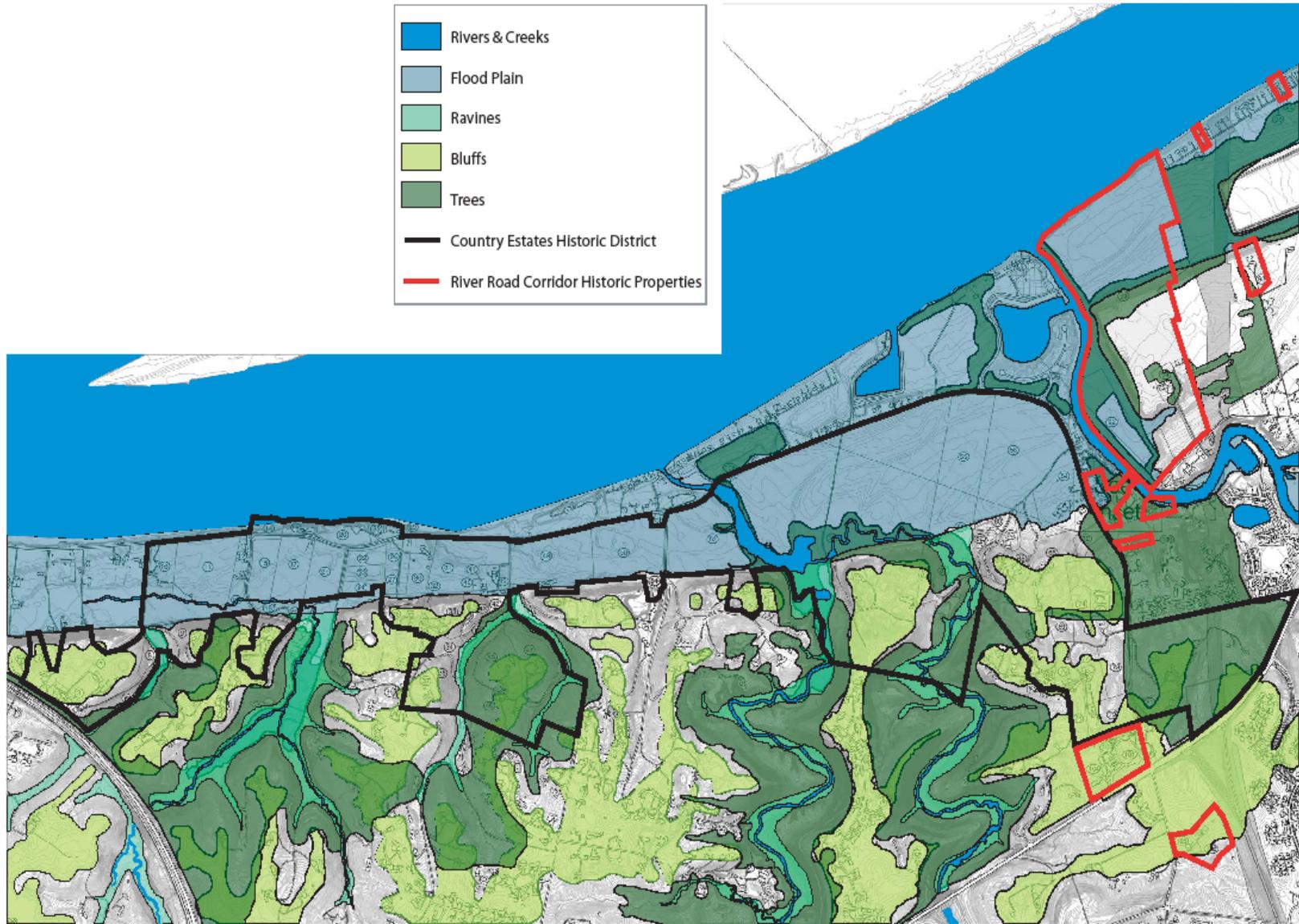
- A rural setting, often near an urban center, large enough and with a connection to substantial landscape features such as rivers, ravines, woods, and pastures to provide the impression of being a part of "unspoiled nature";
- The architecture is eclectic, often grand and romantic interpretations of revivalist styles prone to whimsical mixes of those styles;
- Architectonic formal gardens and entry courts near the house often influenced by Beaux Arts forms merging the house with the "natural" landscape beyond;
- While celebrating the "genius loci" or spirit of the place, the pastoral or picturesque grounds were meticulously designed to provide a beautiful and bucolic landscape;
- In contrast to the English Landscape Garden School that created storybook-like landscape settings intended to be viewed like flat paintings from particular vantage points, Country Place landscapes engaged space as a material making it positive and primary, not just left over;
- Clarity of circulation throughout the grounds with priority given to controlling/ enhancing the experience of the place;
- Short and restrained plant lists prone to use of more firm rather than airy materials – evergreens were used to provide architectonic features within the landscape;
- A meticulous care for detail employing proportion and scale to provide clarity of the existing natural landscape – simplicity and understatement rather than exaggeration was the rule.

Characteristics of the Country Estates of River Road

- Located along Ohio River bottom lands and bluffs with primary residence usually oriented to the river for optimal views;
- High-style architect-designed houses with Colonial, Georgian and Tudor Revival, Craftsman, eclectic mixes of these styles, with two- and two-and-a-half story residences;
- Exterior elements include fieldstone facades, stucco finish, wood shingle;
- Carriage houses, barns, and cottages;

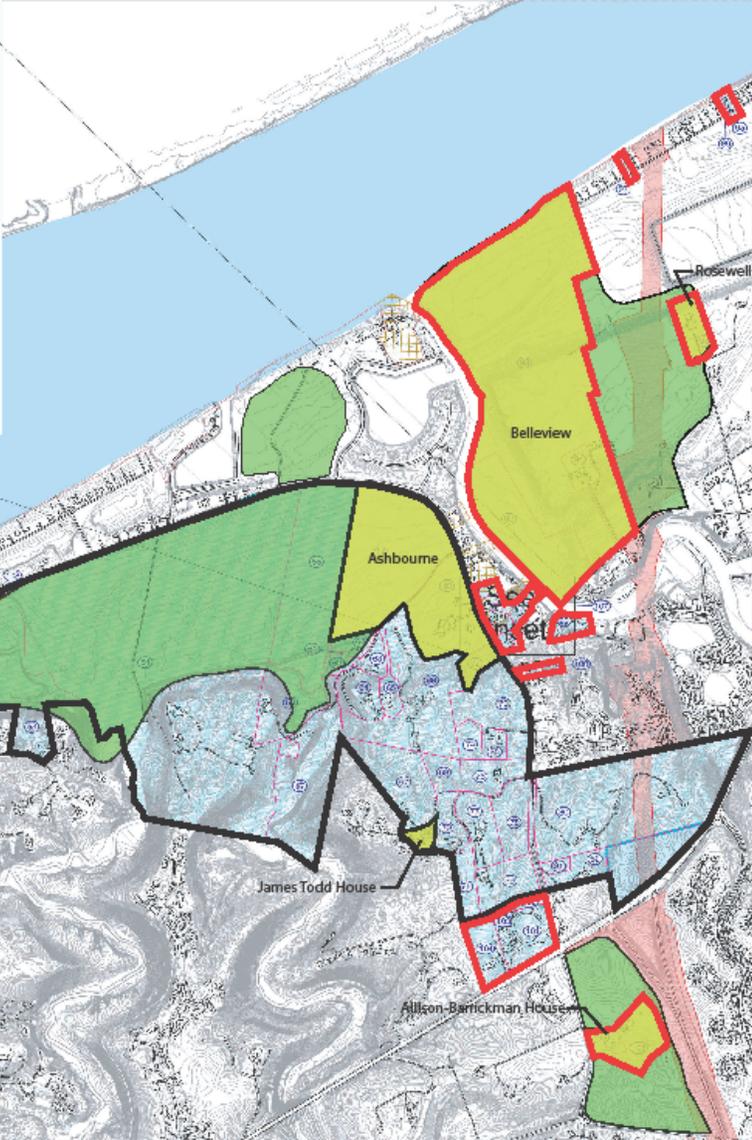
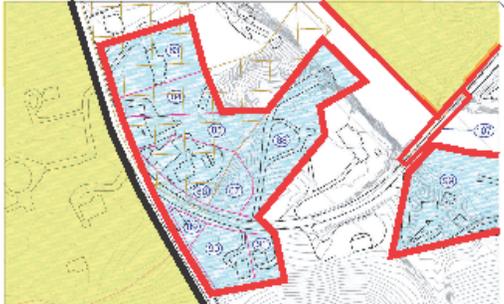
- Landscape architect-designed landscapes;
- Entry gates of brick and stone;
- Curvilinear, one-lane interior roadways with limestone bridges;
- Formal gardens and purposeful planting of specimen trees;
- Lawn terraces with limestone retaining walls;
- Pathway down bluff to Interurban line.

CHARACTER DEFINING NATURAL LANDSCAPE FEATURES

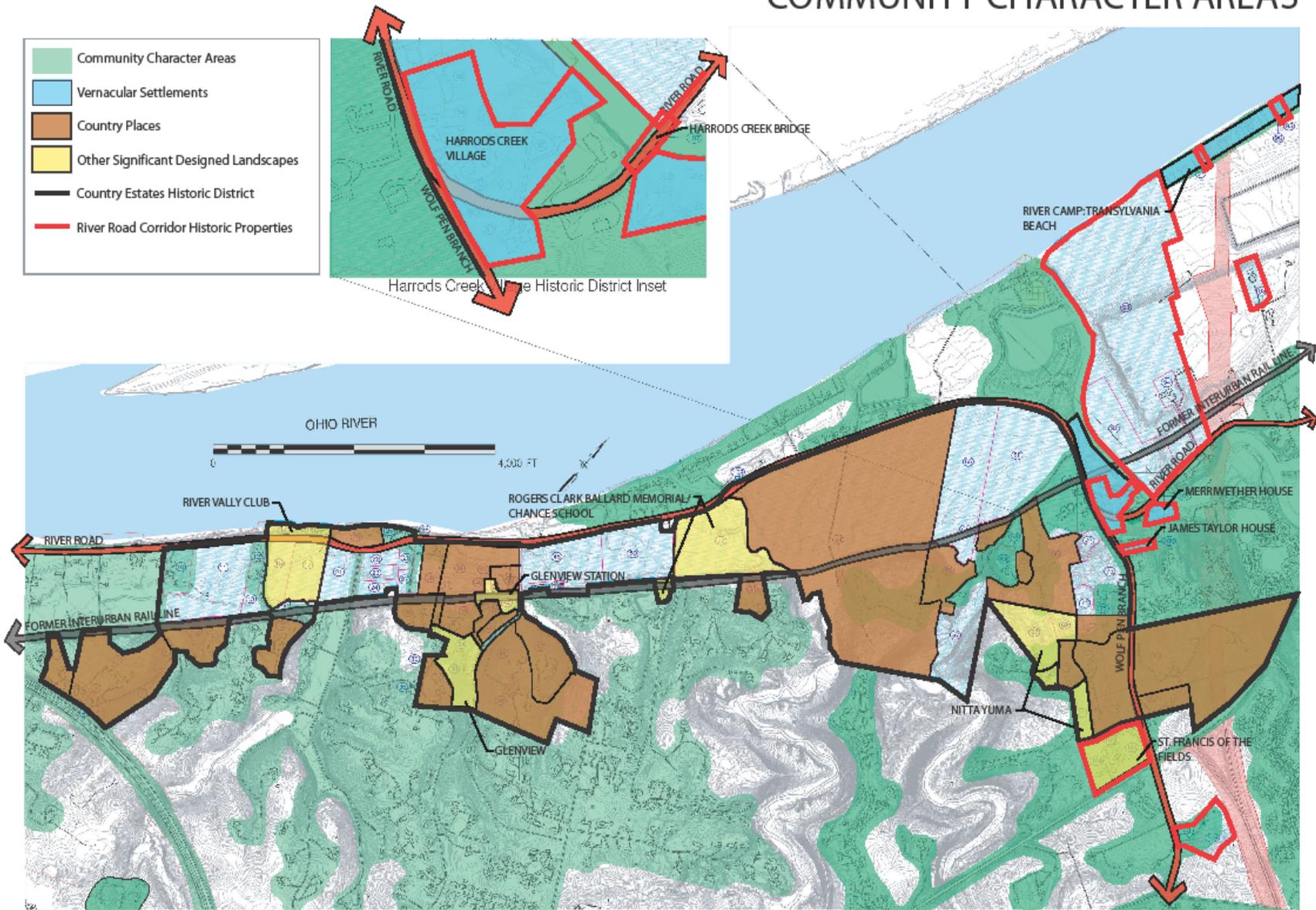


AGRICULTURAL CHARACTER AREAS

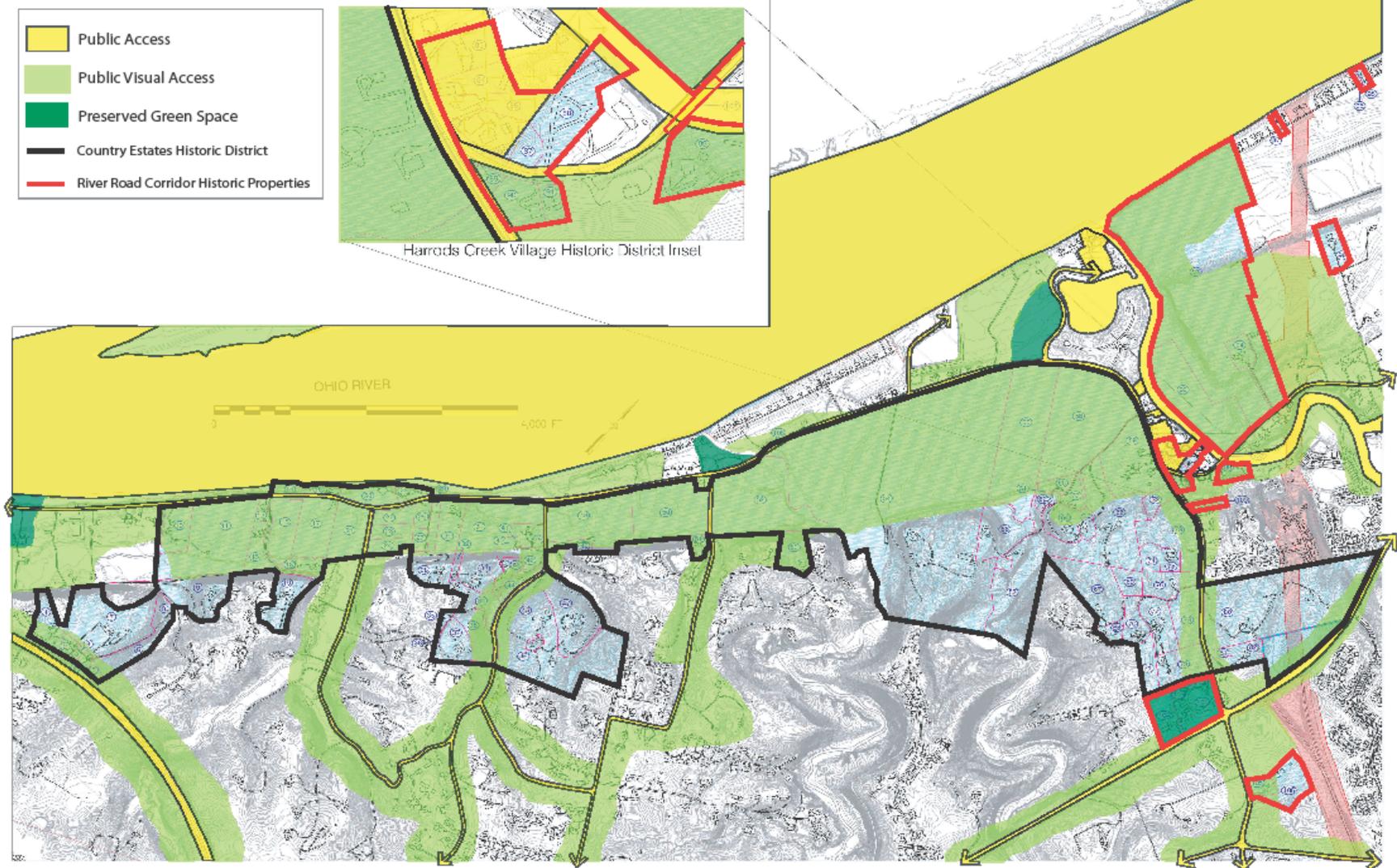
-  Agricultural Character Areas
-  Property Specific Boundaries
-  Country Estates Historic District
-  River Road Corridor Historic Properties



COMMUNITY CHARACTER AREAS



PUBLIC PASTORAL EXPERIENCE



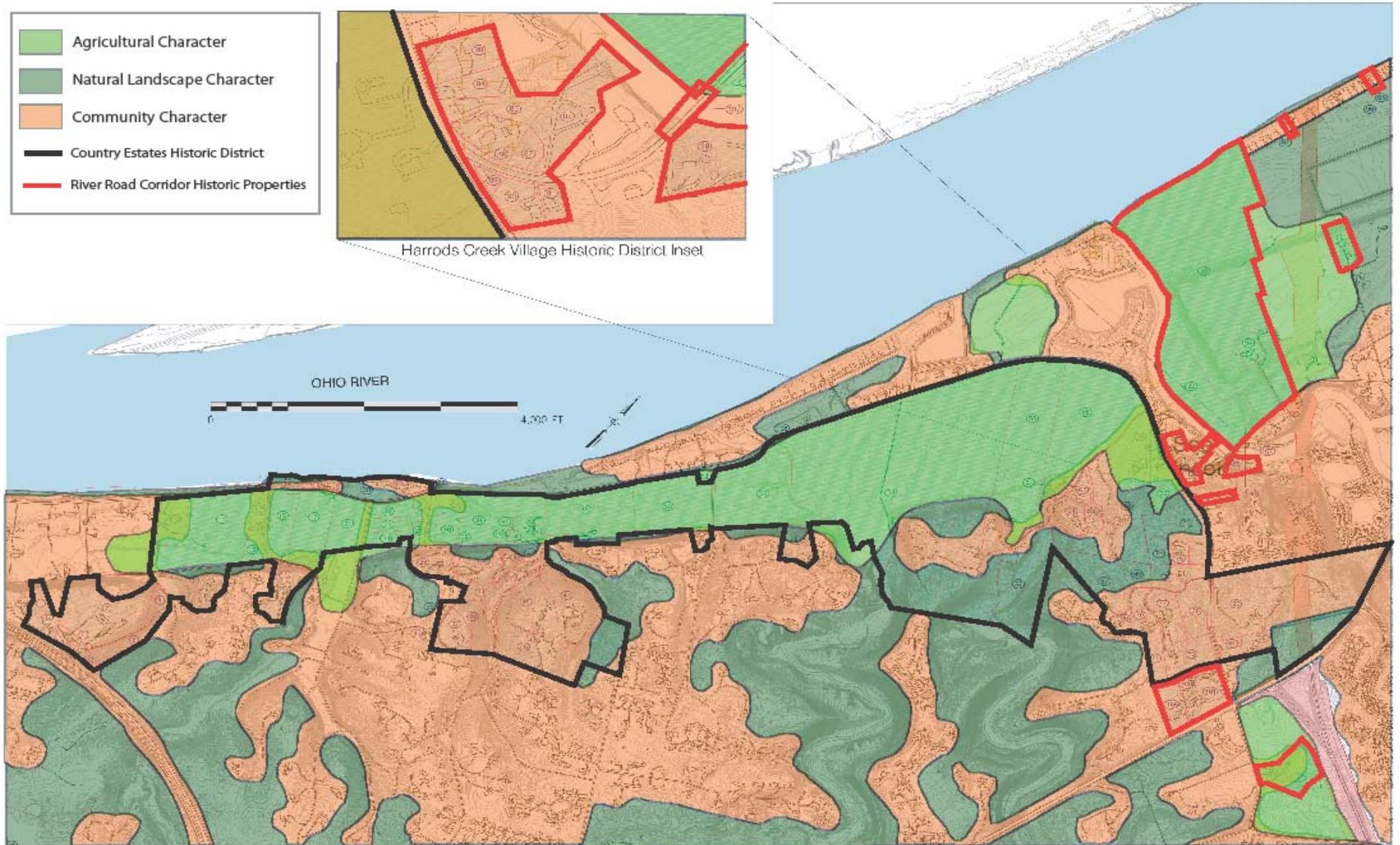
The Public Pastoral Experience helps to explain the sense of place within, and the broader public benefit of, the Country Estates/River Road Corridor cultural landscape. It is linked to views into and around the landscape from vantage points within publicly accessed areas such as the Ohio River, Harrods Creek, and road rights-of-way.

CHARACTER AREAS

-  Agricultural Character
-  Natural Landscape Character
-  Community Character
-  Country Estates Historic District
-  River Road Corridor Historic Properties



Harrods Creek Village Historic District Inset



CHAPTER 3: BACKGROUND INVENTORY & ANALYSIS



Existing Conditions

The HPPs' area of influence is an approximately 24-square mile area encompassing the entire Country Estates of River Road Historic District, including individually listed National Register properties within the District; the City of Prospect; the River Road Corridor and individual properties identified in the First Amended MOA. The HPP area extends along the Ohio River and the River Road corridor from the Louisville Water Works at Zorn Avenue, northeast along the river to the Oldham County line. The area of influence extends inland from the Ohio River to include the Wolf Pen Branch Road to I-71, including the Village of Harrods Creek, and several individually significant historic properties (for a more thorough discussion of the HPP's area of influence see Chapter 4). On-site visual inspections, aerial photographs, and topographic maps reveal a varied landscape with contrasting areas of open agricultural lands and historic farms, rural river villages, river camp homes, historic African-American homes, landscaped country estates, and new subdivisions nestled into the floodplain, limestone ridges, karst topography and meandering streams and creeks.

Landscape Character

The distinctive character of the area is defined by both its inherent natural resources and human influences on the land. Natural systems such as rivers, streams and creeks; alluvial and floodplain; wetlands; rolling hills, bluffs and terraces; ravines and steep slopes; varied limestone geology and karst topography have shaped the patterns of human development and give the River Road corridor a remarkably varied character. The Plan environment also contains a rich and diverse ecosystem, with a variety of plant and animal life and habitats. Beautiful views and vistas into open spaces and agricultural fields; hedge rows along fields and roadways; and mature specimen trees define the character of the planning area, along with the historic and vernacular architecture of the country estates, farms, settlements, and residential areas. The quality of these natural, cultural, and historic resources are well-recognized and highly valued by local residents and a much broader public, and they are a critical focus of this HPP.

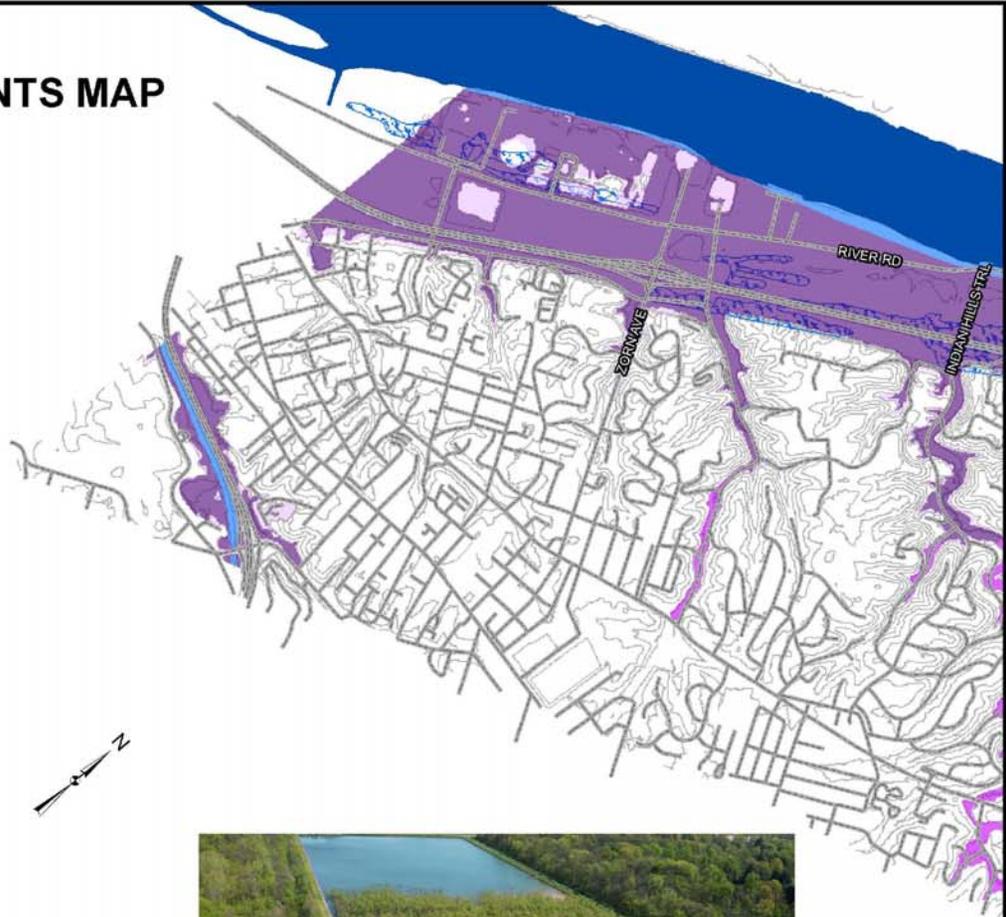
Land Use

Given that European settlement in the area dates back to the 1770s, and the area is in close proximity to an urban center, it is remarkable how much of the area remains rural in character, with considerable open space, and relatively minimal development along transportation corridors, such as River Road and Wolf Pen Branch Road. The majority of the planning area is commonly viewed as a beautiful scenic environment, consisting of important natural, cultural, historical and recreational resources. With the exception of the commercial area in Prospect, there is limited commercial development throughout the plan area. Property owner preference, the absence of sewers, the floodplain and limestone topography and other environmental constraints have contributed significantly to this settlement pattern.

ENVIRONMENTAL CONSTRAINTS MAP



Transylvania Beach and the Ohio River



LEGEND

- Historic District/Individual Historic Properties
- Construction Corridor
- Steep Slope
- Hydric Soils

Flood Insurance Rate Map (FIRM)

- X -- 500 Year
- A -- 100 Year (no detailed survey)
- AE -- 100 Year (detailed survey)
- Floodway

The Wellhead Protection Area (time of travel/contaminant source to well)

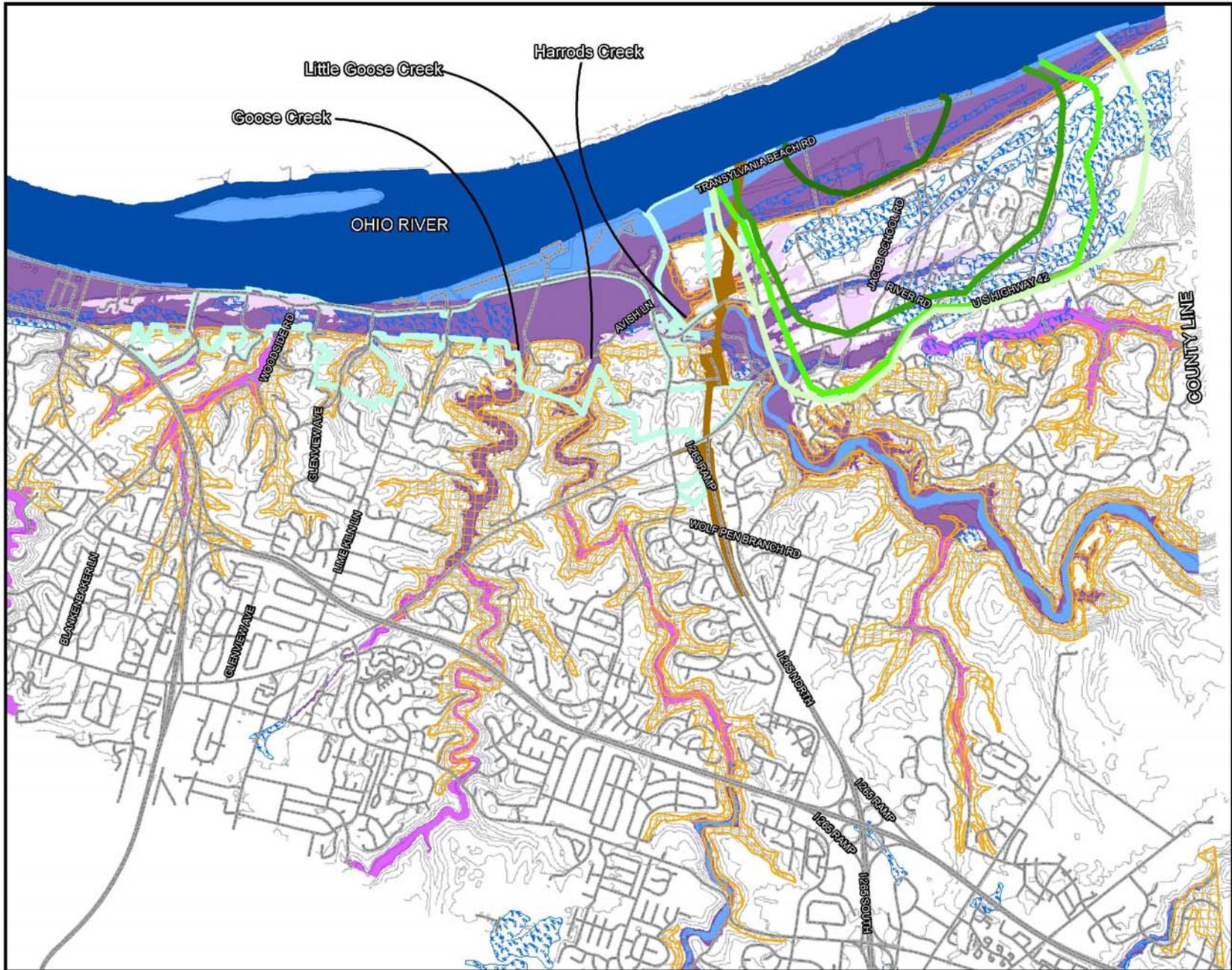
- WHPA #1 = up to six months
- WHPA #2A = up to 5 years
- WHPA #2B = up to 10 years
- WHPA #3 = longer than 10 years

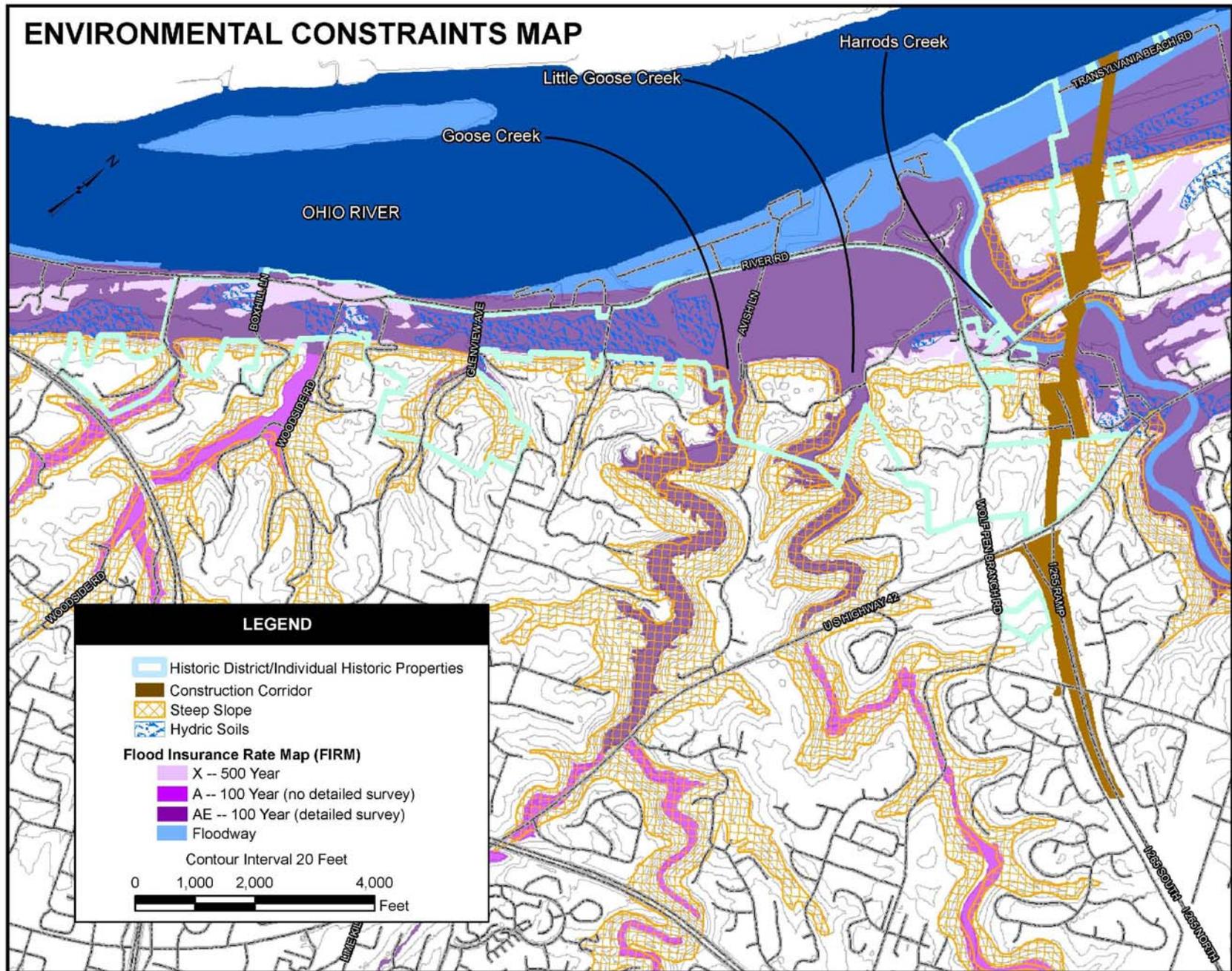
Contour Interval 20 Feet

0 2,500 5,000 10,000
 Feet



MSD Sewage Treatment near East End Alignment





The majority of the Country Estates of River Road Historic District consists of low to extremely-low density single-family detached residential development; older residential areas such as Transylvania Beach, Juniper Beach, and the James Taylor Subdivision are of low-moderate density, and developed in a traditional grid pattern. Densities increase, by comparison, in newer subdivisions, such as Bridgepointe (a subdivision within the City of Prospect), and in Green Spring. However, these newer developments are typically cluster-type with a range of acreage remaining in open space.

Prospect's modern-day origin is based on the characteristics of Prospect developments such as the Hunting Creek and the Fox Harbor subdivisions. These and other more recent residential developments in Prospect are distinguished by a substantial green buffer between U.S. 42 and the residences, winding entrance drives, brick or stone entrance features, natural areas and landscaping. "Keep Prospect Green," has been the community's slogan for over 20-years, and development is intended to prevent typical urban sprawl and to maintain natural beauty. In 1974, the City of Prospect was incorporated, and in 1979, the City applied for and received a Fourth Class city designation by the Commonwealth of Kentucky. That status allowed Prospect to create its own city government and provide specific city services. In 2005, Prospect became a Third Class city, which gives the City final authority for development within the city limits. Billboards, cell towers, road access, noise, signage and lighting are addressed in local ordinances, adopted by Prospect, to support and maintain community values.

Transportation corridors such as River Road and Wolf Pen Branch Road remain two-lane and rural in character, with narrow rights-of-way, curvilinear alignments, generous setbacks, and minimal development adjacent to the roadways. The same can be said of numerous secondary roads throughout the area. Commercial development in the area is primarily along U.S. 42 within the City of Prospect, and within Harrods Creek Village on River Road. Several large properties adjacent to River Road contain significant acreage in agricultural use, or they are maintained in an agricultural character. Designed landscapes on large estates along the high bluffs are a primary land use characteristic in the area.

Existing Conditions and Trends

Growth pressure is intense throughout northeast Jefferson County, verified through public input, through conversations with staff of Louisville Metro Planning and Design Services, and identified in both the Wolf Pen Branch and Mockingbird Valley Neighborhood Plans. Addressing growth pressure was a major reason both of those neighborhood plans were initiated by respective community interests. Growth pressure has significantly increased over the past twenty years in this part of Jefferson County, and is evident in the new residential and commercial development constructed in that time. While much of the rural, natural, agricultural feel remains, many residents fear future development will destroy this character. Several new, large-scale residential developments are underway throughout the area.

Increasing traffic has and will continue to generate pressure to widen, straighten, or level roads and change the present character – a character that is widely valued by local and regional residents. New development within the plan area, and east of the plan area, will result in a corresponding increase in commuter traffic. Based on public input into the Bridges Project and this Plan, there is a range of public opinion as to how much the Bridges Project will or will not increase traffic.



Acreage on River Road For Sale

Demographics

According to statistics available from the Census 2000, U.S Census Bureau, the vast majority of the planning area is represented by a highly-educated and substantially wealthy populace, with minimal identified poverty and relatively few minorities. The planning team reviewed data for Louisville, Prospect, Green Spring, Glenview, Jefferson County, Kentucky, and Block Group 4, Census Tract 75.02, which includes the Jacob School Road/James Taylor Subdivision area. (Comparable 2010 Census data was not available at the time this plan was revised per the FAMOA. However, it is highly probable that the 2000 data still adequately reflects important characteristics of the community addressed in this plan.)

Census tracts and block groups neither match up well with historic district boundaries, nor align specifically with the planning area. However, there is sufficient data to inform the social characteristics of the planning area, and the data shows significant differences in comparable data that are relevant to the planning process. Twelve families in Census Block 4 were identified as being below the poverty level. However, zero families were identified as being on public assistance in this census block, and unemployment throughout the planning area is 0.6%. Commuter travel in the

planning area consists of 85-90% of workers driving alone in a vehicle. Marital status in the planning area is considered very stable, data for the population 15-years and older, identifies 75% as married (never separated), and 18% never married. A sampling of relevant comparisons are presented below:

	Louisville	Kentucky	Block 4	Glenview
Median Household Income	\$28,843	\$33,672	\$84,154	\$161,571
High School or higher	76.1%	74.1%	91.7%	100%
Bachelor's or higher	21.3%	17.1%	57.2%	73%
Median Home Value	\$82,300	\$86,700	\$450,800	\$598,500
Owner Occupied Housing	52.5%	70.8%	93.3%	93.5%
Income Below Poverty	21.6%	15.8%	3.6%	3.3%
White	62.9%	90.4%	82.7%	96.2%
Black	33%	7.3%	11.7%	--
Hispanic	1.9%	1.5%	2.4%	1.1%
Asian	1.4%	0.7%	1.7%	2.7%

Current Plans

Wolf Pen Branch Neighborhood Plan

Overview

The Wolf Pen Branch Neighborhood Plan, adopted by Louisville Metro, was initiated in response to residents' concerns over development impacts on their neighborhood. A task force was formed to determine neighborhood needs, analyze existing conditions along the Wolf Pen Branch corridor, and develop appropriate context-specific design guidelines to manage future growth. Guidelines then formed the basis for establishing land use recommendations and growth policies for the entire Wolf Pen Branch Neighborhood. A map from the Neighborhood Plan showing the study area is provided in Appendix C.

The Wolf Pen Branch Neighborhood is a unique historic and cultural area of northeast Jefferson County, with landmarks dating back to the late 1700s. The neighborhood derives much of its character from its two-lane, tree-lined Wolf Pen Branch Road, a rural secondary collector. The Road is characterized as narrow and winding, with dramatic and scenic elevation changes. Pavement widths vary, there are no sidewalks, and virtually no curbs. Traffic volumes and speeds are low, and it is popular with walkers, runners, bikers and horse riders.

Today the neighborhood consists of mostly rural, low to extremely low-density residential development along a 6.4-mile corridor. The increased growth in eastern Jefferson County over the past 20 years has resulted in development pressures throughout the area. Low density subdivisions, with lots as small as 9,000 square feet, have been built to the north, west and south, while a large scale traditional neighborhood is planned nearby. Land Development Code regulations require developers to widen roads, provide curbs and gutters, and build sidewalks. The Plan states that this "suburbanization" of the Wolf Pen corridor would dramatically alter the desirable character of the neighborhood that makes the area so desirable.

Recommendations

The recommendations made in the Wolf Pen Branch plan are intended to supplement the Land Development Code (LDC) and Cornerstone 2020, and to serve as a guide to planning officials in future decisions regarding the Wolf Pen Branch Neighborhood. The Plan's vision is to steward this neighborhood so that it will continue to provide the public a scenic, historic, environmental and cultural resource. In order to sensitively integrate future growth while protecting all resources, this Neighborhood Plan also provides numerous conceptual and specific recommendations. Strategies for implementation can be grouped under the following four recommendations:

- *Scenic Roadway Designation* - Create a scenic roadway designation for all of Wolf Pen Branch Road and Mint Spring Branch Road to ensure future protection of the rural character of the road.
- *New Form District* - Establish a Task Force with county-wide representation to develop guidelines and policies for a new rural residential form district for application throughout Jefferson County that promotes historic and environmental sensitivity and focuses on the preservation of the character defining elements within its rural communities. The new form district should allow for site specific, as well as, blanket regulations.
- *Conservation Subdivision* - Include a conservation subdivision provision in the LDC to promote flexible, creative design to preserve open space, minimize impacts to adjoining neighbors, enhance scenic corridor view sheds

and protect historic, cultural, and archeological and natural resources. This provision shall maintain or decrease present densities and shall allow smaller lot sizes to be balanced by permanently protected open spaces.

- *Communication with Utilities* - Establish a methodology for communication with utility companies regarding future expansion and develop practical solutions to minimize construction impacts.

The Plan's vision is to steward this neighborhood so that it will continue to provide the public a scenic, historic, environmental and cultural resource. The character of Wolf Pen Branch Road and Mint Spring Branch Road will be maintained by preserving the alignment and width of the existing roadway. New development within the neighborhood should conform to the existing scenic roadway alignment, be compatible with the existing rural residential development pattern, and safeguard the scenic, environmental, historic and cultural resources of the Wolf Pen Neighborhood. Chamberlain Lane should be enhanced as a transition roadway within the Wolf Pen Branch neighborhood. In order to sensitively integrate future growth while protecting all resources, this Neighborhood Plan also recommends the following:

- Maintain the existing rural 2-lane road width, alignment and character along Wolf Pen Branch Rd., Mint Spring Branch Road and Chamberlain Lane.
- Improve public safety while eliminating curbing, sidewalks, and excessive pavement widening.
- Encourage low density housing patterns and cluster lots to protect steep hillsides, streams, mature tree canopy and the rural character.
- Encourage woodland/tree canopy protection.
- Preserve existing viewsheds and vistas.
- Preserve the established pattern of home setbacks and orientations.
- Restore and protect historic and cultural resources within the study area.
- Ensure compatibility of architectural features (fences, walls, signage, etc.) with those most historically prominent in the area.
- Encourage stream health which shall include water quality, velocity and volume of Wolf Pen Branch and other waterways.

Mockingbird Valley Neighborhood Plan

Overview

This Neighborhood Plan, also adopted by Louisville Metro, was initiated to ensure the continuity of the existing neighborhood design into the future. A task force was formed to determine neighborhood needs, analyze existing conditions, and develop appropriate context-specific design guidelines to manage future growth. Guidelines then formed the basis for establishing land use recommendations and growth policies for the Neighborhood. A map from the Neighborhood Plan showing the study area is provided in Appendix D.

The Mockingbird Valley Neighborhood is a unique historic and cultural area of northeast Jefferson County, with landmarks dating back to the late 1840s. The neighborhood consists of mostly rural, low to extremely low-density residential development along the Ohio River bluffs, and minor stream valleys. Many of the homes are large estates constructed in the first quarter of the twentieth century, and influenced with landscaping by the Olmsted Brothers firm.

The Plan states that the neighborhood is characterized by what is seen while traveling Mockingbird Valley Road, a winding, tree-lined, two-lane road, and numerous private roads, that meander amidst the historic and naturalistic

landscape. The intention of the Plan is the preservation of the historic, environmental, and cultural resources and landscapes that define the community. The Mockingbird Valley Neighborhood Plan was adopted June 8, 2006.

Recommendations

The Plan recommends:

- Limiting future commercial development to existing zoned areas, with design guidelines.
- Down-zone portions of the neighborhood to ensure a more compatible density (down-zoning to R-1 for identified parcels in the Mockingbird NP has subsequently been adopted).
- Implement building setbacks previously established within an area.
- Require tree and understory preservation, with deed restrictions on private lands.
- Require new plantings with native hardwoods, and similar caliper size, for each healthy tree cut.
- Limit use of evergreens.
- Require tree survey for new developments.
- Orient homes towards Mockingbird Valley Road.
- Limit use of solid wood, chain link or vinyl fencing.
- Require 50% of setback for landscaping.
- Design guidelines for entries and lighting, subdivision entries.
- Establish communications with utilities for coordination and to minimize disturbances.
- Request stream assessment, and promote design guidelines for stream bank restoration.
- Designate Mockingbird Valley Preservation Alliance as official citizen neighborhood group.

The Plan also identified existing development restrictions stipulated in the LDC, such as:

- Restricted development on slopes greater than 20% (LDC 4.7, per NRCS).
- Restricted development within the 100-year floodplain (LDC 4.8, per Jefferson County Floodplain Ordinance).
- Development setback of 100 feet from perennial streams (LDC 4.8).
- Development setback of 25 feet from wetlands, which may be present along streams and floodplains (LDC 4.8).

Cornerstone 2020 Comprehensive Plan

About Cornerstone 2020

Cornerstone 2020 represents the vision of Louisville and Jefferson County, brought into focus by hundreds of citizens whose labor over seven years (from 1993-2000) produced a plan for a more livable, attractive, mobile, efficient and environmentally sensitive community.

Although Louisville is expected to grow by some 60,000 inhabitants during the next twenty years, changing demographics and a healthy economy indicate that transformations will occur during the next two decades such that numbers alone will not reflect. Cornerstone 2020 is primarily about how to plan for these transformations with the goal of enhancing the quality of life in the Metro Louisville community.

Vision Statement

In our vision of 2020, Louisville and Jefferson County is a community widely recognized for its high quality of life, sense of tradition and competitive spirit. Our children have inherited a livable, vibrant and economically diverse community. We have clearly recognized that the quality of life depends upon continued success in the economic marketplace and an ongoing commitment to the conservation of environmental resources which define our heritage and enhance the livability of our community.

Community residents share a sense of place and take great pride in their established and emerging neighborhoods which are culturally and economically diverse. Residents are proud of their differences in heritage and culture. Economic and educational opportunities are available to all residents, in every neighborhood. Every neighborhood is a safe place to live.

The community enjoys a rich fabric of urban and suburban areas, interwoven with environmental resources, accessible parks, open space and the Ohio River Corridor, all representing a heritage of natural beauty. A multi-modal transportation system serves and ties together the entire community. Unified government services enhance the ability of the community to speak with a single voice in matters related to the investment of human, environmental and capital resources.



Ohio River and Area of East End Approach

The Cornerstone 2020 Vision for Louisville and Jefferson County is nothing less than the best of the past merged with the best of the future, creating a community where all residents can grow and prosper (from Cornerstone 2020).

Ohio River Corridor Master Plan

The Ohio River Corridor Master Plan (ORCMP) was prepared as part of the Cornerstone 2020 planning process. As stated in the Preface to the ORCMP, the plan “establishes the framework for preservation and development of one of Louisville and Jefferson County’s most significant resources – the Ohio River and the land next to it – over the next 25 years and beyond.” The ORCMP was developed through many months of citizen input; interviews with more than 60 agencies, organizations and businesses; 22 focus group meetings; and 20 meetings and workshops. Moreover, a 75-person Advisory Committee representing a cross-section of government, community and business interests played a central role in shaping the ORCMP concepts. A nine-person Executive Committee managed the planning process.

Public involvement in both the ORCMP and Cornerstone 2020 involved hundreds of people and years of effort; both documents are in excess of 100-pages and contain extensive background material and scores of recommendations. As with other supporting documents, elements of the ORCMP and its recommendations were incorporated into Cornerstone 2020. The HPP team reviewed and utilized both documents to inform preparation of this Plan.

Regulations

Zoning and Land Use Controls

Most jurisdictions within Louisville Metro, which have zoning authority, have adopted the March 2006 LDC to regulate development in their communities. Within the primary HPP planning area, the following regulations are in place:

- Indian Hills is guided by the old Jefferson County Development Regulations.
- City of Prospect is under the July 2004 LDC, but with changes Prospect has adopted (estimated by Louisville Metro PDS to be upwards of 50%).
- Glenview, Glenview Hills, and Green Spring do not have zoning authority and are under the same code as Louisville Metro, March 2006 LDC.

Zoning Districts

Zoning district regulations address the permitted and conditional uses for any given site in a specific zoning district, as well as the permitted density or intensity of development (LDC 5.1). Zoning designation for a majority of the Plan area is residential single family with commercial districts in Prospect and the Harrods Creek Village. Zoning within the CERRHD is R1 and R4. R1 stipulates a minimum lot size of 40,000 square feet and a maximum density of 1.08 dwellings per acre. R4 allows a minimum lot size of 9,000 square feet and a maximum density of 4.84 dwellings per acre. Three small areas along the Ohio River bank immediately west, and in front of, the CERRHD are zoned R5A, R6 and R7 – residential multi-family dwellings with minimum lot sizes of 6,000 square feet. The R5A allows a maximum density of 12.01 dwellings per acre, R6 allows 17.42 dwellings per acre, and R7 allows 34.8 dwellings per acre. (See Zoning Type Map on pages 48 and 49)

Form Districts

Form district regulations supplement and extend use and density regulations associated with individual zoning districts. Form district regulations govern the design of permitted uses and land activities to ensure compatibility with adjacent uses and activities, adequate transportation access, and preservation of the public health, safety and welfare (LDC 5.1). Building setbacks, heights and design features vary according to the form district.

Cornerstone 2020 identifies a vast majority of the Plan area, including all of the Country Estates of River Road Historic District, as a Neighborhood Form District, a common designation throughout suburban Louisville. This form district is predominately residential, allowing for activity centers that integrate a mix of retail, institutional, and other non-residential uses (LDC 5.3.1). Design and dimensional standards for residential developments are stipulated for various zone districts within the form district.

The City of Prospect is designated a Village Form District, typical of outlying communities in Louisville Metro. This form district is broadly characterized as having a range of low to medium density residential uses in outlying areas integrated with shops, services and offices in the form of a village center. Developments within the Village Outlying Area shall conform to the Neighborhood Form District design and dimensional

Zoning Type Map



Country Estates in Country Estates Historic District



LEGEND

- Historic District/Individual Historic Properties
- Construction Corridor
- Ohio River

Zoning Type

Residential

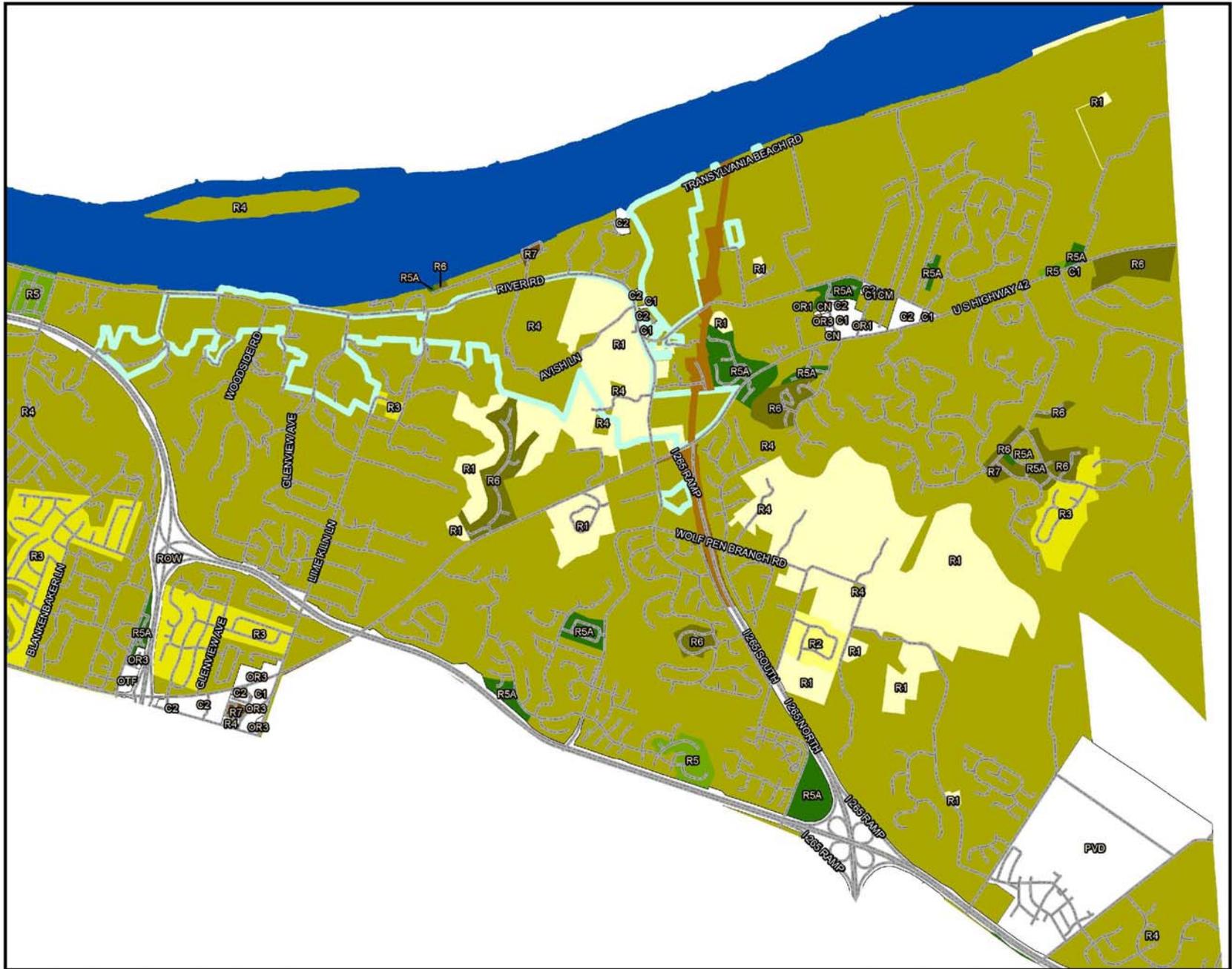
- R1
- R2
- R3
- R4
- R5
- R5A
- R6
- R7

- C = Commercial
- M = Industrial
- OR = Office/Residential
- OTF = Office/Tourist Facility
- PVD = Planned Village Development
- ROW = Right-of-Way

0 2,500 5,000 10,000
 Feet



KY-841 near Green Spring



Form Districts Map

LEGEND

-  Historic District/Individual Historic Properties
-  Construction Corridor
-  Ohio River

Form District

-  CAMPUS
-  INTERSTATE RIGHT OF WAY
-  NEIGHBORHOOD
-  NO FORM DISTRICT IN EFFECT
-  REGIONAL CENTER
-  TRADITIONAL NEIGHBORHOOD
-  VILLAGE
-  VILLAGE CENTER

ZONING

-  COMM MANUFACTURING
-  COMMERCIAL
-  INDUSTRIAL
-  NEIGHBORHOOD COMM
-  OFFICE/RESIDENTIAL
-  OFFICE/TOURIST FACILITY
-  PLANNED VILLAGE DEV
-  RES MULTI-FAMILY
-  RES SINGLE FAMILY

0 2,500 5,000 10,000
 Feet



standards. New major single family residential subdivisions of 25 acres or more and multi-family developments of 50 units or more, located in the Village Outlying Area, shall provide at least 15% of the gross site area in common open space (LDC 5.3.6).

Other form districts in the HPP area of influence include: Campus, Regional Center, Traditional Neighborhood, and Village Center. One area to the east of Prospect has no designated form district. (See Form Districts Map on pages 48 and 49.)

Historic Districts

A historic district is a group of buildings, properties, or sites that have been designated historically or architecturally significant. Districts greatly vary in size, some having hundreds of structures while others have just a few. Individual properties are similarly designated. The federal government designates historic districts and properties through the U.S. Department of Interior, under the auspices of the National Park Service. Federally designated historic districts and individual properties are listed in the National Register of Historic Places.

One of the strongest tools for preserving historic properties and landmarks in Louisville Metro is through designation of individual properties as an historic landmark or broader areas (e.g. neighborhoods) as preservation districts (Metro Code of Ordinances, Secs. 32.250-262). A local preservation district establishes a design review process for all exterior changes – except routine maintenance – to structures in a district, including demolition and new construction.

The Landmarks Commission may designate an area as a preservation district only if it receives a petition requesting the designation signed by no fewer than 200 residents of the proposed district, or of at least 50% of the property owners, whichever is less. When a petition meeting these requirements is received, the Landmarks Commission conducts a study, and holds a public hearing to determine if the proposed district is eligible. A description of the proposed district and notice of the public hearing is published twice in the newspaper and mailed to all effected property owners. The Commission uses criteria in the landmarks ordinance to determine whether to designate, and after the public hearing, the Commission votes on the designation. The designation is not final, however, until the Louisville Metro Council approves it. An Architectural Review Committee would then be appointed for the district, and would work with residents to recommend guidelines for the district.

It is significant to note that an individual property owner may initiate the designation process for their individual property to become a local landmark by petitioning the Landmarks Commission directly.

Parkway Districts

Parkways and Scenic Corridors are established through local municipal nomination and legislative approval. A roadway may be nominated as a Parkway or Scenic Corridor by resolution of the legislative body(ies) or the Planning Commission. Resolution by the Planning Commission alone requires the receipt of a petition signed by more than 50 percent of the property owners in favor of nominating the street as a scenic corridor or parkway (LDC 10.3).

Any development that requires any vegetation to be planted in a designated parkway or scenic corridor shall have a landscape plan approved prior to receiving a building permit. Scenic corridor setbacks, buffering and landscaping shall be required in accordance with stipulated requirements, including a 75-foot setback and 50-foot buffer area in residential areas or 30-foot setback and buffer area in non-residential areas. Any scenic corridor located within a Special District that has scenic corridor development standards shall adhere to those standards (LDC 10.3).

The River Road Parkway is viewed as a man-made linear open space serving as a major entry to the city from downtown to Zorn Avenue. The character is expected to range from an urban tree-lined and lighted boulevard scene, through a transitional multi-use setting, to a naturalized open space appearance (Lou. Metro Ord. No. 66-2004, approved 6-3-2004). The Upper River Road section in the Plan area has not been formally designated as a part of the River Road Parkway.

Tree Protection

The Louisville Metro LDC addresses the protection, conservation and replacement of trees in order to enhance community character, provide wildlife habitat, maintain air and water quality, prevent soil erosion, provide noise buffers, and enhance property values (LDC Chapter 10 Part 1). This Part is also intended to provide several alternative means to the Planning Commission to further the goals and objectives of the Comprehensive Plan by providing for flexible tree canopy requirements subject to specified standards and findings. Tree canopy standards shall be met on site to the maximum extent feasible, and tree preservation is the preferred means of accomplishing canopy objectives. Where neither preservation nor replacement on site is practical due to the specifics of the development site and/or the general nature of the development, it is intended that tree canopy not provided on site be required to be placed on an appropriate alternative site within the city and/or county.

Development Standards

- *Generally Applicable Development Standards* are identified in Chapter 4, Part 1 of the March 2006 LDC.
- *Alternative Development Incentives* are cited in Chapter 4, Part 5. As stated in 4.5 of the LDC, “This section provides developers who provide open space, housing that reinforces income diversity, and other community benefits in keeping with the goals of Cornerstone 2020. In brief, in return for these community benefits, this section will permit developers to reduce lot sizes in subdivisions and more closely approximate the allowable density under the applicable zoning district regulations. The greater the benefits offered, the higher the density allowed, within the limit established by the site’s zoning classification. The intent of these alternative development incentives is to foster residential development in furtherance of the Cornerstone 2020. This section sets forth a menu of development incentives that, while maintaining current zoning district densities, allows reduction of lot sizes in return for provision of open space, housing diversity, preservation of cultural resources, and efficient land use (building near major transit corridors and building on brownfields) in larger residential developments.
- *Development on Sites with Environmental Constraints* is addressed in Chapter 4, Part 6 of the LDC. This part is intended to provide a standard procedure for identification of constraints when development is proposed on sites having environmental constraints, and to provide a means to ensure compliance with this chapter’s environmental protection standards.
- *Development on Steep Slopes* is regulated through Chapter 4, Part 7 of the LDC. The purpose of this part is to guide development in steeply sloped or unstable hillside areas consistent with Cornerstone 2020 Comprehensive Plan guidelines, to protect natural areas and features and to locate development, where possible, in areas that do not have severe environmental limitations. This section intends to regulate hillside development in order to protect life and property from hazards due to slope, unstable soils, earth movement and other geologic and hydrologic hazards.

Wellhead Protection

The Louisville Water Company (LWC) uses riverbank infiltration wells to draw water through the aquifer next to the river at the B. E. Payne Plant on River Road. LWC is developing and implementing a Wellhead Protection Management Program designed to protect the groundwater resources from contamination for the area surrounding the collector wells. However, at this time the Program is not regulatory in nature, but rather a strategy of public education and volunteer citizen action. According to the LWC, there will not be any additional restrictions on development and land use other than what is in existing codes and regulations.

The Wellhead Protection Area (WHPA) has been divided into sections that represent the time of travel of a potential contaminant from its source into the well. WHPA #1 is the area surrounding the well that would require six months or 180-days for a contaminant to travel from the outer edge of the area into the well. WHPA #2A is equal to a 5-year time of travel, while WHPA #2B is equal to a 10-year time of travel. Potential contaminants entering the groundwater from WHPA #3 would take longer than 10-years to enter the well. The WHPA boundaries are identified on the Environmental Constraints map at the beginning of this chapter.



Ohio River Floodplain near Rosewell

Floodplain and Wetlands

Floodplain Management

Floodplains, throughout the nation, are regulated by federal, state and local regulations. Louisville Metro and the Commonwealth of Kentucky regulate construction and development in floodplains in the HPP area. The regulations require a floodplain permit before the start of repair, renovation, development, improvement, or construction. All development in the floodplain requires two permits: one from the Kentucky Division of Water (DOW), and a local permit from the Metropolitan Sewer District (MSD).

Floodplain management regulations are available through MSD, relevant examples of floodplain regulations include:

- Construction or filling cannot reduce the storage capacity for floodwaters in a floodplain.
- There must be road access above the level of a 100-year flood.
- The first floor of a new building must be at a level at least one foot above the 100-year flood level.
- Changes, improvement, and additions must meet a substantial improvements requirement.

Louisville Metro's Floodplain Ordinance was updated through Ordinance 125, 2005, and is included as Appendix 4G, Chapter 4 of the March 2006 LDC. The ordinance states that its purpose is "to maximize the wise and safe use of the flood prone areas in Jefferson County and to ensure that flood levels are not increased and to minimize private and public losses from flooding . . ."

Wetland Management

Authority for wetland determination and permitting rests chiefly with the U.S. Army Corps of Engineers. "Wetland Compensatory Mitigation and Monitoring Plan Guidelines for Kentucky" were jointly prepared by Federal and state

agencies to assist applicants in the preparation and development of compensatory mitigation and monitoring plans associated with projects requiring U.S. Army Corps of Engineer's permits and Kentucky water quality certification.

Waterways and Wetlands Protection is also addressed through Chapter 4, Part 8 of the March 2006 LDC, purpose and intent of this section is as follows: (i) to promote, preserve, and enhance the important hydrologic, biological, ecological, aesthetic, recreational, and educational functions that river and stream corridors, lakes and other critical waterways, wetlands, and their associated riparian areas provide in Jefferson County; (ii) to guide development on sites with environmental constraints consistent with the Cornerstone 2020 Comprehensive Plan; (iii) to locate development, where possible, in areas that do not have severe environmental limitations and to protect natural areas and features as a part of development planning, by designating buffer areas that will guide future development adjacent to protected waterways; (iv) to minimize water pollution, including sediment and other pollutants in surface runoff; to promote bank stabilization; to protect riparian wetlands and their wildlife habitats; (v) generally to promote land use policies which will maintain or improve water quality levels; (vi) to implement goals of the Clean Water Act.

Agricultural Districts

Kentucky's Agricultural District Program, Kentucky Division of Conservation, allows property owners to form special areas where commercial agriculture is encouraged and protected as an important and valuable natural resource. It makes the acquisition of this property by a government body undergo public review, forces government to consider the impact of their actions, and seek alternatives.

An agricultural district must contain a minimum of 250 contiguous acres in agricultural use, as defined by Kentucky statute. Members are offered the following protections under law: their land is assessed at its agricultural use value; protection against involuntary annexation; entitlement to deferred assessment of fees for water service until the land is sold for non-agricultural use, or removed from the program; and members have the right to request a public hearing on the proposed taking of land under condemnation proceedings. Members receive high priority for state cost share assistance, receive high rankings for Kentucky's Purchase of Conservation Easements program, and may be eligible for federal tax benefits when granting a conservation easement. Membership is voluntary. Agricultural districts are approved for a five-year period and renewable on a five-year cycle.

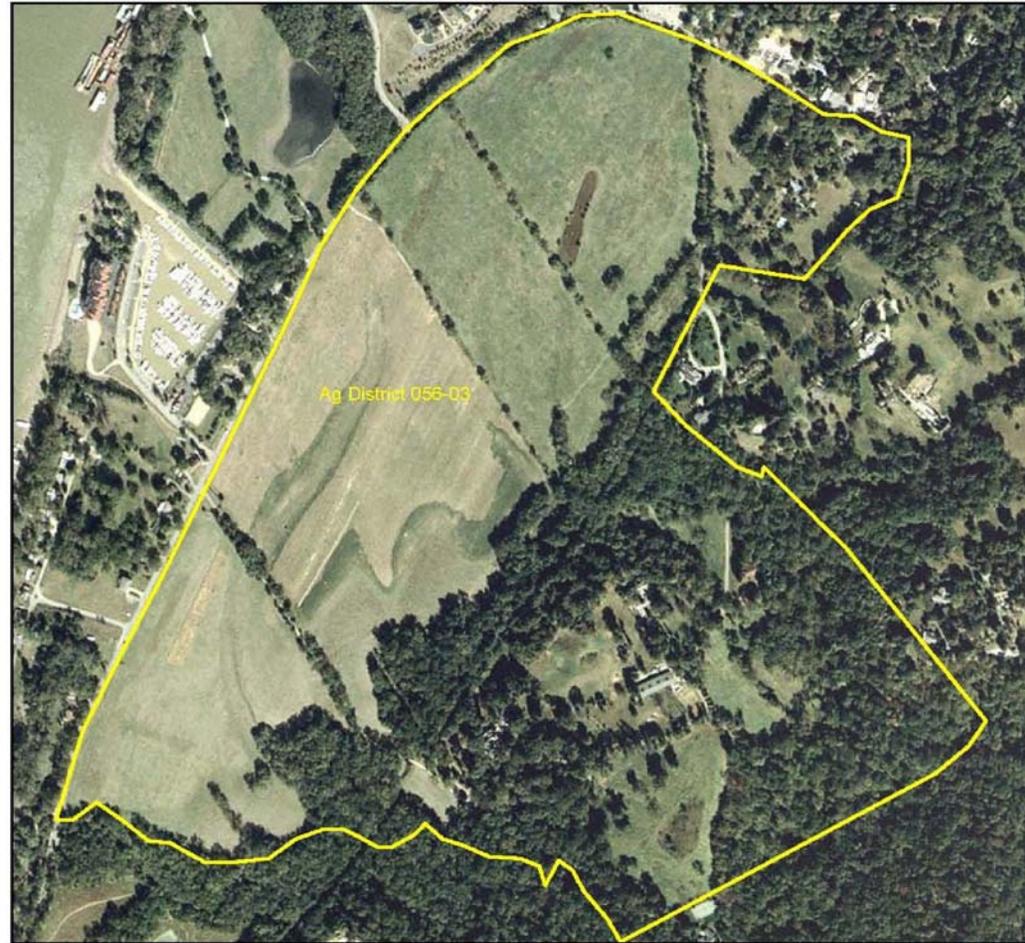
Currently, there is in place an agricultural district within the Country Estate of River Road Historic District (Ag District #056-03). This district is located south and east of River Road and Harrods Creek Village (see following map, provided by the Louisville Soil & Water Conservation District). It is primarily situated within the floodplain of the Ohio River and Harrods Creek and extends to the top of the bluff. Belleview was once a part of this agricultural district, but the property owner has withdrawn from the district.

Infrastructure and Community Services

- Metropolitan Sewer District (MSD) - Sewer systems and stormwater drainage are managed through programs of the Louisville/Jefferson County Metropolitan Sewer District. According to their website, "MSD provides sanitary sewer, stormwater drainage, and flood protection services to over 200,000 customer accounts. Each year, MSD adds approximately 4,000 customers and 70 miles of sanitary sewers to a system that is almost 3,000 miles in length. Recent capital projects include: sanitary trunk sewers; neighborhood collector sewer systems; combined and sanitary sewer overflow abatement; treatment plant upgrades; and surface drainage improvements."

Agricultural District 056-03

District: LOUISVILLE SOIL & WATER CONSERVATION DISTRICT



Legend



- Conspan
- cnty24k_a_ky111

Scale: 1" = 660'



- Substantial acreage within the Plan area is presently not served by the MSD sanitary sewer system, thus, current Health Department regulations require a 5-acre parcel in order to support a septic system.
- Louisville Water Company (LWC) – The LWC serves some of the Plan area, while other areas utilize private wells and cisterns.
- Louisville Gas & Electric (LG&E) – There are multiple underground gas lines that cross the Plan area. A majority of the electric service is served by overhead utility lines. More recent subdivisions have underground electric service.

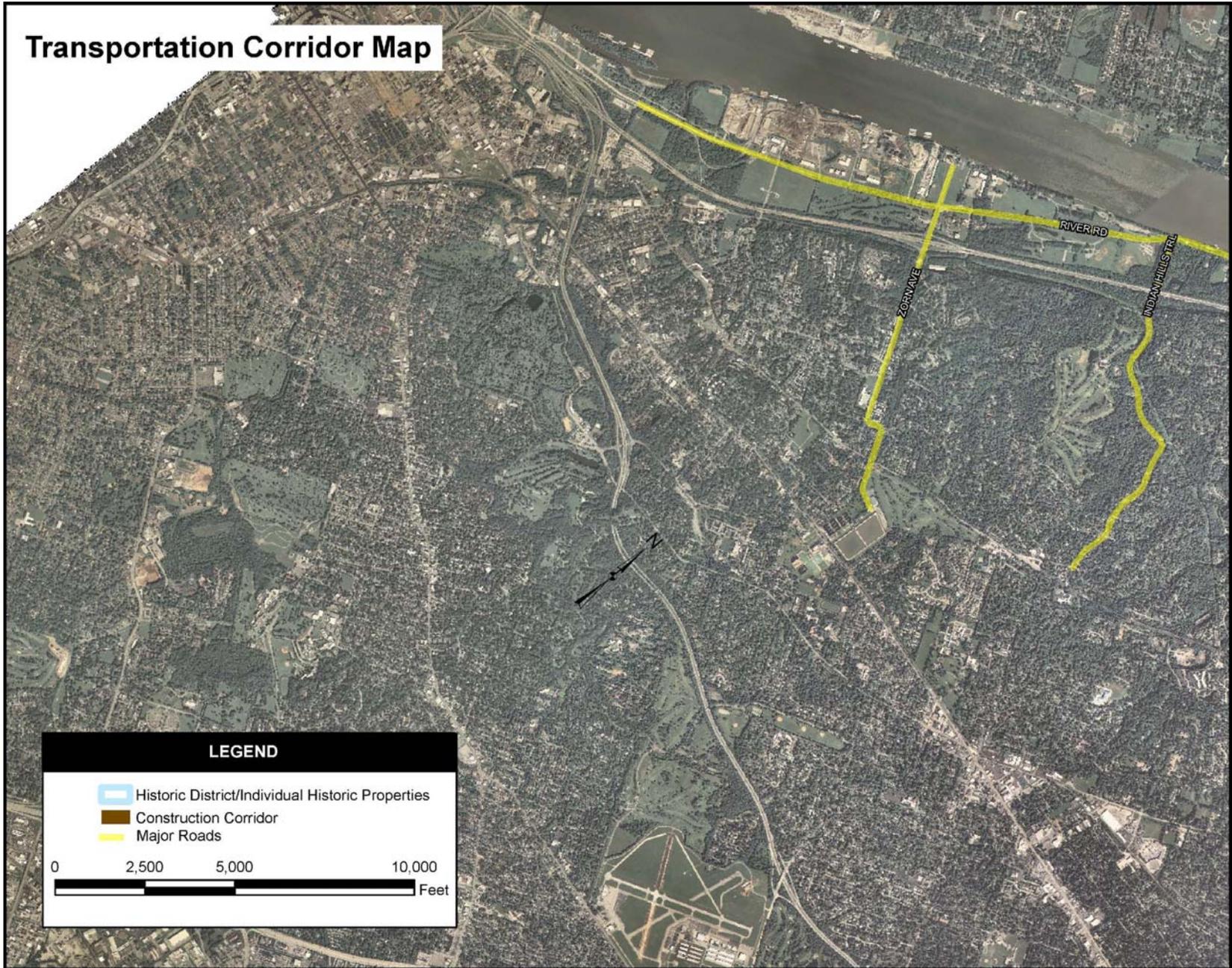
Transportation Corridors and Mobility Standards

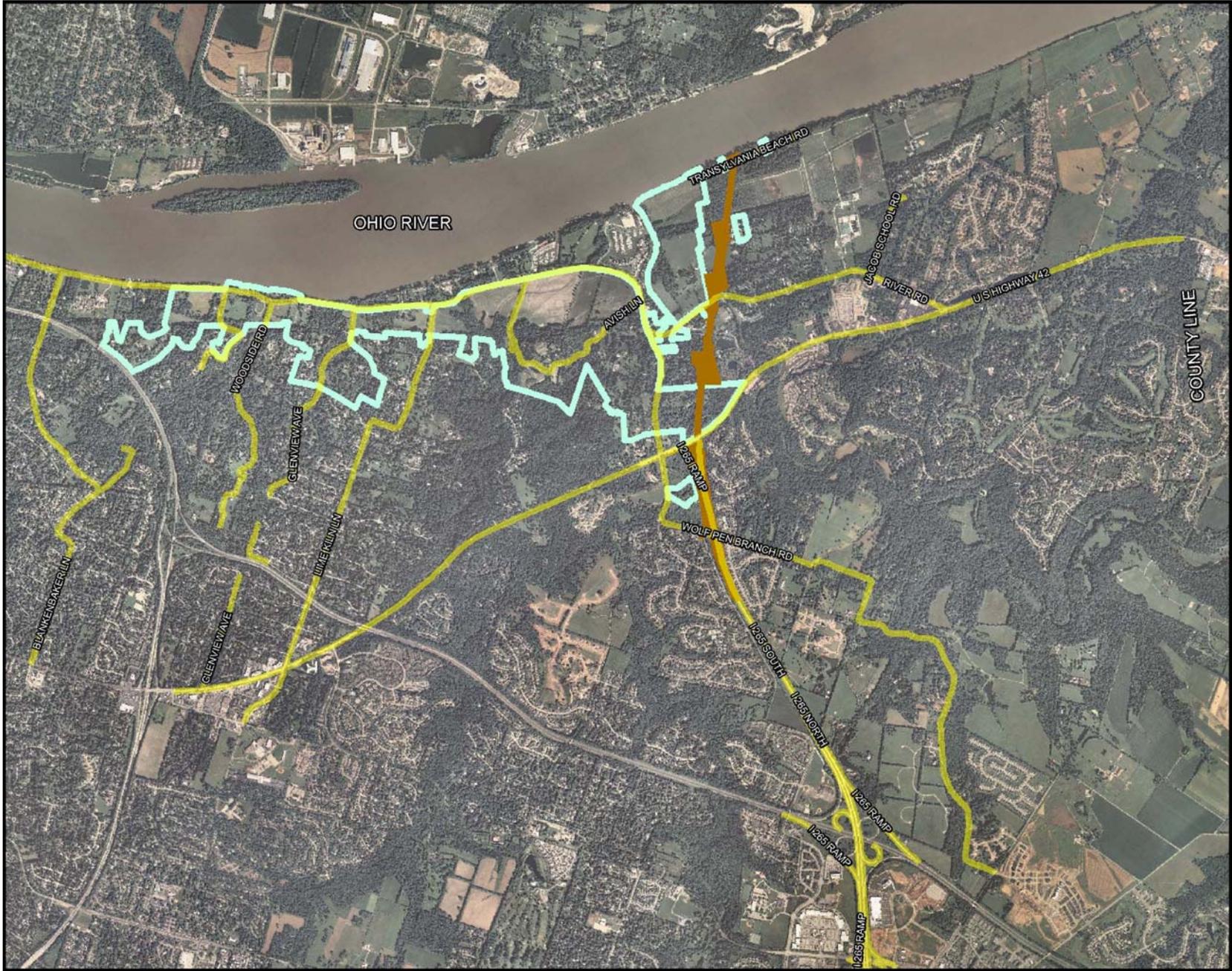
I-71, I-264, proposed I-265 and U.S. 42 border or cut through the geographic Plan area and are heavily used by commuters, business and recreational travelers, and commercial vehicles. River Road, Upper River Road and Wolf Pen Branch Road also serve commuter traffic, but at a lower volume, and are utilized for local trips by residents, and by recreational travelers. Secondary roads throughout the Plan area, such as Lime Kiln Lane and Glenview Avenue are primarily utilized by residents who reside in close proximity to the secondary road. Professional and/or highly experienced bicycle riders also utilize, on a daily basis, River Road and Wolf Pen Branch Road, and secondary roads. Many of these roads are shown on the following Transportation Corridor map. Family style bicycling is common on lightly traveled secondary roads, as well as being used by walkers, runners and horse riders.

- The freeways and U.S. 42 are under the jurisdiction of the Commonwealth of Kentucky, River Road is controlled by Louisville Metro, and many of residential roads in the Plan area are under the jurisdiction of the respective neighborhood.
- Vehicle access is regulated in Chapter 6, Part 1 of the March 2006 LDC - The intent of this section is to manage vehicular access to land development, while preserving traffic flow in terms of safety, capacity, and speed. The site access approval procedures established herein are intended to balance the right of reasonable access to private property with the right of the citizens of Louisville and Jefferson County to safe and efficient travel. These regulations are intended to implement the Mobility Goals and Objectives of Cornerstone 2020, and Guideline 7 of the Plan Elements.

The LDC provides for Corridor Access Management Overlay Zones in 6.1.4 – Segments of a roadway corridor may be designated as corridor access management zones for the purpose of applying special access management controls that exceed the requirements and standards in this part. The purpose of this designation is to avoid significant traffic congestion problems, reduce vehicular and pedestrian conflict areas, and to ensure appropriate development within the designated area in accordance with the Comprehensive Plan. The controls in such districts are not intended to substitute for other LDC provisions, but can be superimposed over such provisions and should be considered additional requirements. Corridor access management zones shall be created in accordance with the public involvement and public hearing requirements applicable to the creation of any form district.

Transportation Corridor Map





Private Easements, Deeds and Covenants

Conservation and preservation easements are a voluntary transfer of some of a property's ownership rights to a nonprofit or governmental agency. Conservation easements normally are attached to open land and preservation easements to structures. Typically, a conservation easement gives up the rights to develop the open space, and a preservation easement limits what the owner can do to the building. These rights have a financial value; the owner of the land is donating development rights, along with the discretion to do some things with the property. The owner donating an easement may receive significant tax advantages from the donation and he/she is able to control the future of the property according to the owner and family plans. This voluntary technique is an important tool for conservation of open space and preservation of historic sites.

River Fields, Inc., a regional nonprofit organization focused on the protection of natural and cultural resources in the Ohio River Corridor, and a Kentucky Historic Preservation Advisory Team member for the Bridges Project, reported to the HPP team that they hold 23 easements on 2,200 acres throughout the Ohio River Corridor. Their website identifies four easements in Jefferson County, including the Henry Wallace Farm (over 600 acres), the Wolf Pen Branch Mill and Farm (412 acres), and on a strip of land between River's Edge Development and River Road, which results in a generous setback of the development from the road.

River Fields also owns in fee simple the Garvin Brown Preserve (downriver from the Henry Wallace Farm, adjacent to Hayes Kennedy Park on the upriver side), and parcels downriver from Harrods Creek Village and near River Road – Lentz Pond, near the Captain's Quarters restaurant; Caperton Swamp (turned over to Louisville Metro) at River Road and Indian Hills Trail; and several parcels in the Zorn Avenue area. Other easement holding organizations operate in the region, however, we were not able to identify any easements in the HPP area that were held by an organization other than River Fields. At present, easements are not identified as a layer in the LOJIC system.



CHAPTER 4: AREA OF INFLUENCE

The Bridges Project First Amended MOA does not define a specific geographic boundary for the HPP. Rather the FAMOA states that the HPP will identify context and provide recommended measures for context sensitive design, noise abatement, roadway lighting, blasting and vibration plans, and interpretive signage to mitigate adverse effects of the Project to the Country Estates Historic District of River Road/River Road Corridor. The FAMOA also states that the HPP shall specifically consider and develop recommendations for the Country Estates Historic District, and for several individual resources located in the River Road Corridor (identified throughout this plan). Additionally, the FAMOA states that the HPP may include recommendations for additional measures that could be implemented and funded outside the Ohio River Bridges Project.

The physical location of the east end approach and the historic resources identified in the FAMOA are distributed along both a vertical axis (the east end approach) and horizontal axis (historic properties). The Country Estates Historic District and the east end approach are contiguous in nature, while other historic resources are located throughout the area, and collectively these elements encompass a significant geographic area.

Historic Preservation Plans and Neighborhood Plans typically identify a study area that coincides with a neighborhood or municipal boundary. The FAMOA directs the HPP to address historic districts and individual properties that happen to be located in several municipalities and/or in multiple neighborhoods, as well as areas that do not lie within defined neighborhoods. One approach to define a study area for this HPP would be to draw a boundary line around all the historic districts and properties cited in the FAMOA and consider that the narrowly-defined HPP study area. However, such a study area would not coincide with neighborhood boundaries, municipal boundaries, or with the State Scenic Byway Corridor. Such a study area would exclude portions of the City of Prospect, and thus be of less value to Prospect for future planning efforts. A narrowly defined study area would not include significant African American heritage resources, such as the Jacob School Road Historic District and the James T. Taylor Subdivision, which are closely associated with other African American resources that were to be addressed in the HPP, as stated in the FAMOA.

This Plan was prepared to serve as a useful community tool, and as a foundation for the adoption of changes to the LDC, future neighborhood plans, small area plans, a Corridor Management Plan for a River Road National Scenic Byway, and other public and private sector land use mechanisms. The HPP's approach to the area of influence is to provide background information for a broad geographic area. The study area extends from Zorn Avenue at River Road to the west, to the City of Prospect border at the Jefferson County Line to the east, from the Ohio River to the north, and south to a boundary defined by U.S. 42, along I-71 to the junction of I-265 and east to the Jefferson County Line. The maps provided for this area serve as background for the National Scenic Byway Corridor Management Plan; include all of the City of Prospect, and relevant communities and planning document areas, such as the Mockingbird Valley and Wolf Pen Branch Neighborhood Plan study areas. The HPP will develop some recommendations applicable to this broad geographic area of influence, but it will not develop detailed recommendations for the entire area of influence.

Local government implementation of the Plan, within the Area of Influence, is substantially the purview of Louisville Metro and the City of Prospect. The role of the Kentucky Transportation Cabinet, the Kentucky Heritage Council, local nonprofit organizations and associations, property owners and other stakeholders is also key to successful implementations of the Plan's recommendations.

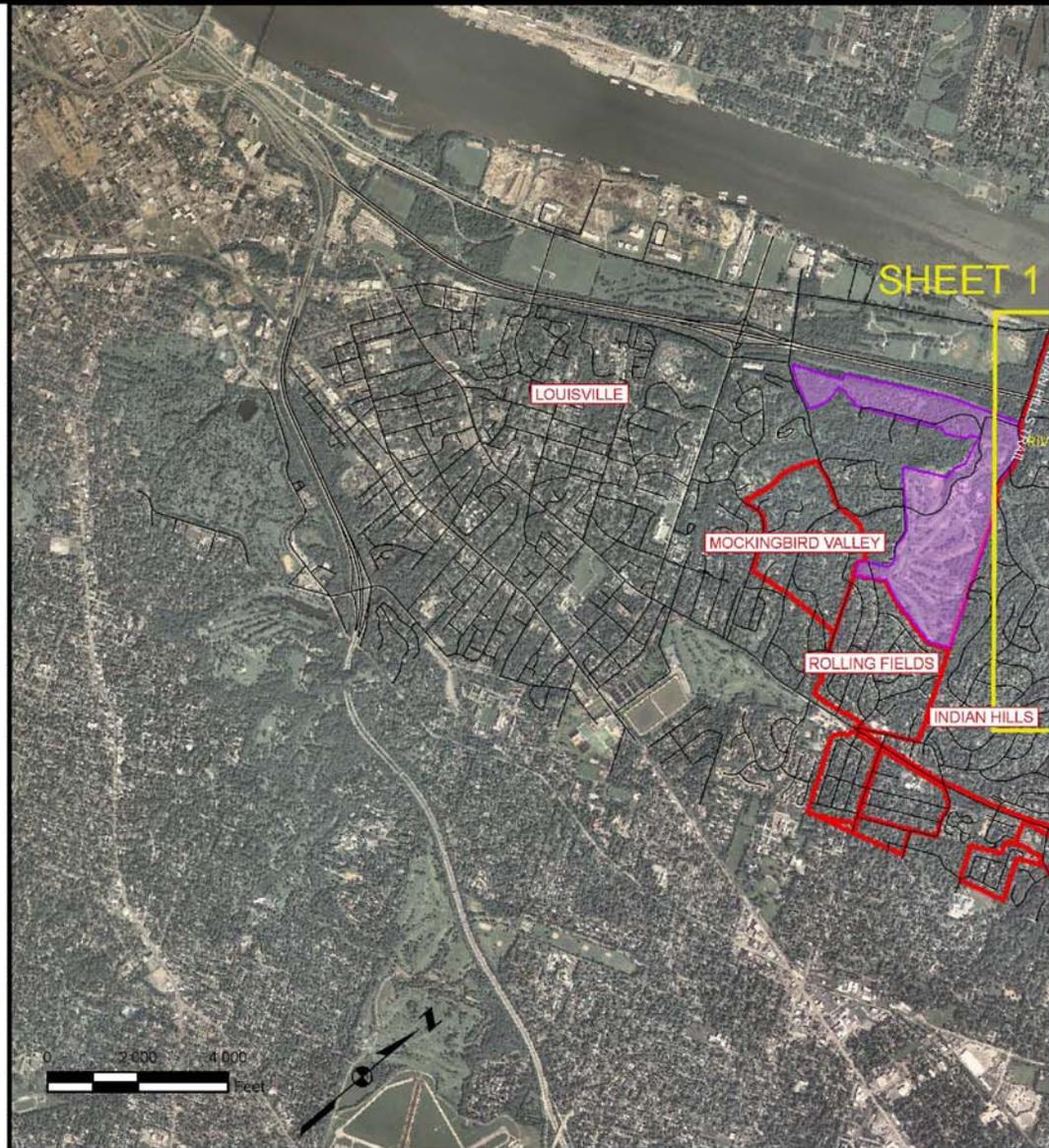


Crowfoot Historic Property on Wolf Pen Branch Road

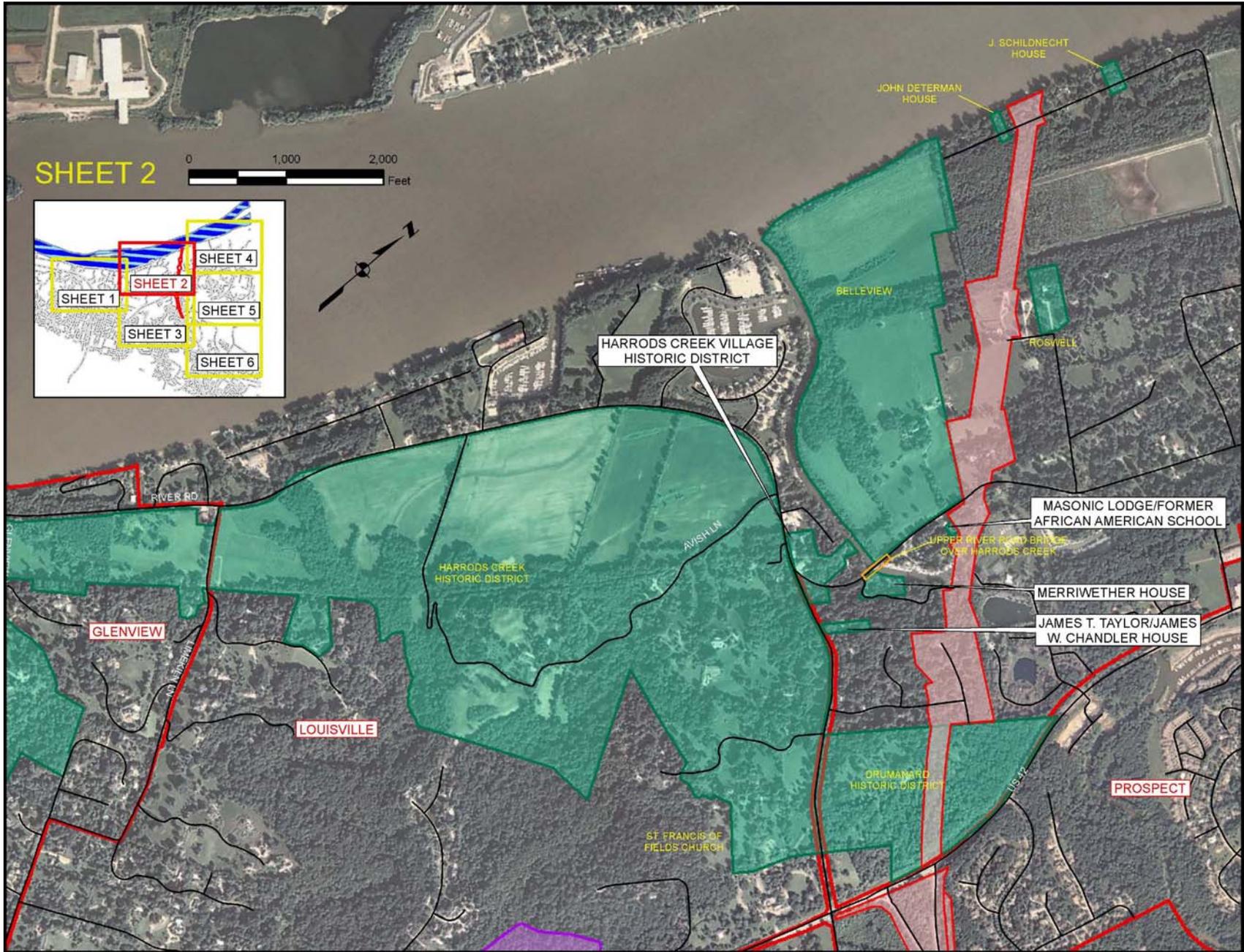
OVERALL AOI MAP

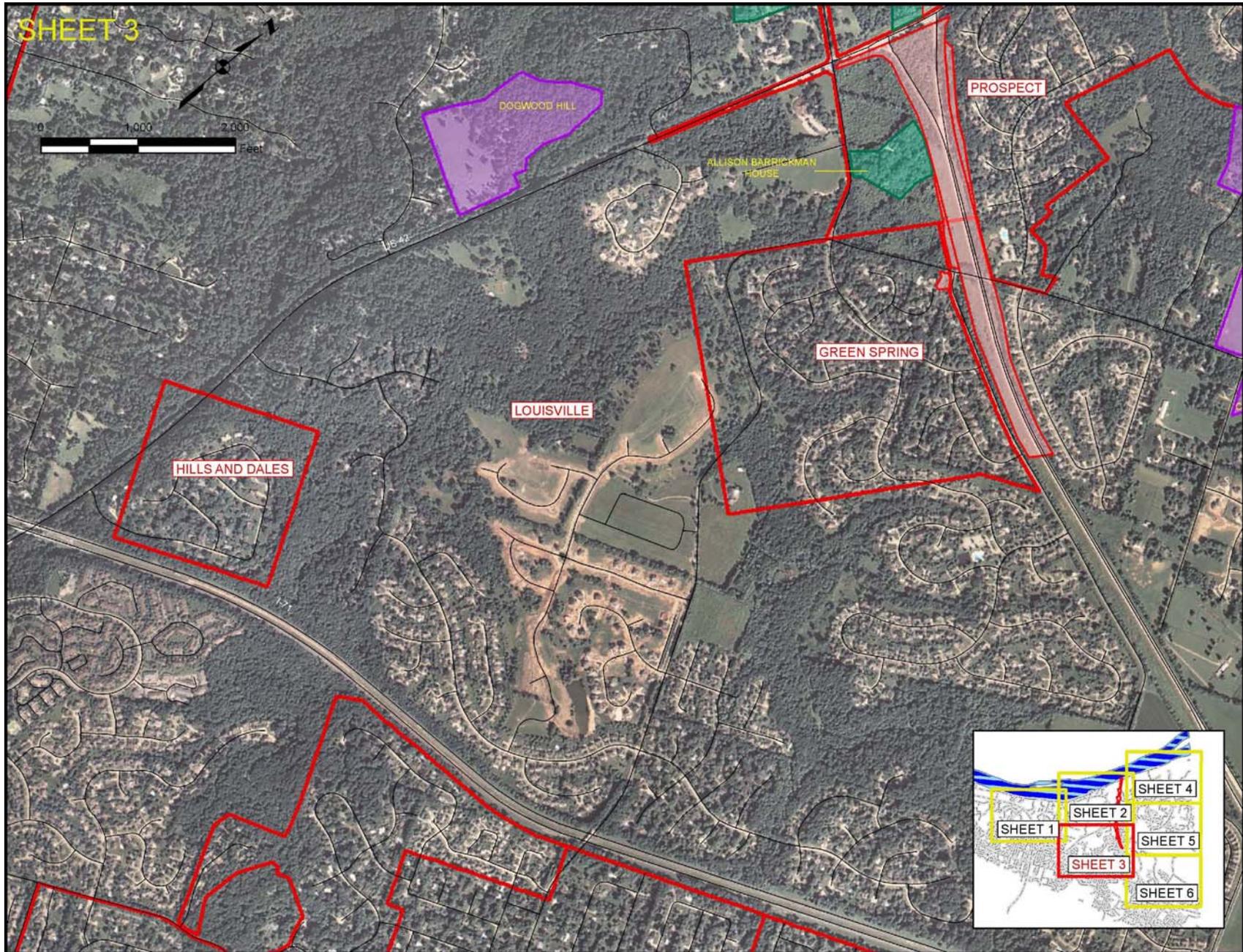
LEGEND

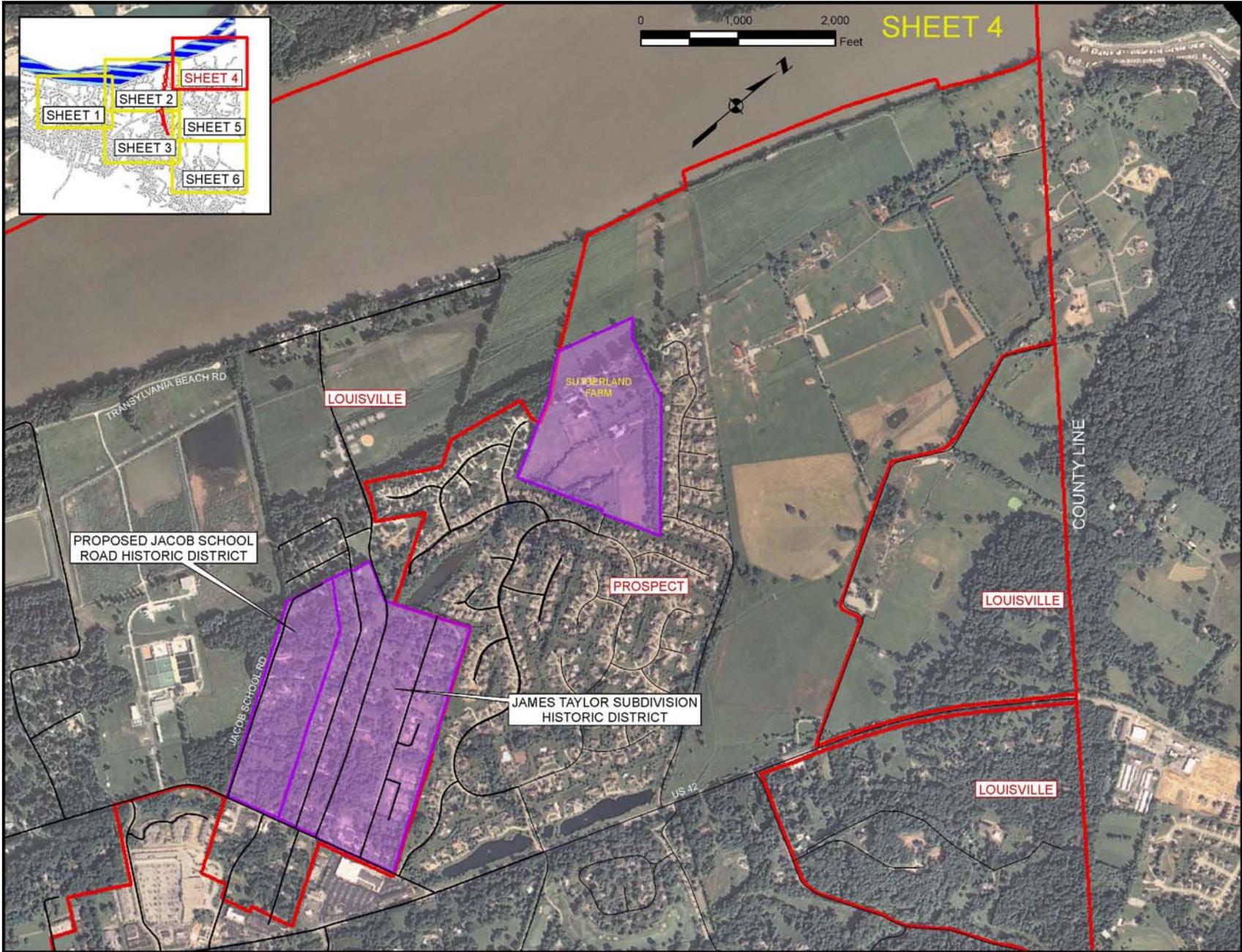
-  Municipality
-  Priority Historic Properties
-  Additional Historic Properties
-  Historic Bridge
-  Proposed I-265 Corridor
-  Boundary for Detail Maps

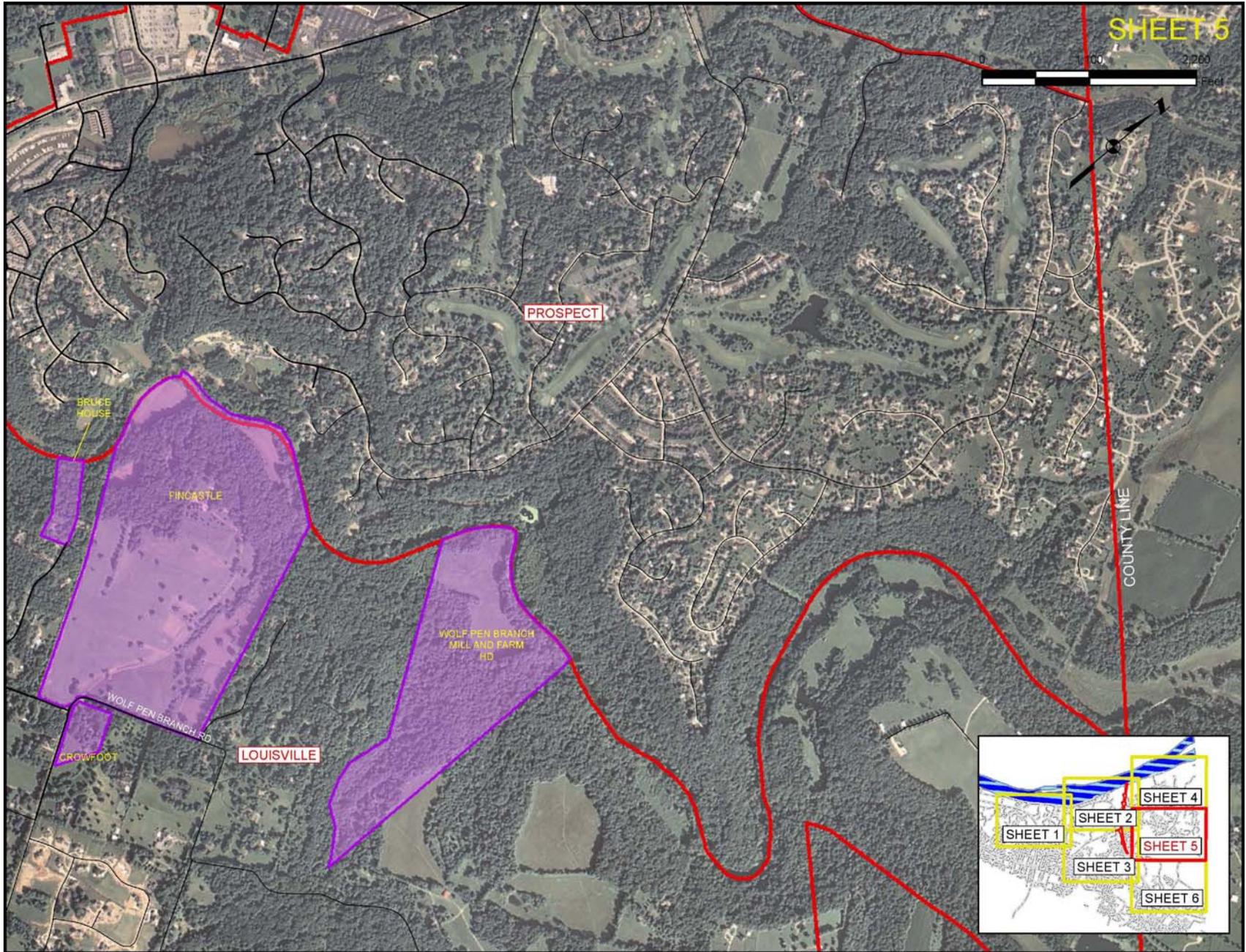


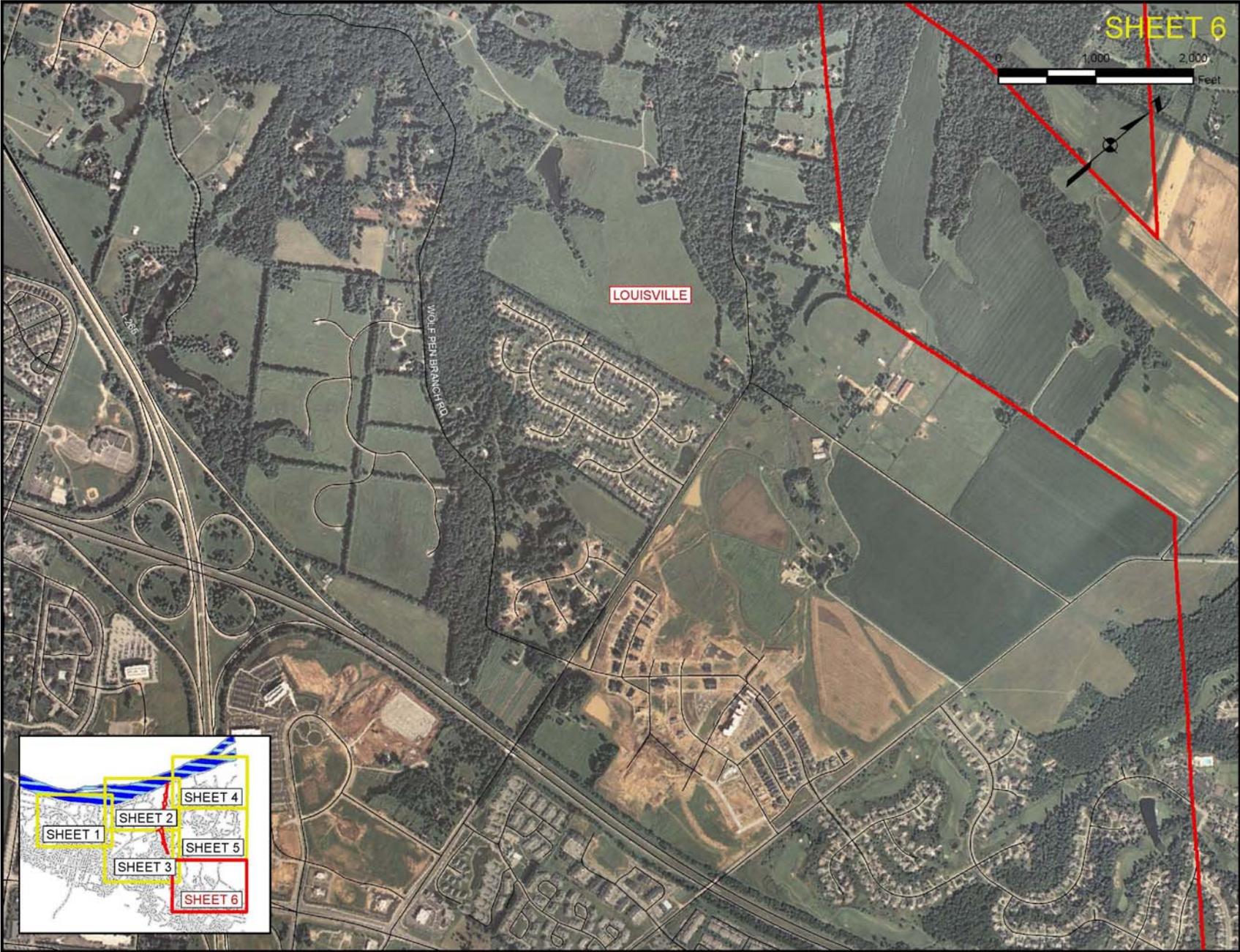
The HPP will develop some recommendations applicable to this broad geographic area, but it will not develop detailed recommendations for the entire Area of Influence. The HPP will focus its Conceptual Plan and Recommendation Options on: 1) meeting the requirements cited in the MOA, and 2) addressing the goals and objectives developed in the HPP planning process.











CHAPTER 5: CONCEPTUAL PLAN



Issue Identification – East End Approach

This section of the HPP identifies issues related to context sensitive design, noise abatement, roadway lighting, and blasting and vibration plans to mitigate adverse effects of the Project. These issues and mitigation measures were identified in the FEIS, SFEIS, ROD, Revised ROD, MOA and First Amended MOA for the Project; throughout the HPP process additional issues were also identified. These issues and the corresponding recommendations in the next chapter of the HPP are to be substantively considered by the Kentucky East End Approach design team, and through on-going review and development of context sensitive solutions to mitigate Project impacts.

Memorandum of Agreement

The commitments made in the FAMOA for the Country Estates of River Road Historic District/River Road Corridor and the Historic Properties of the River Road Corridor are summarized in Appendix A.



Drumanard Historic District

Construction Issues

Construction issues of concern to stakeholders/property owners have been identified throughout the review and compliance process and during the preparation of the HPP. The following construction issues have been consistently articulated and verified in numerous public settings; these issue areas are of paramount concern to stakeholders/property owners both during construction, and several of these issues remain a concern after completion of the Project.

- Noise – related to construction activity and traffic
- Lighting – related to construction activity, roadway lighting and vehicular traffic
- Viewshed Impacts – related to construction activity and primarily to visual changes/impacts once construction is completed
- Traffic – related to construction impacts and future traffic increases
- Water quality, Water Table & Run-off – related to construction activity and post-construction
- Blasting & Vibration – related to construction activity
- Material Transport – related to construction activity

Noise Abatement

- Public concerns regarding noise were associated with construction activity and with regard to traffic noise associated with the new freeway. Noise concerns related to construction activity are synonymous with concerns associated with blasting and vibration and material transport. Noise due to vehicular traffic is appropriately addressed through recommendations in this HPP.

- Reduction of noise through the utilization of noise walls is in direct conflict with community value placed on minimizing the visual impact of the east end approach. Simply stated, the higher the sound wall the more visual impact. Areas where this is critically important are:
 - The profile over Harrods Creek, especially as viewed from the Merriwether House; and
 - The profile over River Road as viewed from either direction on River Road.
- Noise abatement measures as stipulated in the FAMOA, II.E., identify several abatement measures, in addition to noise barriers, to minimize adverse noise effects on historic properties.

Lighting

- Public concerns regarding lighting included negative impacts on viewsheds and the night sky – from roadway, and with regard to vehicular traffic associated with the new roadway and the east end bridge.
- Light fixtures, their height, shape, color and placement, and light dispersion, both direct and ambient – are crucial design considerations to minimize viewshed impacts caused by roadway lighting.
- The significance of viewsheds is thoroughly documented in the HPP; roadway lighting within the viewshed of historic properties is also specifically addressed in Section II.D. of the FAMOA.

Viewshed Impacts

- Landowners throughout the Project area have a view from their residence and grounds that, in many ways, defines the principal value of their setting. The preservation of viewsheds is critical to preserving the public and private pastoral experience. The visual perspectives that should be maintained to preserve private landowner viewsheds are interconnected with viewsheds that the public will experience from their perspective on public roads and waterways.
- Preservation of mature trees, which are a characteristic feature of the landscape, is highly desirable – as evident along the banks of the Ohio River; throughout the floodplain; on the banks of creeks and drainages; and ravine slopes; bordering roads and lanes; and as a characteristic feature on agricultural land and country estates.
- Deep cuts, major fills, portal design, barrier and retaining walls, sound barriers, guardrails, gateways, signage, and large structures (bridges, spans and piers) – all have the potential to significantly impact viewsheds.

Traffic

- Traffic issues related to construction activity were a major concern, as were the impacts of increased traffic due to growth and the impact on community character and quality of life.
- The HPP makes some recommendations regarding traffic as it relates to construction and historic properties. However, is not within the purview of the HPP to directly address the majority of traffic concerns related to Project construction – these concerns are identified to be addressed in other components of the Project.
- The HPP does consider traffic implications and makes recommendations regarding community character, growth management and the character of rural and scenic roads that address longer term traffic concerns.

Water quality, Water Table & Run-off

Stakeholders/property owners voiced concern about impacts to environmental resources, particularly groundwater quality and well-head protection. These concerns included potential impacts to ground water, wells, and water quality due to roadway construction, blasting, tunnel construction, the setting of piers, and highway run-off post-construction.

Blasting and Vibration

- Blasting and vibration concerns are related to the construction of deep cuts for the new freeway approaching the south and north portal; and the subsequent tunneling activity under Drumanard Historic District; and associated with pier placement to support the freeway where it is on structure.

Material Transport

- This issue is tied to construction activity - the public concern about material transport is related to concerns about traffic impacts (what routes are used for transport), and to noise (from loading, un-loading and transport of material by heavy equipment).
- These concerns are most appropriately addressed in the construction documents, and the HPP provides recommendations for inclusion in those documents to address material transport concerns that are relevant to historic properties issues and the HPP.

Construction Plans

- Construction Plans will be prepared by INDOT consultants, the FAMOA stipulates that “no-work zone” areas will be established on construction plans within the National Register boundaries of those properties specified in Stipulation III of the MOA.
- A “no-work zone” for a historic property is an area where any potentially damaging Project activities, such as storage yards, waste disposal, borrow pits, staging areas, or other related activities shall not be permitted.
- “No-work zones” will be designated in the construction plans and contract documents by note and will identify protective measures.

Emergency Access, Multi-Use Pathway, and Trail Head

- The FEIS alignment for the emergency access, off of Transylvania Avenue, presented a number of problems: 1) functionally, there was concern about the steep slope necessary to reach the highway elevation from this location; 2) there was concern regarding negative visual effects of an access road that was on a straight linear alignment paralleling River Road; 3) there was concern that the elevation of the access road profile as it rose to connect with the highway would significantly impact the viewshed from River Road; and 4) it was located within the historic alignment of the Interurban, and would significantly detract from the ability to interpret the story of the Interurban in the development of the area. Recommendations and considerations regarding an alternative alignment are presented on page 97 & 98.

Country Estates Historic District

- The district is an exceptional example of an intact collection of distinctive properties, all of which have a contributing landscape that provides setting for the residential buildings and associated features. The varied limestone geology, including an elevated plateau, rolling karst topography, deeply cut tributaries, and the prominent ridge line descending to the Ohio River floodplain, created the underlying landscape in which these properties are situated. Many of these properties have contributing agricultural components and/or individually designed landscapes. The character of the landscape(s) both individually and collectively, including the existing rural character of River Road and Wolf Pen Branch Road, is critical to the integrity of the district.

- The landowners have a view from their residence and grounds that, in many ways, defines the principal value of their setting. Properties situated on the bluff afford views down the bluff and through the mature trees and designed landscapes to the bottomland fields below. They also enjoy expansive views up and down the Ohio River valley, and the linear stretches of mature trees, fence lines and minor streams, River Road and the bank of the Ohio River.
- The preservation of viewsheds is critical to preserving the public and private pastoral experience. The visual perspectives that should be maintained to preserve private landowner viewsheds are interconnected with viewsheds that the public will experience from their perspective on public roads and waterways.

Rosewell

- Rosewell and Belleview hold the dubious distinction of being the two National Register listed historic properties most adversely effected by viewshed impacts, noise and lighting due to the east end approach. The east end alignment passes immediately adjacent to the Rosewell residence and approximately forty-feet above current grade.
- Additional historical research conducted for the Rosewell Treatment Plan, provides a greater understanding of Rosewell and the surrounding landscape. While the National Register nomination dates the house to 1851, the historical research in the Treatment Plan identifies elements of an earlier house constructed on the site somewhere between 1821 and 1833, a specific date cannot be determined. However, this earlier construction dates the house to early settlement of the Transylvania Seminary Lands.
- In 1850, the Barber brothers bought the 201 acre tract. P.S. Barber hired Henry Whitestone to design the present-day house, which was completed in 1855; in all recorded documents the property is referred to as Transylvania (Rosewell Treatment Plan).
- The relevance of this information and more detailed information provided in the Treatment Plan, despite the loss of integrity over time, is the long historical relationship of this property to the Transylvania Seminary Lands, and to agricultural use. This information can serve to guide future use of the property and landscape treatment, and inform interpretation.
- The present-day Belleview property contains agricultural fields (40 acres) that were once associated with Rosewell. Because these fields were not part of the original Belleview farm they were not considered contributing resources to the Belleview National Register of Historic Places listing. However, since this property excluded from the National Register boundary continues in agricultural use and is part of the present-day operating farm – this property conveys broader historic agricultural character and contributes to the visual setting of both Belleview and Rosewell. The east end alignment will visually obstruct the spatial relationship of this property as viewed from Belleview, yet remain readily visible from the Rosewell property.
- A paramount challenge for the Rosewell property is arriving at an appropriate balance between constructing berms and new planting to screen visual effects of the east end approach with maintaining a visual relationship to agricultural use.
- The Rosewell Treatment Plan does not include a cultural landscape component, and there is no cultural landscape treatment plan required to comply with the FAMOA.



Bellevue

- The east end alignment will be visible from the driveway entrance to Bellevue at River Road and from locations throughout the property. Sections of the new alignment will be screened from view through the introduction of rolling berms and new landscaping that is intended to mimic existing conditions of the cultural landscape.
- The existing Bellevue farm property contains agricultural fields that will be bisected by the new alignment of the east end approach, and as just discussed in the preceding issues identification concerning Rosewell, a 40-acre field was not considered a contributing resource to the Bellevue listing. However, this property conveys modern day agricultural character and contributes to the present setting of Bellevue.
- The majority of the present property boundary (less the 40 acres referred to above) is listed on the National Register of Historic Places, and this historic property represents the only remaining example of the Gentleman Farm property type in the Project area.
- The present-day property is bordered by the Ohio River, Harrods Creek and River Road. Its location and its large acreage suggest that it is a highly developable piece of land for a new residential subdivision. It is not clear how views of the east end approach and noise from the freeway will impact housing market potential. However, there are examples in the area of high-end single-family housing recently constructed near existing freeways.

Environmental constraint mapping on the Bellevue property shows that waterways, steep slopes and erodible soils are present; much of the area constrained by environmental factors cannot be seen from River Road. However, there is also considerable acreage that is absent of environmental constraints and is readily visible from River Road. The relevance of these factors is that the most developable land is the most visible. This land is zoned R-4, and the property was once part of an agricultural district, but the property has been withdrawn from the district. Most developers would highly value frontage on the waterways and view the steep slopes, mature trees and ravines as assets to residential development. Moreover, the property owner has initiated development efforts for condominiums, patio homes, and two marinas on Harrods Creek.

- A conservation easement is needed for this property in order to preserve the only Gentleman Farm property remaining in the area, and which could remain in agricultural use while operating next to the east end approach.

Allison-Barrickman

- The property is privately owned, and the Greek Revival primary residence is well maintained. The Project FAMOA states that KYTC shall make reasonable efforts to acquire a preservation easement on the tract of land within the National Register boundary, which is a two-acre parcel that includes the primary residence. Outside the present National Register boundary, there is an ice-house ruin, a barn and other farm outbuildings, which are associated with this farmstead, that are in a severely deteriorated condition and in need of stabilization, and/or rehabilitation.

- There is also a family cemetery and a possible slave cemetery located in the area determined eligible for the National Register. As part of the work for the East End Approach, an archaeology study was conducted by KYTC on the cemetery. The above ground archaeological survey concluded that the cemetery resources were not threatened by Project-related vibration, but in very poor condition. The honeysuckle is thick, and the mature trees are old and rotted. The roots of the trees and honeysuckle have dislodged stones, and the falling tree limbs have damaged markers. The study stated that the trees “pose an immediate and on-going threat to the cemetery.”
- The primary residence, various farm structures, the cemetery and former agricultural fields were once elements of a large and prominent early farm, which extended beyond present day U.S. 42 and KY 841. The adjacent former agricultural fields that surround the National Register boundary, while currently abandoned and overgrown, still convey their past agrarian use, and thus contribute to the overall setting of the historic property.
- The former agricultural fields are bordered by U.S. 42 and Wolf Pen Branch Road, and the community of Green Spring is right across the road from a portion of these fields. This land also is in private ownership, the development potential is considerable, and potential development is a threat to preservation of this open space.
- The Project FAMOA also states that KYTC shall make a reasonable effort to acquire an easement on the property bounded by U.S. 42, KY 841, the Allison-Barrickman property, and Wolf Pen Branch Road. This easement would not include the former agricultural fields that are bordered by Wolf Pen Branch Road, KY 841 and to the southeast of the National Register boundary (across from Green Spring). The open space/former agricultural fields in this area are subject to minimal environmental constraint. There are some erodible soils mapped in the fields, which were also identified where the Green Spring development was built. Based on the development density of Green Spring, the presence of erodible soils does not appear to constrain the intensity of the development. The underlying zoning for the open space surrounding the Allison Barrickman home is R-4, and the form district is residential single family. All of this open space is within the jurisdiction of the City of Prospect.

River Road

- The culmination of changes and/or potential changes, on-or-near River Road, related to emergency access above the north portal, new roadway structure over River Road, widening of the one-lane bridge over Harrods Creek to two-lanes, and the multi-use pathway – present opportunities and challenges for the Project and local units of government. These changes or potential changes (all but the bridge changes are tied to the Project) are located relatively close to each other, and they represent alterations/impacts to existing conditions on, or in the vicinity of River Road in this area.
- River Road is a Kentucky Scenic Byway and a potential National Scenic Byway. Thus, Project design considerations in this area are critically important to the travelers experience on River Road, with regard to views of the road and viewsheds from the road.

Wolf Pen Branch Road

- Project changes in the area of Wolf Pen Branch Road, such as the deep cut for proposed I-265 (approaching the south portal, and beneath the current road profile), the temporary Wolf Pen detour (to be located adjacent to the current Wolf Pen alignment), and the removal of some trees and new plantings along Wolf Pen Branch Road – present additional opportunities and challenges.

- Wolf Pen’s profile will change from presently going under the highway to going over the highway, which creates new viewsheds, e.g. the new profile effectively removes the overpass and obstructed views that are presently seen traveling underneath KY 841.
- The agricultural field associated with the Allison-Barrickman property will be more visible, and the temporary detour provides an opportunity for the Project to reclaim some of this agricultural land. Removal of mature, but deteriorating trees, adjacent to Wolf Pen presents an opportunity to implement appropriate cultural landscape treatment by replacing these trees with appropriate species that will maintain the historic rural character of Wolf Pen over time.

Archaeology

- At present, there are no archaeology guidelines in place for local landmark districts and individual landmarks. However, the Design Guidelines for Clifton include archaeology guidelines, which could be used as a model for other areas of the City.
There is opportunity for Louisville Metro to adopt these guidelines, which would then be applied to all local landmark districts and individual landmarks.
- To date, the footprint of the east end alignment has been subject to full archaeological survey. As a result of that work, four sites have been recorded and recommended for further study. Two of the sites are prehistoric (15Jf678 and 15Jf720), one is historic (15Jf719) and one site contains both prehistoric and historic deposits (15Jf679) (Reynolds, Creasman and Clay 2001; Herndon and Bundy 2006).
- *Phase I Surface and Subsurface Survey for the Proposed East End Bridge (5-118)* identified five+ foundation ruins along Harrods Creek, in the area referred as “The Neck,” and what is now called Hoskins Beach Road. These foundations appear to confirm the location of early African American settlement, and the study recommended Phase II testing to determine National Register eligibility.

Education/Interpretation

- Interpretive signage that connects residents and visitors to the significance of historic properties and explains their historic context is a valuable mitigation tool, especially in areas where the historic character or integrity is adversely effected by the Project, and wherein these impacts cannot be sufficiently addressed through screening measures or other context sensitive solutions.
- Interpretive signage is identified as a mitigation measure to be implemented by the Project in Stipulation III.M.1 of the FAMOA.



Country Estates Historic District

Issue Identification – Community Character

This section of the Plan identifies issues related to community character, as a result of potential indirect and cumulative effects of the Bridges Project, and due to regional growth such as, changes in population and employment, changes in land use patterns, and increased commercial, industrial and residential development. Recommendations to address Community Character issues are identified in Chapter 7 of this HPP.

Country Estates of River Road Historic District

- The Country Estates of River Road consists of all or portions of a string of contiguous estates, many with designed landscapes, covering approximately 700 acres, northeast of downtown Louisville. Four historic districts and 10 individually listed properties are contained within the district. The total acreage within the four historic districts is 475 acres, and distributed as follows: Harrods Creek Historic District – 316 acres; Glenview Historic District – 316 acres; Drumanard Historic District – 48 acres; and the Nitta Yuma Historic District – 30 acres. The 10 individually listed National Register properties included in the district are: Ashbourne (Harrods Creek Historic District); Bingham-Hilliard (Harrods Creek Historic District); Rogers Clark Ballard School; Shwab House; Rockledge; Winkworth; Ladless Hill; Jesse Chrisler House; Lyncliffe; and Blankenbaker Station.
- The district is an exceptional example of an intact collection of distinctive properties, all of which have a contributing landscape that provides setting for the residential buildings and associated features. The varied limestone geology, including an elevated plateau, rolling karst topography, deeply cut tributaries, and the prominent ridge line descending to the Ohio River floodplain, created the underlying landscape in which these properties are situated. Many of these properties have contributing agricultural components and/or individually designed landscapes. The character of the landscape(s) both individually and collectively, including the existing rural character of River Road and Wolf Pen Branch Road, is critical to the integrity of the district. The Wolf Pen Branch Neighborhood Plan addresses this issue for Wolf Pen; there is opportunity to adopt a small area plan, corridor management plan, or parkway district for this area of River Road.
- The historic properties within the Country Estates of River Road Historic District and the River Road Corridor exhibit a high degree of integrity. The preservation of integrity of location and setting; design, workmanship and materials; and feeling and association, significantly contribute to the sense of a “pastoral experience” enjoyed by the casual visitors, individuals recreating in the area, and homeowners. There is no historic preservation ordinance in place, yet property owners have largely acted of their own volition as good stewards of these properties. At the same time, there is no guarantee that these attitudes will prevail with future generations of property owners. There is opportunity to maintain this scale for new residential development through regulatory means, and voluntary preservation easements.
- The landowners have a view from their residence and grounds that, in many ways, defines the principal value of their setting. Properties situated on the bluff afford views down the bluff and through the mature trees and designed landscapes to the bottomland fields below. They also enjoy expansive views up and down the Ohio River valley, and the linear stretches of mature trees, fence lines and minor streams, River Road and the bank of the Ohio River. The preservation of viewsheds is critical to preserving the public and private pastoral experience. The visual perspectives that should be maintained to preserve private landowner viewsheds are interconnected with viewsheds that the public will experience from their perspective on public roads and waterways.
- Existing residential structures are typically high-style architect designed houses of Colonial, Georgian and Tudor Revival, Craftsman, and eclectic mixes of these styles; two and two-and-a-half story; with facades of fieldstone, stucco or wood shingles. New development should be in character with this existing development and there is opportunity to regulate this through design standards.

- Maintenance and promotion of the preservation of mature trees should be considered a high priority, along with educational initiatives to communicate the value of mature trees within the cultural landscape. The pastoral experience will also be enhanced for other historic properties located on the alluvial terrace by the maintenance and preservation of mature trees along roads, drainages, the bluff and Ohio River shore. The tree-lined corridor of the abandoned Interurban right-of-way significantly provides the sense of this important transportation resource. There is opportunity to address the preservation of mature trees through changes to the existing tree ordinance.
- Preservation of the open character of the adjacent agricultural landscape along River Road, associated with the Country Estates, should be a high priority. Past and present property owners have largely acted as good stewards of this unique character, and should be celebrated. Opportunities to address the preservation of the pastoral character and agricultural fields exist through tools such as easements, local historic district ordinances, design standards and public education.
- The Interurban rail line, while discussed in the Country Estates Historic District National Register nomination, is not listed as a contributing resource despite its instrumental role in the development of year-round living in a country place setting. While the actual alignment is no longer extant, the alignment is clearly readable in the landscape through much (though not all) of the district. There is opportunity to amend the NR nomination to include the Interurban as a contributing resource, and to interpret the significance of the Interurban to the development of the Country Estates.

African American Heritage

In order to reduce redundancy in the Plan, African American historic resources that were specifically identified in the FAMOA have been incorporated into a broader Plan goal that addresses African American heritage. The report "The Historic African American Community of Greater Harrods Creek, Jefferson County, Kentucky," Orloff G. Miller, Ph.D., was conducted to better understand African American history in the east end Project area, and to inform Plan recommendations (see Appendix B). The content of this report is the basis for advancing the Africa American Heritage goal in this Plan. Additional properties, not previously identified in the FAMOA that are associated with this African American heritage have been added as components to the approach.

Miller's report identifies important African American settlement that existed behind the Merriwether House, and along Harrods Creek, in the area referred to as "The Neck," and along what is now called Hoskins Beach Road. Also, the *Phase I Surface and Subsurface Survey for the Proposed East End Bridge (5-118)*, completed in late August of 2006, identified five+ foundation ruins in this same area - this study would appear to confirm archaeological evidence of this African American community in the area of "The Neck."

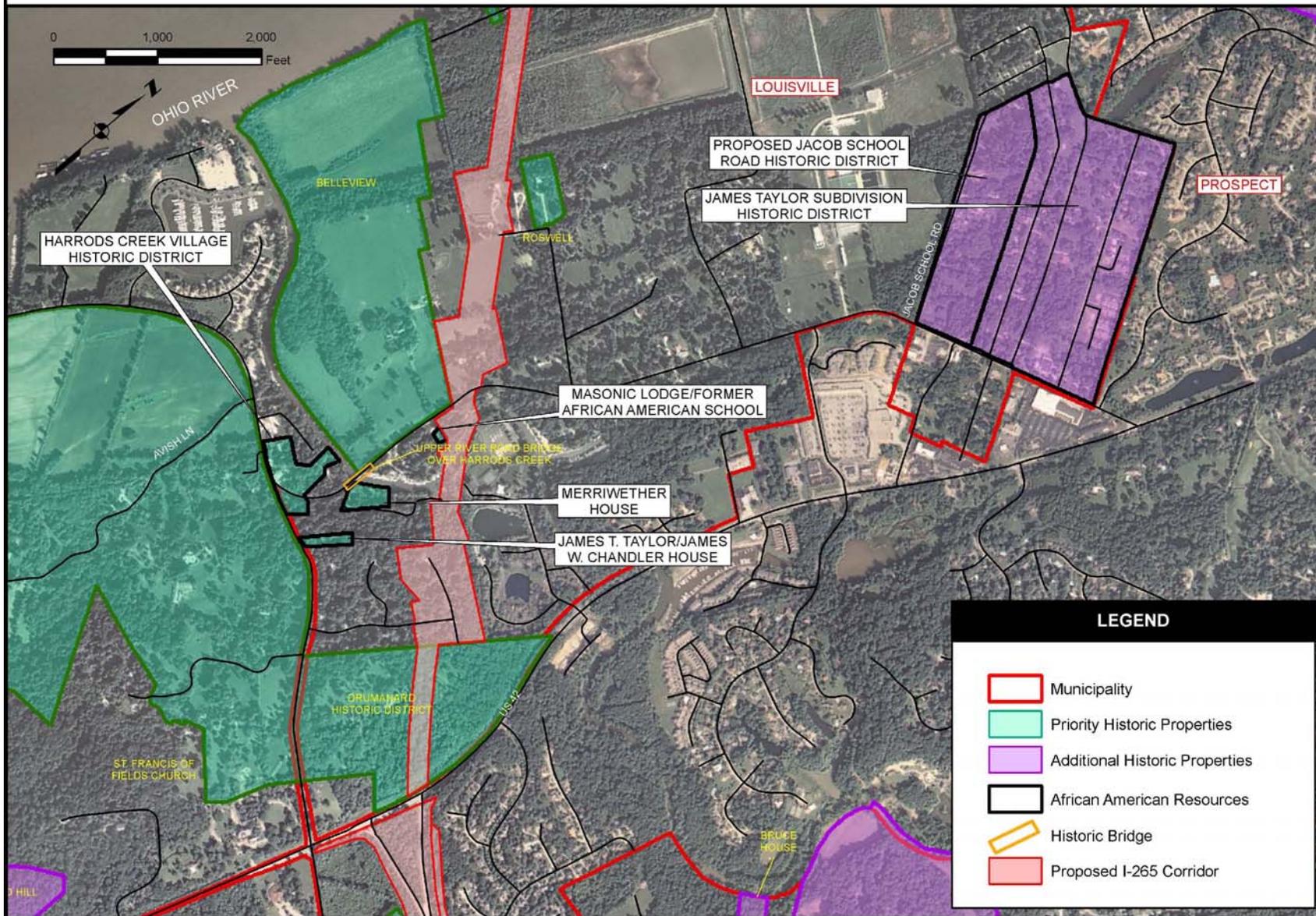
Miller's report describes African American community resources and extensive community interrelationships amongst the Merriwether House, Harrods Creek Village, "The Neck," the James T. Taylor Subdivision and the Jefferson Jacob School (also often referred to as the Rosenwald school). In addition to reporting on the historic Jacob School, Miller reports, citing an 1879 atlas map, that there was an African American school and Masonic Lodge (one property) in the area of the former Masonic Lodge on Upper River Road (across from Belleview and adjacent to the east end alignment). Additional evidence cited by Miller and others have confirmed that this building was once an African American school. However, due to extensive construction changes and loss of integrity, its contribution to the African American Heritage story is limited to identifying its location in the overall interpretation of African American heritage in the area. The African

American Settlement Resources map in this section of the Plan highlights several of the African American resources identified within the HPP area.

James T. Taylor/James W. Chandler House

- The property was determined eligible for the National Register for architectural significance, and its association with James T. Taylor, an African American developer and contractor who developed the Taylor subdivision.
- The house is an important element in telling the story of the African American community in this area. It is also noteworthy for its relatively high-style and being built and owned by an African American ca. 1928-1930.
- The house is privately owned and appears to be well-maintained. It is not protected by a historic preservation ordinance or a preservation easement. Thus, there is a need to address long-term stewardship in the recommendations.

AFRICAN AMERICAN SETTLEMENT RESOURCES



Merriwether House

- The property is historically important for its significant contribution to the broad patterns of our history, and while it is not historically designated for its historic architecture, the simple Victorian style is charming and contributes to the visual and historical experience of the property.
- Its prominent location, near the confluence of the Ohio River and Harrods Creek and adjacent to the Upper River Road Bridge over Harrods Creek, makes it one of the most visible and most often seen historic resources in the Plan area. It is a local icon.
- The house, grounds and two remaining rental cabins are important elements to telling the story of this property. However, all structures are seriously suffering from lack of maintenance. Since the HPP team began its work, the roofs of both cabins have collapsed and there is a large tree limb lying on top of them. The house exterior is in need of repair and painting. The grounds do not appear to have been cared for in some time. There is a bronze historical marker in the yard.

Harrods Creek Village Historic District

- The National Register eligible historic district consists of eight properties along Harrods Creek, north of the intersection of Wolf Pen Branch and River Road. There has been a significant African American presence in the Harrods Creek Village historically, though ownership by African Americans, at present, may be limited to a single contributing resource within the district: the Finch, or Finney House.
- In the last quarter of the nineteenth century, there was a thriving African American neighborhood at Harrods Creek. An 1879 atlas map indicates that within the village of Harrods Creek there was a distillery, a railroad depot, a store and a post office.

Jacob School Road Historic District and the James T. Taylor Subdivision Historic District

- The Jacob School Road Historic District and the James T. Taylor Subdivision Historic District are significant African American housing developments located north of the east end approach, and adjacent to River Road. The neighborhoods are associated with the suburbanization of Louisville, and rural African American residential development in the twentieth century.

Former Masonic Hall/African American School

- Historic integrity of the structure has been lost, as either an African American school or as an historic lodge (determined through evaluation by KYTC). However, the discovery of the location of the Lodge/School has relevance for interpretive purposes and completing the picture of the physical relationships of structures and community related to African American heritage in this area.

Upper River Road Bridge over Harrods Creek

The FAMOA for the Bridges Project stipulates that the HPP consider and develop recommendations for this historic bridge. However, since the Bridges Project MOA was executed in March 2003, a separate study, the Harrods Creek Bridge Improvement Project was reviewed and approved. This rehabilitation project, which is now complete, retains the original concrete arches, while constructing a two-lane bridge deck. The new bridge parapets mimic the original railing, in appearance and materials. The Harrods Creek Bridge Improvement Project was constructed as an independent project, not associated with the Ohio River Bridges Project.

Allison-Barrickman House

- Please see the issues identified for the Allison-Barrickman House and associated property detailed in this chapter, Issues Identification for the East End Approach, page 77 & 78.

St. Francis in the Fields Church

- The property is bordered by Wolf Pen Branch Road and U.S. 42, the southeast corner of the property is at the intersection of these two roads. Project construction for the East End Approach will be conducted up to the intersection, but not adjacent to any of the property on either Wolf Pen or U.S. 42.
- An entrance and exit for I-265 at U.S. 42 will be close to this intersection, as is the case with present ingress and egress to KY 841. Traffic already heavy on U.S. 42, especially in rush hour will continue to increase over time. Landscape screening could minimize visual impacts of traffic, but should not adversely effect the 1946 Olmsted Brothers landscape plan for the grounds, installed in 1947 and 1948. Nor should it preclude opportunities to recapture lost elements associated with this plan.
- Extensive planting and berming would reduce views of vehicular traffic from the property, but is out-of-character with the open country estate feel. Landscape screening would only minimally effect noise attenuation.
- The large property contains an expansive wooded lawn area facing the intersection and along U.S. 42. This intersection will experience continued pressure for development as the area continues to grow, and there is the potential for commercial strip development at the corner of the property and along U.S. 42. There is an opportunity to work with the property owner to create both development and preservation standards at this intersection that would prohibit commercial development at this corner.

Belleview

Please see the issues identified for the Belleview property detailed earlier in this chapter, Issues Identification for the East End Project, page 77.

Rosewell

- Please see the issues identified for the Rosewell property detailed earlier in this chapter, Issues Identification for East End Project, page 76.

River Road Corridor

Open views to the Ohio River are available at a number of locations along the corridor, these views are defining characteristics of the scenic byway experience, and they are important from the perspective waterways, as well as from public roads. In some areas of the corridor, such as Juniper Beach, Waldoah Beach, Turner's Village and Eifler's Beach, views in the corridor are being obliterated by newly constructed residences.

- Residences in these communities are mostly modest riverside summer-type cottages and year-round residential structures of one or two stories. New construction to accommodate flood regulations requires the first floor of living area to be 1-foot above the 100-year floodplain. This means the bottom of first habitable floor is 25-feet in the air. Additionally, in order to meet flood regulations, the new structures are by necessity of modern materials and large massing that result in a very different type of building, normally of three-stories.
- According to MSD, MSD cannot legally deny a floodplain certificate to build if the applicant meets the parameters of the floodplain regulations. At present, Louisville Metro Planning & Design does not see these building plan applications until they are already approved by MSD.

- This corridor is in close proximity to downtown and desirable real estate to residents of the metropolitan area. There is increasing interest in living on the river, less developable land in the area, better building technology to accommodate flood regulations, and potential buyers with the income to afford the increased costs.
- The character of these riverside communities, remaining historic river camp structures and viewsheds are at risk. The relevance of the River Camps to the corridor is viewshed impacts, additional issues are addressed in the River Camps HPP.
- There is opportunity to increase agency coordination, and establish design standards that will preserve community character and protect viewsheds.
- Driveway access to River Road is minimal within the study area and this contributes to its rural character. There is an opportunity to further minimize future driveway access through the use of shared access drives and other access control measures.



Agricultural Use Adjacent to River Road

- Open views into adjacent pastures and farmland along the roadway corridor are a major contributor to the pastoral scene. Preservation of this open space and the viewsheds into these open agricultural lands is of utmost importance to maintain the community character of the corridor.
 - The vast majority of the open space has underlying zoning of R-4, which is the case along River Road, Wolf Pen Branch Road, and at Nitta Yuma, and Belleview. The current land use regulations for this area are widely acknowledged as not being appropriate, and as also identified within the Mockingbird Valley and Wolf Pen Branch Neighborhood Plans.
 - There are several environmental constraints in the area around River Road and Nitta Yuma, which are regulated through the LDC, from waterway setbacks, to steep slopes, floodplain, erodible soils and potential wetlands. There is an agricultural district in place as well.
 - While these constraints may limit development in some areas, serve to guide development, and/or require that certain criteria be met before development is approved - these constraints do not preclude development from happening throughout this area, and the reality is that much of this open space could be developed at a level that would be significantly

different than existing conditions. Development is still possible at one-unit per 5-acres (without sewer service), and development could be much denser with sewer service, which is already nearby in several areas throughout the corridor.

Wolf Pen Branch Road Corridor

As is the case with the River Road Corridor, the Wolf Pen Branch Corridor is a highly-valued community resource and a well-recognized transportation corridor. The character of the road is defined as a narrow, curving and undulating, two-lane road, with no shoulders or minimal shoulders with dense tree canopy, mature trees, and steep banks immediately adjacent to the road, and with no commercial development.

- Driveway access to Wolf Pen is minimal within the study area and this contributes to its rural character. There is an opportunity to further minimize future driveway access through the use of shared access drives and other access control measures.

- Periodic open views into former and present-day pastures and farmland along the roadway corridor are a major contributor to the pastoral scene. Preservation of this open space and the viewsheds into these open agricultural lands is of utmost importance to maintain the community character of the corridor.



U.S. 42 Near East End Approach, City of Prospect

CHAPTER 6: IMPLEMENTATION RECOMMENDATIONS



East End Approach

Recommendations in this section of the Plan are to be incorporated into the aesthetics of the Kentucky East End Approach, or otherwise considered for incorporation into context sensitive solutions as Project design and construction progresses for the east end approach. Implementation of the recommendations in this chapter is substantially the purview of the Ohio River Bridges Project.

Historic Preservation Plan Objectives – that would be addressed through these recommendations include:

- Inform recommended measures for context sensitive design, noise abatement, roadway lighting, blasting and vibration plans, and interpretive signage and interpretive signage for the east end to mitigate adverse effects of the Project, as identified in the FEIS, SFEIS, ROD, Revised ROD, MOA, and the First Amended MOA.
- Mitigate the impact of the Ohio River Bridges Project on the Country Estates of River Road Historic District/River Road Corridor by utilizing the HPP to inform context sensitive solutions to the east-end approach;
- Mitigate the impact of the Ohio River Bridges Project on the individual historic properties identified in the First Amended MOA.

Construction Issues and Viewshed Impacts

Noise Abatement

- Noise abatement measures as stipulated in the FAMOA, II.E., identify several abatement measures, in addition to noise barriers, to minimize adverse noise effects on historic properties.
 - Reduction of noise through utilization of noise walls placed in public viewsheds is in direct conflict with community value place on minimizing the visual impact of the east end approach as addressed in viewshed recommendations.
 - Recommend that alternatives to high noise barriers in areas of public view be given every consideration. Such measures, as listed in the MOA, include: “state-of-the-art methods and systems to minimize adverse noise effects. . .such as innovative pavement designs, bridge decks and joints, . . .”
 - The HPP team coordinated with the east end design team to review and identify additional locations on historic properties for sampling during additional Project noise study (December 2005).
 - “These additional locations on historic properties for sampling during additional noise study were not included after consultation with noise consultants. All of the historic structures were too far away from the main line to be considered affected; therefore, noise receptors were not located at these sites during additional studies.” (per Section Design Team, July 2006)

Sound Barriers - Installing sound barriers to decrease noise is in direct conflict with the Plan objective of minimizing visual impact – the higher the sound barrier, the more visual impact. Areas where this factor is critically important are:

- The profile across the Belleview property and adjacent to Rosewell;
- The profile over Harrods Creek, especially as viewed from the Merriwether House; and
- The profile over River Road as viewed from either direction when traveling on River Road.
- Recommend that higher priority be given to visual impact of sound barriers in the public viewshed, as opposed to noise attenuation through sound barriers.
 - Further recommend that views from the roadway to the surrounding countryside from the Merriwether House, River Road, Belleview and Rosewell be given every consideration with regard to visual impact of installing sound barriers, including their design, material and height.
 - Recommend that noise walls incorporate the most technologically advanced engineering to provide the greatest benefit with the least mass and scale.
 - Soil berming should be considered as a preferred alternative for noise attenuation, where adequate acreage is available.
- Recommend that where sound barriers are installed that they incorporate design elements utilizing character defining features of the associated cultural landscape, e.g. structures, designed landscapes, and natural features. Further recommend that noise walls be constructed with façade materials of local fieldstone or limestone veneer that simulates the naturally occurring local rock.
- Recommend that sound barriers not within the public viewshed, such as the Shadow Wood subdivision and Bridgepointe neighborhoods (above the deep cut at each portal respectively), be developed by the design build team in consultation with the respective communities, and with less concern for visual impact to viewshed. However, with regard to Bridgepointe a premium should be placed on preserving the green buffer characteristic common to this area of the City of Prospect.

Blasting and Vibration

- Recommended that geologic testing for the Drumanard Tunnel, conducted to analyze impact on hydrology and karst topography, be assessed to include potential impact on all the properties listed below.
 - In addition to Drumanard Historic District, the Strater House property, St. Francis in the Fields and Nitta Yuma – as this area contains sink holes and karst topography.
 - These geologic features are an identified characteristic in the historic context, and further assessment of potential impacts from tunnel construction, utilizing geologic data, is deemed relevant for historical considerations with regard to the cultural landscape and for environmental considerations.
 - At present, all geotechnical investigation for the Project is complete.
- FAMOA Stipulation III.M.5. – prior to initiating construction activities, INDOT shall ensure that construction contractors shall develop and implement blasting/vibration plans. . .to avoid damage to the listed and eligible (historic) properties.
- FAMOA Stipulation II.L.1. – INDOT shall ensure that construction blasting/vibration plans and bridge pier construction shall be developed by their contractor(s) prior to. . .activities that would require blasting or result in vibration.
- FAMOA Stipulation II.L.2. – these plans shall include provisions for pre- and post-construction surveys, construction monitoring, and other measures to minimize harm to historic properties.

- Drumanard Historic District, Rosewell, Allison-Barrickman and Belleview - a blasting and vibration plan is specifically identified in the FAMOA for each of these properties, or portions of these properties.
- Recommend INDOT ensure that property owners included in the blasting and vibration plans are contacted directly and fully informed as to the process for survey and monitoring, determination of damage and responsibility for repair following the Secretary of the Interior's Standards for Rehabilitation.

Traffic - HPP recommends that portions of historic properties identified in the FAMOA, which are located adjacent to tight, narrow curves, or adjacent to obstructed views due to rolling hills along River Road and Wolf Pen Branch Road, be identified as "no-work zones." Safety considerations will also likely preclude such use of these properties for the majority of construction activities.

Lighting

- Recommend that roadway lighting, in the deep cut approaching the south portal, be integrated into the walls rather than installing overhead lights, as the depth of the cut allows. If cost-prohibitive, or technically not viable to install in the walls, recommend light poles anchored at the elevation of the roadway, arched over the road, and of a type to minimize dispersion outside the alignment as required in the SFEIS.
- HPP strongly supports the recommendation in FAMOA, Section II.D., ". . .lighting within viewshed. . .shall be designed and constructed to minimize the dispersion of light beyond the highway right of way. . ." The HPP suggests that with the exception of inside the tunnel, all the roadway, through direct or indirect light dispersion, has the potential to impact viewshed.
- Recommend that selection of lighting support structures utilize technologies available to avoid shiny galvanized steel appearance and reduce glare – consider earthen tones that complement surrounding landscape or tones that blend into the sky, as relevant and appropriate, and that complement overall design treatment in the east end approach.

Screening Measures

- Screening measures to minimize visual impact of the east end approach adjacent to the alignment, and within the Project right-of-way are encouraged so long as:
 - Design treatment should reflect the historic character of each historic property, including both their designed and vernacular landscape, as well as character-defining views from contributing structures;
 - New screen planting should incorporate existing agricultural fencerows and woodlots, and integrate seamlessly into the existing historic field pattern, where appropriate;
 - Original landscape design plans for the historic properties should be reviewed and serve as a guide in determining the final design for the new screen planting;
 - Any new screening treatment in the absence of an original landscape plan, should be prepared to reflect the properties characteristic features and evolution of the historic structures, as well as the component vernacular and designed landscapes;
 - Plans should be reviewed by a professional historic landscape architect, and follow the *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes*; and,
 - Plant material should be carefully selected for the new screen planting so that it is both compatible with the character of the historic properties and sustainable.
- The new roadway in reality creates a new location from which vehicle occupants can experience viewshed, and presents an opportunity for travelers to view the public pastoral experience from the new roadway alignment. This

can be made possible through intermittent views to the country side, as recommended in the HPP for treatment of berm along the Belleview property. Conversely, sound barriers would prevent this public experience by blocking viewshed.

Tree Preservation

- The Project may cut across tree-lined fencerows and woodlots in the terrace and landscaping should encourage the visual continuity of these features at the perimeter of the Project right-of-way. The preservation of trees will enhance screening of highway berms and structure, which has been identified through public input as a high priority. However, preservation of existing mature trees also requires that the root zone be protected from substantial fill.
- Recommend that Project, through aerial photographs, on-ground photographs and site investigation, document massing, species, and spatial relationship of trees directly effected (removed or damaged) by the east end approach.
- Recommend that every effort be made in Project design and construction to save mature trees in the Project right-of-way.
- Recommend the replanting of representative mature trees in areas of high visibility directly impacted by the new roadway alignment.

Deep Cuts - Recommend that exposed cuts be graded to allow for the rapid revegetation of low-maintenance, native species to visually integrate the area into the natural topographic setting. Retaining walls associated with cuts should utilize natural fieldstone or limestone veneer.

Major Fills - The fill area that is proposed for the Ohio River terrace will constitute a significant change to the level alluvial plain and impact views.

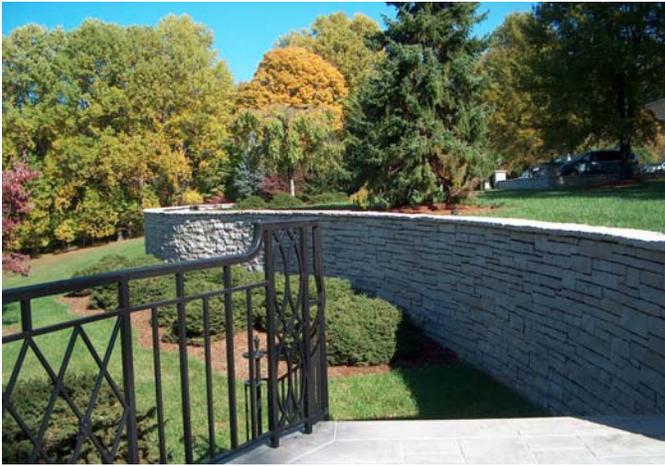
- Recommend efforts to visually segment the linearity and constant elevation of the profile be considered. Designs should consider a raised berm that extends above the road bed to partially obstruct views of vehicles from historic properties. The top elevation of the berm could be undulant to visually break up monotony of the berm.
- Increasing the elevation of the berm profile may require an increase in the horizontal extent of the berm to accommodate natural slope ratios. The side slopes should be contoured to topographically blend into existing drainages, swales and minor ridges.
- Recommend angle of berm sideslopes should be variable and not constricted to 3:1 ratio in order to minimize visibility and scale of the roadway.
- Recommend landscaping of the berm with low maintenance, native species appropriate to the historic cultural setting to further soften the visual impact, and visually blend the berm into existing fencerows and woodlots.

Portal Design - While public opinion has generally favored a naturalistic treatment of the portals, the HPP recommends that consideration be given to the varied architectural features of the principal residences and landscapes within the Country Estates of River Road Historic District, and that consideration be given to a more stylized rather than naturalistic design approach, as further discussed below:

- Recommend consideration of incorporating defining characteristics of the Country Estates into a signature design concept for the portals. This design approach would represent a direct reference to the estate residences on the bluff, and to the purpose of the tunnel – to avoid and preserve one of those estates, e.g. Drumanard Historic District.

- Recommend use of higher value materials approaching the south portal, foremost along the face of the portal entrance, as viewed from a vehicle approaching the portal, and for areas alongside the approach to the portal (within the deep cut) that are close to, or readily visible from the roadway. As height and distance from the roadway increases, the use of lesser materials is warranted.

Barriers and Retaining Walls - Recommend that road barriers and retaining walls incorporate materials and colors native to the area. Generally, walls of local fieldstone would be most appropriate, recommend limestone blocks as much as feasible, as opposed to limestone veneer. Limestone veneer would be most appropriate in locations that are obscured, or partially obscured, from the view of motorists, landowners, or recreational users of the area.



Design Elements in the Country Estates Historic District

Design Details

Color and Materials – A review of existing historic architectural and landscape design elements in the Country Estates district indicates a wide variety of colors and materials that should be considered for incorporation into context sensitive design solutions in the design for the East End Approach.

Primary Residences

- Fieldstone with white painted trim,
- Stucco finish in light earth tones with limestone trim,
- Red brick with white trim,
- Red brick, limestone and white stucco,
- White painted brick with black shutters,
- Half timbering with stucco,
- Unpainted wood shingle with white trim, and
- White painted wood siding with yellow and white trim

Roofs

- Red, gray or multi-colored tile,
- Gray asphalt, and
- Black painted standing seam

Designed Landscapes

- Gray concrete and cut, weathered limestone retaining walls,
- Ornate iron gates,
- Fieldstone walled forecourts,
- Limestone stepped paths,
- 3- and 4-board fences, painted white or black, and
- Statuary, decorative iron railings, elaborate brick pavers, fountains, and pools

Plantings

- English ivy, azaleas, hollies, boxwood, spruce, cedars, dogwood, and redbud,
- Native shade trees, such as sycamore, oak, maple, hickory and elm, and
- Agricultural fields of common crops

Entryways

- Gray fieldstone,
- Red brick with gray concrete capstones, urns, and broken scroll pediments

Bridges

- Red brick with gray concrete balustrades

Glenview Station

- Rock-faced limestone block with red asphalt roof

Design Interface of East End Approach with East End Bridge

- The east end approach structure will be elevated on piers above the natural floodplain, and the profile will be above or at the treetops, from the east end bridge to the terrace adjacent to the Rosewell property.
- Integration, through design, of this elevated structure into the surrounding landscape in this section of the east end approach is problematic. The topographic setting of the floodplain contains few character defining features that would reflect historic use and context of the area. There are two historic architectural features in this area: 1) the River Camp properties at Transylvania Beach, which are vernacular structures, and 2) the landscape element, which consists of mature hardwood trees in the floodplain.
- The HPP recommends that the primary context sensitive solution for this section of the approach should be the consideration of viewshed impact throughout the Country Estates of River Road Historic District/River Road Corridor and impacts to the Transylvania Beach community (to the extent possible). The design approach should minimize visual effect of the elevated structure through selection of structure type, massing, pier placement, material and color, and smoothly transition into the east end bridge design.
- Taking in to consideration the above priority to minimize visual impact, to the extent possible, design elements should draw from the character defining features of the Country Estates of River Road Historic District, and/or from Belleview and Rosewell.
- Recommended that this section of the east end approach be designed as an element that provides vehicular/bike/pedestrian users (from the multi-use path and the roadway) periodic unobstructed views of the floodplain, and cultural landscapes throughout the Project area within line-of-sight from the east end approach.
- Bollards, dividing walls and barriers, or similar elements, will be required for public safety and these elements present an opportunity to integrate architectural and landscape elements drawn from historic vocabulary of the area.
- Opportunities may be present, depending on the structure type of the east end approach and the new bridge, to integrate limestone, brick and board fences into the design of grade separation between the multi-use path and the roadway, and while enhancing the views from the roadway and the multi-use path.

Signature Entrance into Kentucky – Recommend that any signature entry to Kentucky be located on the new bridge structure before the east end approach begins/ends; bridge type and design should be the major factor in determining appropriate design for a signature entry.

Structure over Harrods Creek and River Road

- Recommend the span between piers is maximized in an effort to maintain the open character of Harrods Creek and the viewshed from River Road, and to minimize visual impact of the structure as seen from the Merriwether House and from River Road.
- It is recognized that this recommendation, depending on structure type, presents a potential conflict with the HPP recommendation to minimize structure in the public viewshed. Thus, this recommendation presents a potential conflict and a design challenge to the extent that maximizing distance between pier placements may require an increase in mass of the structure.
- Recommend that design build team make efforts to balance these considerations, with a priority on minimizing viewshed impacts, as necessary, and also taking into consideration any noise barriers that may be associated with this structure.
- Recommend that design for the structure over Harrods Creek, to the extent possible, consider the incorporation of design elements from the Harrods Creek and Goose Creek Bridges, and possibly the former mill that was once located near the new pier placements for the structure over Harrods Creek.
- Recommend that design treatment of the structure over Harrods Creek is compatible with the design over River Road as it will function as one elevated structure, and suggest that priority be given to the design approach over River Road given the significance of River Road and public visibility at River Road.
- Recommend that design of the structure over River Road consider design elements from historic Harrods Creek and Goose Creek bridges, such as; arches, balustrade, and earthen tone.
- Recommend that these characteristics inform a modern interpretation rather than attempting to recreate an historic concrete bridge. Further recommend that every consideration be given to designing a structure that is more highly designed, perhaps a modern interpretation of classic historic bridge structures. At the same time, recognizing that the HPP's overall priority for this structure is to minimize mass and visual impact.

Wolf Pen Branch Road Structure and U.S. 42 Off-Ramp

- Recommend the distance between piers, pier span, be maximized resulting in a more open character as experienced from the new roadway as it approaches the south portal, not boxing in the new roadway, and thus, providing more open views of the south portal entrance.
- Recommend the structure on Wolf Pen Branch Road incorporate colors, materials and character defining features identified in the Wolf Pen Branch Neighborhood Plan.
- Recommend that the U.S. 42 off-ramp minimize mass to the extent possible given higher priority to large pier spans. Recommend that the off-ramp incorporate materials that will weather well and blend into the surrounding natural landscape. Landscaping with low-maintenance native species should be used to further integrate the structure into the surrounding environment.
- Quality of materials should be selected based on balancing costs with the ability of vehicular passengers to see the design elements at projected speeds on the roadway.

Construction Plans

- Recommend that INDOT or its contractors conduct case-by-case assessment of each proposed work zone to address archaeology as outlined in Stipulation IV of the FAMOA.
- Recommend that a similar case-by-case assessment be conducted on above ground historic resources within each proposed work zone for historic resources associated vernacular and designed landscape features, such as tree lines, fence rows, culverts, farm lanes, mature specimen trees, drainage ditches and culverts.
- Recommend that the above survey include identification of resources, significance assessment, review of proposed work zone activity, determinations of effect, recommendations of strategies to minimize effects, and implementation of a monitoring program for the duration of the Project undertaking.
- Recommend that pre- and post-construction survey and monitoring meet appropriate professional standards. Further recommend that the identification and assessments of above-ground historic features may be undertaken in conjunction with archaeological survey efforts to maximize efforts and minimize costs.
- Careful consideration must be given to distinguish temporary versus permanent adverse effects to historic properties, designating in the construction plans and contract documents that in all cases, unless otherwise prescribed, permanent change in historic character is not acceptable.
- Strict adherence to a definition that no construction activities can take place in historic districts may limit opportunities to restore historic character, and thus, preclude creative approaches that take strategic advantage of construction activity and tangential cost savings. As an example, construction staging and reclamation post-construction could also serve to remove volunteer vegetation growth and restore agricultural setting.
- Utilization of the lower terrace along River Road, within or adjacent to the Country Estates Historic District, presents a practical potential logistical location for staging and/or construction activities. However, it cannot be done without temporary visual impact as viewed from River Road, or from the bluffs, and would significantly detract from the Public Pastoral Experience identified in this Plan.
 - Recommend that priority be given to locating construction activities on the Ohio River side of River Road, outside of the historic district, and limited to activities that can be screened with appropriate temporary fencing. Additional priority should be given to the selection of sites that are the least visible from the bluffs, due to natural screening and line-of-sight limitations.

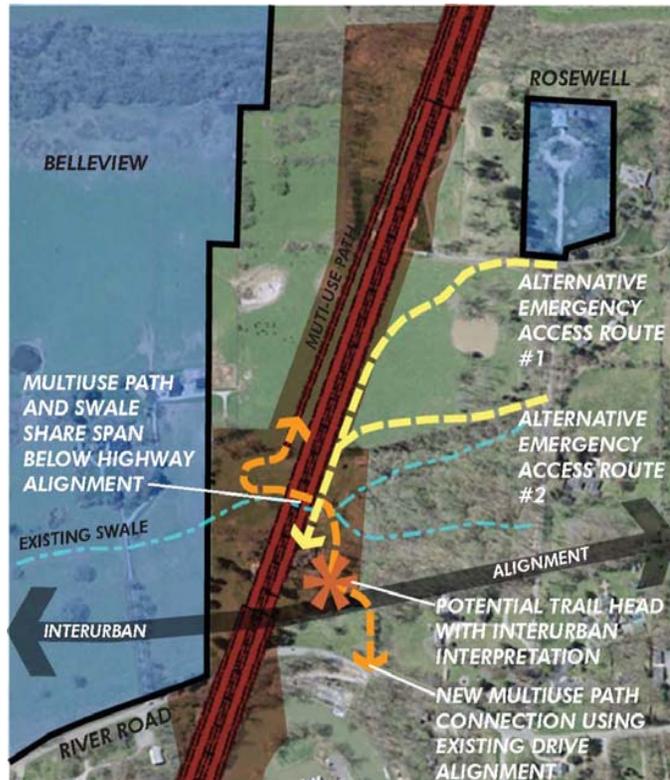
Material Transport

- This issue is tied to construction activity - the public concern about material transport is related to concerns about traffic impacts (what routes are used for transport), and to noise (from loading, un-loading and transport of material by heavy equipment).
- These concerns are most appropriately addressed in the construction documents, and the HPP provides recommendations, for inclusion in those documents, that would address material transport concerns that are relevant to historic properties issues and the purview of the HPP.

Water quality, Water Table & Run-off

- These environmental considerations, with regard to project construction, are delegated to INDOT for the Bridges Project, in accordance with all appropriate local, state and federal regulations.

- At the same time, as natural resources and environmental considerations are so closely intertwined with the cultural landscape throughout the Project area - the HPP does take into consideration these factors and makes such recommendations where appropriate, with regard to Project construction, section design and community character.



Emergency Access, Multi-Use Pathway, and Trail Head Emergency Access Alternatives

- The FEIS alignment for the emergency access, off of Transylvania Avenue, presented a number of problems: 1) functionally, there was concern about the steep slope necessary to reach the highway elevation from this location; 2) there was concern regarding negative visual effects of an access road that was on a straight linear alignment paralleling River Road; 3) there was concern that the elevation of the access road profile as it rose to connect with the highway would significantly impact the viewshed from River Road; and 4) the access road was located within the historic alignment of the Interurban, and would significantly detract from the ability to interpret the story of the Interurban in the development of the area.
- A recommendation, made early in the HPP process, was to explore and evaluate alternative locations for the emergency access road. Initially, four alignment alternatives were explored, all originating at various locations along Transylvania Avenue, and designed to take advantage of the natural contours of the landscape, which were more curvilinear in nature, that allowed for a more gradual slope increase, and reduced visual effects from River Road.
- After consultation with the KHPAT, the AAT and the HPP team’s cultural landscape expertise – it was determined that the most desirable of the four alternatives being explored (the alternative closest to Rosewell) was problematic due to the viewshed impacts at Rosewell.

New River Road Emergency Access Alternative

- The Section Design Team was encouraged by the KHPAT and through the HPP process to explore an emergency access alternative originating from River Road, perhaps utilizing an existing driveway located within the Project right-of-way. Early indications from SDC4 suggested that an access route from River Road is more viable, for all concerned stakeholders, than the alternatives at Transylvania Beach, or the original FEIS location.
- An emergency access road to-from River Road has been identified in the SFEIS.
- Opportunity exists to incorporate the multi-use pathway into the design of the emergency access route, and create a trail head with parking and interpretive signage for pedestrians and bicycle users. The HPP encourages exploration of this design approach.



Landscape in the Country Estates Historic District

Country Estates Historic District Screening Views of East End Approach

- Stipulation III.M.2. of the FAMOA provides for mitigation of viewshed impacts to cultural landscapes on private land if the property owner gives consent. Caution should be exercised in screening views as seen from the private and public pastoral experience. Views to-and-from the bluffs, roadways, lower terrace and the country estates are principal character-defining elements of the district.
- HPP recommendations regarding screening of properties in the Country Estates Historic District are as follows:
 - Any screening of views of the east end approach at historic properties on the bluffs, should respect the importance of viewsheds defined in the historic context, the National Register listing, and as defined in this Plan as the Public Pastoral Experience.
 - Screening should reflect historic character of the site and the designed landscape, and should incorporate existing agricultural fencerows and woodlots where appropriate.
 - Original designed landscape plans should be reviewed to determine the extent of their implementation, and utilized to assess how much the present-day landscape reflects the design plans. Opportunity to complete original plans and also serve screening objectives should be pursued whenever possible.
 - Any screening treatment, in the absence of an original design plan, should be prepared to reflect the properties characteristic features and the evolution of structures and landscape treatment on a case-by-case basis.
- Treatment Plans should be reviewed by a professional historic landscape architect, and follow the *Secretary of Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes*.

Rosewell

Screening Views of East End Approach - A paramount challenge for the Rosewell property is arriving at an appropriate balance between constructing berms and new planting to screen visual effects of the east end approach while maintaining a visual relationship to agricultural use, which is still present despite changes to property ownership over time.

Construction Issues

- Recommend creative approaches to construction activity that gently blend in extensive fill from Rosewell to the east end alignment, and which utilize traditional slope found in the surrounding landscapes to the extent possible.
- Given the close proximity of the property to the elevated East End Approach and the new Ohio River bridge, the property should be properly protected from construction activity including vibration, noise, dust, traffic and materials/equipment storage. If damage to the landscape does occur, remediation should follow the Cultural Landscape Report and Treatment Plan, which is recommended below.
- Protection from permanent impacts associated with the new roadway should be considered. Sufficient screen planting and other measures should be implemented to minimize noise and night lighting associated with the new East End Approach.

- It is extremely important that the Rosewell Treatment Plan assess condition and structural integrity of Rosewell and that it develop and recommend measures to minimize damage to the historic structure due to blasting and vibration. (The Rosewell Treatment Plan was approved by KHC, construction is underway, and scheduled for completion Spring 2013.)
- Recommend that the design build team consider, to the extent feasible, the location and construction of piers and their vibration impact on the historic structure.

Cultural Landscape Report/Treatment Plan - Recommend a cultural landscape report (CLR) and treatment plan: 1) to inform a new planting scheme to restore the historic designed landscape and serve as additional screening from the east end approach, 2) cultural landscape components addressed in the cultural landscape treatment element of the plan should be incorporated into the placement of the preservation easement on the property (easement specified in the FAMOA), and 3) that KYTC provide the Treatment Plan and Cultural Landscape Report to any future property owner to guide their maintenance and treatment of the structures and landscape.

Marketing Plan & Materials

- Recommend that KYTC prepare marketing materials and a marketing plan to attract prospective private owners with an appreciation and commitment to preserving the historic character of the historic structures and the landscape.
- In the event that no viable private property owners step forward - recommend that KYTC prepare and distribute a call for proposals from non-profit organizations interested in acquiring ownership of Rosewell.

Interpretive Signage - Recommend that information contained in the National Register nomination for Rosewell, and more specifically the Rosewell Treatment Plan and the recommended CLR, be utilized to identify theme and sub-themes to prepare interpretive signage at Rosewell as mitigation for Project impacts to this site.

Bellevue

Conservation and Preservation Easement – The First Amended MOA does not require the placement of a conservation easement or a preservation easement. However, the HPP recommends such placement in order to preserve the only Gentleman Farm property type remaining in the Project area.

- HPP recommends that the Project, KHC and/or other interested stakeholders conduct an educational discussion with the property owners regarding easements, and to gauge their interest in preserving their historic structures and the cultural landscape through the purchase or donating of easements on their respective properties.
- The buildings and landscape associated with this property, its extensive acreage, and its location adjacent to River Road and the east end approach, make it one of the most significant and most impacted properties in the Project. This recommendation was initially identified during HPP field investigations in association with the HPP charrette, and has remained a priority recommendation throughout the HPP process.
- A conservation easement and a preservation easement are recommended both to protect the contributing historic structures and the agricultural landscape, but also because the property ownership is split between the primary residence and the majority of the operating farm property.
- Development of the conservation easement on the land should provide sufficient flexibility to allow for conservation development, or ongoing use of the property for agricultural purposes. Provisions for appropriate changes to active crops, animal grazing, or future leasing of fields should be addressed in the easement so that it does not preclude future agricultural use if there is a change in ownership. Activities and support facilities needed to perform sufficient on-site maintenance, such as appropriate provisions for the removal of invasive or volunteer vegetation should be addressed in the easement documents.

- Development of a Preservation Easement for the primary residence should provide a long-term strategy for both the retention of the contributing resources associated with the historic property defined in the existing National Register nomination, as well as accommodating potential changes desired to accommodate the residential needs of a new owner, using the *Secretary's Standards for Rehabilitation* as a guiding principle for future changes.

Cultural Landscape Report - Recommend the preparation of a CLR (site history, existing conditions, and integrity analysis) and Treatment Plan that expands the National Register nomination by documenting the history of the Bellevue landscape and its extant historic features, and which provides appropriate recommendations for field and vegetation management to preserve the character of the property as a 19th century gentleman's farm. Specific treatment recommendations in the CLR should also take into account the proposed alterations to the property resulting from the new East End Approach, so that specific mitigation measures such as screen planting are designed to be visually compatible with the character of the property. This document would also provide the informational data to inform the conservation easement.

Allison-Barrickman

Construction Issues

- Recommend that there is no construction activity ("no-work zones") within the National Register boundary, or within the area determined eligible for the National Register during the earlier FEIS/Section 106 process in order to avoid impact to the primary residence, farm outbuildings, cemeteries, or any remnant plantings dating to the period of significance for the property.
- During an early phase of the HPP, recommended that a pre-construction survey for the Allison-Barrickman Blasting and Vibration Plan include the documentation of historic headstones in the cemetery site. (Allison-Barrickman Cemetery: Baseline Report, completed April 5, 2006).
- Recommend that INDOT implement noise abatement measures as set forth in Stipulation II.E of the FAMOA.
- Recommend that the Project identify appropriate historic landscape treatment in the area of the temporary Wolf Pen Branch road, and utilize the landscape treatment plan to restore the landscape directly impacted by the temporary road, post-construction.
- Recommend that the Project explore and consider creative strategies to utilize construction activity in the former agricultural fields as a mechanism to initiate restoration of the agricultural landscape.

Preservation Easement - Recommend that KYTC make reasonable efforts to acquire a preservation easement on the tract of land within the National Register boundary of the Allison-Barrickman house, as identified in Stipulation III.O.1 of the FAMOA.

Conservation Easements - Recommend that KYTC make reasonable effort to acquire a conservation easement on the property bounded by U.S. 42, KY 841, the Allison-Barrickman property, and Wolf Pen Branch Road, as set forth in Stipulation II.H of the FAMOA.

- Development of the conservation easement should provide sufficient flexibility to achieve the recovery of the agricultural landscape, and require sufficient on-site maintenance to retain the landscape in good condition, such as appropriate provisions for removal of invasive volunteer vegetation.
- Recommend that the Project consider purchase of a conservation easement for the open space/former agricultural fields associated with the Allison-Barrickman farm, for the area bordered by the Allison-Barrickman National Register boundary, KY 841 and Wolf Pen Branch Road (generally to the south of the farm house across from Green Spring). An easement is not identified for this property in the FAMOA. However, the opportunity to preserve this

open space and former agricultural field associated with one of the early farms in the area is deemed a desirable and worthy objective.

Cultural Landscape Report - Recommend the preparation of a CLR and Treatment Plan, and further recommend that the cultural landscape treatment plan be incorporated into the placement of the conservation and the preservation easement/s.

River Road

Historic Preservation Plan Goal: To preserve the character that defines River Road, e.g. narrow, curving, two-lane road, with open space vistas (parks and agricultural use), viewsheds (varied from direct views to the Ohio River, across open space to early Ohio River recreational communities, and across open space/agricultural fields to the bluffs above the lower terrace), and that is presently demonstrative of limited commercial and residential development adjacent to the road.

Preserving Character of River Road - The culmination of changes and/or potential changes, on-or-near River Road, related to emergency access, new roadway structure over River Road, widening of the one-lane bridge over Harrods Creek to two-lanes, and the multi-use pathway - present opportunities and challenges for the Project and local units of government. These elements (all but the bridge changes are tied to the Project) are located relatively close to each other, and represent changes to existing conditions on, or in the vicinity of River Road in this area.

- River Road is a Kentucky Scenic Byway and a potential National Scenic Byway. Thus, Project design considerations in this area are critically important to the travelers experience on River Road, and with regard to views of the road and viewsheds from the road.
- Recommend that the Project give due consideration to these factors and exercise extreme effort and creative strategy to arrive at the best context sensitive solutions to address the cumulative impacts of these Project elements on this highly valued and sensitive area of the Project.

Wolf Pen Branch Road

Historic Preservation Plan Goal: To preserve the character of Wolf Pen Branch Road, e.g. scenic, rural, narrow, curving and undulating, two-lane road, with dense tree canopy, mature trees, steep banks, minimal shoulders, limited access and limited commercial development.

Preserving Character of Wolf Pen Branch Road - Project changes in the area of Wolf Pen Branch Road, such as the deep cut for new I-265 (approaching the south portal, and beneath the current road profile), the temporary Wolf Pen detour (to be located adjacent to the current Wolf Pen alignment), and the removal of some trees and new plantings along Wolf Pen Branch Road – present opportunities and challenges.

- Wolf Pen's profile will remain physically the same, yet it will appear to change from presently going under the highway to going over the highway, which creates new viewsheds, e.g. the new profile effectively removes the overpass and obstructed views that are presently seen traveling underneath KY 841.
- The agricultural field associated with the Allison-Barrickman property will be more visible, and the temporary detour provides an opportunity for the Project to reclaim some of this agricultural land. Removal of mature, but deteriorating trees, adjacent to Wolf Pen presents an opportunity to implement appropriate cultural landscape treatment by replacing these trees with appropriate species that will maintain the historic rural character of Wolf Pen over time.

- Recommend that any Project construction activities that impact Wolf Pen Branch Road, or adjacent to Wolf Pen Branch Road – reflect the recommendations in the Wolf Pen Branch Neighborhood Plan with regard to maintaining the existing scenic, rural character of Wolf Pen Branch Road.

Archaeology

- Recommend that INDOT or its contractors conduct case-by-case assessment of each proposed work zone to address archaeology as outlined in Stipulation IV of the FAMOA.
- Recommend close Project adherence to the stipulations in the FAMOA regarding archaeology. Archaeological testing strategies should be prepared and implemented to facilitate eligibility determinations of previously recorded sites, to identify new sites, and provide guidance for construction design.
- The HPP strongly supports the Ohio River Bridges Project commitment to survey and investigate the entire project footprint, which will not be complete for several years.

Education/Interpretation

Historic Preservation Plan Goal: To expand community understanding, appreciation and support for historic, cultural, natural, environmental and archaeological resource preservation to ensure long-term protection of these resources.

Interpretive Signage - Interpretive signage that connects residents and visitors to the significance of historic properties and explains their historic context is a valuable mitigation tool, especially in areas where the historic character or integrity is adversely effected by the Project, and that cannot be completely addressed through screening measures or other design approaches. Examples of such properties include: the Merriwether House, Belleview and Rosewell.

- Recommend that INDOT consider and allow for the location of interpretive signage at Harrods Creek, and near River Road overlooking Belleview (possibly in connection with multi-use pathway and potential trailhead/parking location).
- Recommend Project consider interpretive signage placement in the public right-of-way of River Road and Wolf Pen Branch Road for properties individually identified in the FAMOA, wherein the acquisition of an historic preservation easement is specified in the FAMOA, along with interpretive signage, e.g. Drumanard Historic District, Allison Barrickman and Rosewell.

Interpretive Plan – Recommend that the Project develop an Interpretive Plan that: 1) identifies key themes, and sub-themes related to the historic properties in the Project area; 2) defines critical resources that deserve some form of interpretation; 3) develops appropriate methods for implementing interpretive signage, such as outdoor wayside exhibits/signs; and 4) develops the exhibit/signage content.

- Development of an Interpretive Plan is recommended as the most effective way for the Project to implement interpretive signage (Stipulation III.M.1.) to mitigate adverse effects to historic districts and individual properties within the vicinity of east end approach.
- In addition to identifying and prioritizing historic themes and content for interpretive signage, the Interpretive Plan will serve to inspire and guide future public and non-profit educational programming, e.g. tour narrative, tour guidebooks, and heritage education presentations and programs.

African American Heritage Element of Interpretive Plan

- A key theme to be developed in the Interpretive Plan is the story of African American settlement and community, from the Harrods Creek area to the Jacob School and the James T. Taylor Subdivision, as cited in the previous chapter in the African American Heritage section, and captured in Orloff Miller's report (in the appendix).
- The African American Heritage element of the Interpretive Plan would further develop themes and sub-themes identified by Miller, develop wayside exhibit content, and identify the best locations for interpretive signage.



Terrace in Country Estates Historic District

CHAPTER 7: IMPLEMENTATION RECOMMENDATIONS



Community Character

Communities typically have at their disposal a broad range of public- and private-sector tools and options available to them in any implementation strategy intended to achieve community goals, e.g. land use regulations, capital investments, historic preservation tools, public pronouncements, public-private partnerships, private land preservation tools such as easements, public education, and various other strategies that can be utilized effectively.

Implementation of recommendations in this section of the HPP is substantially dependent on public and private sector leadership and initiative. Implementation will require the commitment and good work of civil servants, elected officials, non-profit organizations, and volunteers. The HPP consultant team was extremely cognizant and respectful of the efforts that will be required by others to implement these recommendations. The intent of the recommendations is to provide the greater Louisville Metro community (including the City of Prospect), the Kentucky Heritage Council, nonprofit organizations, property owners, and other stakeholders with effective tools to preserve community character. Partnership and collaboration is critical in order to make policy changes, advance recommendations and secure funding, where needed. The identification of any particular entity to implement an element of this Plan, or assist with implementation, does not unduly obligate that entity. Rather, the purpose of identifying potential implementing bodies is to identify potential strategies, actions and key players in an effort to advance implementation, and provide credibility with regard to the feasibility of the recommendations. In contrast, the HPP would likely be criticized as being insufficient if it only made a series of recommendations without any roadmap for who or how they might be carried out.

This chapter addresses a number of the issues that contribute to the unique community character of the Country Estates of River Road Historic District, the River Road Corridor and all of the individual historic properties identified in the FAMOA. An opportunity associated with a particular issue that was identified in Chapter 5 may be repeated in this chapter in order to provide sufficient context to support a recommendation. Some of the recommendations, one example being tree protection, achieve historic preservation plan goals for the Country Estates Historic District, the River Road Corridor, and for individual properties listed in the FAMOA. Therefore, these types of recommendations, which address community character broadly throughout the HPP area, are listed based on the tool rather than the historic district or individual historic resource.

Historic Preservation Plan Goals:

- To maintain the character and integrity of historic structures and sites throughout the CERRHD/RRC, to include river camps, farm buildings and farmland, buildings and sites representing African American heritage, and country estates (primary residences, associated structures and land, and designed landscapes).

- To protect open space, pastoral settings and scenic views, mature trees, creek corridors, bluffs and other natural and environmental character defining features of the CERRHD/RRC which are often elements of the cultural landscape and broadly considered assets to the community.
- To ensure the compatibility of new development and redevelopment with the goals and recommendations of the historic preservation plan with regard to preserving community character, the character of road corridors, open space and historic/natural/cultural resources.
- To develop, maintain and strengthen partnerships between property owners, land trusts, environmental organizations, preservation and neighborhood groups, other non-profit interest groups, local and state government, and federal agencies.



Mature Trees in the Country Estates Historic District

Tree Protection

One of the most distinguishing and important elements of the plan area is its attractive tree canopy and many large specimen trees. The current land development code (Chapter 10, Part 1) contains some extensive provisions designed to protect tree canopy on a site. While this is a modern approach to tree protection, the minimum canopy protection percentage required on most sites is quite modest. For example, even in low-density residential developments only 24% of the canopy must be retained. This compares to percentages as high as 70% in rural and semi-rural areas required in other jurisdictions such as Lake County, Illinois, outside Chicago.

Characteristic Vegetation – HPP recommends that municipalities consider changes to local tree ordinances to distinguish characteristic vegetation features that contain mature trees (hedge rows, woodlands, individual specimen trees, formal hedges, street trees, etc.), and provide appropriate provisions for ongoing vegetation management, including removal of invasive volunteer trees, and selective thinning for view preservation.

Tree Protection Percentage - The HPP recommends increasing the tree protection percentage in the Country Estates/River Road Corridor plan area, especially for sites visible from River Road and along the Ohio River and major streams.

Protection of Large Existing Trees - Additionally, the existing regulations do not offer much protection to large existing trees. An option being used in an increasing number of cities that should be considered is creating parallel regulations that require protection of individual specimen trees (e.g., greater than 24 inch caliper) to the maximum extent practicable with some safety valves to accommodate development on smaller sites. For example, Clayton, Missouri, (a suburb of St. Louis) allows removal of larger trees, but requires mitigation on-site on a caliper inch/caliper inch basis (e.g., if a tree with 36-inch caliper is removed, it could be replaced with nine trees with 4-inch calipers). As an option, the developer can make an in-lieu contribution to a municipal tree planting fund. Most modern tree protection ordinances also give credit against any landscaping requirements for any specimen trees that are preserved on site.



Development in the HPP Area

Land Development Code (LDC)/Zoning Districts/Form Districts

- Louisville Metro’s LDC establishes a state-of-the-art two-tier system to address land uses, density/intensity, and development form on each parcel of land. The LDC contains a typical framework of zone districts that address uses and intensity, and a unique overlay system of “form” districts that addresses issues such as building orientation and dimensional standards (height, setbacks, build-to lines.). The boundaries of the zoning and form districts are not always contiguous throughout the city; they sometimes overlap and these differences are often due to differences in character and physical barriers.
- With regard to zoning districts, the HPP area is a mosaic with residential districts predominating. Much of the area is zoned for 4 units/acre (R4), a surprisingly high density for a semi-rural area. Some areas along the Ohio River are zoned for higher density multi-family (30+ units/acre).
- Additionally, most of the HPP study area has been designated, by default, a Traditional Neighborhood Form District. This was done because at the time the form district regime was put in place, time constraints prevented the creation of a

more appropriate form district for rural areas. This state of affairs suggests the need for several significant changes in both the underlying zoning and form districts.

Rezoning to Lower Density

- The HPP recommends rezoning to lower density residential or agricultural zone districts that are more appropriate for a semi-rural area. If the large tracts of R4 zoning and the spot multi-family zoning in the study area are retained, preservation of the area’s character will be difficult at best.
- The Plan encourages the development of a neighborhood or small area plan to foster support for down-zoning. The Plan recommends that any neighborhood or small area planning process in the HPP area seriously consider a significant reduction of allowable residential densities. This is especially recommended on and around significant historic properties, such as Belleview and along the Ohio River. Both the Wolf Pen Branch and Mockingbird Valley Neighborhood Plans took such an approach, among other implementation tools.

New Form District/Form District Revision/s – Given Louisville Metro’s two-tier zone district/form district system, the lack of an appropriate form district is a significant gap that must be filled. A new form district might emulate a cluster/conservation subdivision model (density on a site transferred to a more dense cluster surrounded by open space) or a pure rural residential form that utilizes alternatives like screening, integration, and clustering to promote compatible development and maintain significant tracts of open space.

- A new form district requires changes to the Comprehensive Plan, which may or may not be politically or administratively achievable. An alternative to a new form district may be revision/s to an existing form district that provides for the desired character identified in the HPP, as well as the development of new standards for the revised form.
- Recommend Louisville Metro, the City of Prospect and appropriate community stakeholders assess the viability of the new conservation subdivision regulations (presently being drafted) as to its effectiveness in maintaining the density and open space character of the HPP area, and that Louisville Metro and the City of Prospect adopt the regulations, if they achieve community and HPP goals.

- HPP strongly encourages Louisville Metro and the City of Prospect to evaluate whether the conservation subdivision regulations currently being drafted, and/or revision/s to an existing form district are sufficient to achieve the goals of the HPP with regard to maintaining the community character goals of the HPP. If the evaluation determines these tools to not be sufficient, the HPP strongly encourages the development and adoption of tailored form district(s) for the Country Estates/River Road Corridor.

Karst Regulations – Recommend that Louisville Metro develop and adopt regulations to fulfill intent of having a placeholder for such regulations in the LDC, and concurrently provide a mechanism to control land use associated with this character-defining cultural landscape feature in the HPP area.



Neighborhood Character Detail in Country Estates

Neighborhood Character - This HPP contains an extensive discussion regarding protection of the notable features and character of the Country Estates/River Road Corridor (historic and architecturally significant buildings, tree canopy, open agricultural areas, river views, etc.). Currently, there are several National Register Historic Districts, individually listed National Register properties, and districts and properties determined eligible for listing on the National Register. However, there are no local historic districts or local landmark designations in place in this area that carry with them protective standards and procedures. Protections associated with National Register do not extend to local development projects for the most part, unless federal funds or approvals are involved.

- The current protections for historic properties in the HPP area, when viewed in the context of the goals and recommendations of the HPP, suggest the need for some significant additional standards and guidelines.
- In 1997, Louisville adopted a new landmarks ordinance that establishes clear procedures for designation of local districts and creation of neighborhood-based architectural review committees to review demolitions, exterior alterations of existing buildings, and new construction in historic districts. A future neighborhood planning process for the Country Estates/River Road Corridor can help support and accelerate designation efforts. The landmarks ordinance requires that boundaries of the district be carefully drawn and that preservation guidelines be developed on the basis of recommendations of neighborhood property owners to address neighborhood character. Review standards and guidelines will likely need to be carefully tailored to disparate character areas within the HPP. The neighborhood plan work program should include these tasks as a way to support and accelerate designation.

Archaeology Guidelines – Recommend Louisville Metro incorporate Archeology Guidelines (presently adopted within the Clifton Neighborhood Guidelines) into the Louisville Landmarks Commission' Standard Design Guidelines. Archaeological resources are often fragile and always non-renewable; once disturbed, archaeological resources cannot be replaced. Previous archaeological investigation has shown that important archaeological resources exist in the area. Any kind of

disturbance or construction has the potential to erase these deposits and remove any opportunity for their study. These guidelines could be utilized to coordinate archaeological investigation ahead of planned ground disturbance or development.

Cultural Landscape Guidelines – Recommend that cultural landscape guidelines presently in place for the Clifton Historic District (Louisville Local Historic District) be reviewed, and modified as needed, to protect cultural landscapes for any new local designations in the HPP area.

Residential Site Design Standards - (See following discussion in section on Country Estates).

HPP Implementation Task Force – Recommend that Louisville Metro, with guidance from PDS, the Planning Commission and the KHPAT, appoint a task force to guide and support the implementation of HPP recommendations.

Neighborhood Plans/Small Area Plans

- Neighborhood or Small Area Plans are two of the most operative tools available to implement multiple goals in the HPP. However, several municipalities and numerous neighborhoods are present throughout the HPP area, and the parameters of the HPP process did not provide for the level of community input and City involvement that would be necessary to identify valid neighborhood/small area boundaries for the purpose of preparing such plans. An appropriate process needs to be developed to address this issue, perhaps through the above recommended HPP Implementation Task Force.
- Recommend that the City of Prospect, and Indian Hills review neighborhood plans as they are developed, along with the existing Wolf Pen Branch and Mockingbird Valley and consider incorporation of similar land use recommendations into their respective land use regulations.

Interim Development Controls – Considering the already existing growth pressure and the potential for significant additional residential development in the HPP area, coupled with potential growth-generating impacts of the Ohio Bridges project - the HPP recommends that Louisville Metro and the City of Prospect consider adopting interim development controls in the HPP area until new land-use regulations can be put in place.

- It may take 10- to 18-months to complete a neighborhood or small area plan (according to the *Neighborhood Plan Guidebook*), the plan must be adopted, and then the LDC must be amended to implement a neighborhood or small area plan. In the interim, significant buildings are likely to be either demolished or damaged, and the rural character of the existing HPP will be further eroded.
- Interim development controls are typically a more palatable alternative than a development moratorium. Such controls usually establish a heightened staff and planning commission review process based on interim design and land use standards (e.g., application of interim demolition controls).

River Road Corridor

Historic Preservation Plan Goal: To preserve the character that defines River Road, e.g. narrow, curving, two-lane road, with open space vistas (parks and agricultural use), viewsheds (varied from direct views to the Ohio River, across open space to early Ohio River recreational communities, and across open space/agricultural fields to the bluffs above the lower terrace), and that is presently demonstrative of limited commercial and residential development adjacent to the road.

National Scenic Byway Designation - In addition to recommendations made in other elements of the plan with regard to open space along River Road associated with the Country Estates Historic District, and viewsheds to-and-from River Road, the HPP recommends:

- Encourage Louisville Metro and other stakeholders to match funding to prepare a River Road Scenic Byway Corridor Management Plan, e.g. prepare an RFP, and hire consultant/s to develop the management plan, as a necessary preliminary step in designating Upper River Road as a National Scenic Byway. The Corridor Management Plan should:
 - Addresses the history, significance, and preservation of critical features of the roadway character, and to include features such as the Goose Creek Bridge associated with an earlier River Road alignment;
 - Recommend specific improvements to enhance the roadway character, in a form that is compatible with the existing character of the historic district;
 - Make recommendations for enhanced public access; and
 - Identify standards for new development that protects the scenic values of the roadway corridor.
- HPP encourages Louisville Metro and other stakeholders to develop the nomination, once the management plan is complete (per the process), and heartily pursue designation of the Upper River Road Corridor as a National Scenic Byway;
- Consider inclusion of Wolf Pen Branch Road and Mint Spring Branch Road as part of this National Scenic Byway designation, as it is a recommendation of the Wolf Pen Branch Neighborhood Plan to secure scenic highway designation for Wolf Pen Branch Road, if appropriate.

Stream/View Protection - The HPP identifies the Ohio River and its tributaries in the area as important character-defining features in other sections of this plan. The HPP encourages Louisville Metro to develop and utilize special district regulations for the Ohio River Corridor as identified in Special District Objectives of Cornerstone 2020, A2.7.

- The HPP recommends that Louisville Metro consider strengthening local protective regulations. These stream protection recommendations might echo those in plans adopted by other cities in the United States such as Austin, Texas; Fort Collins, Colorado; and Portland, Oregon.
- In other jurisdictions, one of the primary tools used to accomplish these objectives is a specially tailored overlay district with development regulations that address each of the primary recommendations contained in the HPP. For example, Fort Collins, CO, requires that all development set back a specified distance from the Poudre River and that damaged stream banks be restored as part of any development. Other communities, such as San Antonio, expect streamside development to provide access or trails along the river and to orient buildings so that they do not turn their backs on these community resources.
- The Louisville Metro LDC already contains a good precedent for such an overlay district in its Floyd Forks Development Review Overlay District (LDC Chapter 3.1-1). Floyd's Fork is a major stream in the fast-growing southeast quadrant of the metro area, and the overlay standards provide special protections for this important natural resource that could be modeled here.

Parkway District – Recommend Louisville Metro consider a parkway district overlay for Upper River Road, utilizing the information in this HPP and the proposed River Road Cultural Landscape Management Plan to guide the preparation of development requirements stipulated in the overlay.

Wolf Pen Branch Corridor

Historic Preservation Plan Goal: To preserve the character of Wolf Pen Branch Road, e.g. scenic, rural, narrow, curving and undulating, two-lane road, with dense tree canopy, mature trees, steep banks, minimal shoulders, limited access and limited commercial development.

Wolf Pen Branch Neighborhood Plan - The recommendations made in the Wolf Pen Branch Neighborhood Plan are fully supported by the HPP; implementation of the specific items listed below are encouraged to achieve the goals and objectives of the HPP.

- The Neighborhood Plan recommends that the character of Wolf Pen Branch Road and Mint Spring Branch Road be maintained by preserving the alignment and width of the existing roadway. New development within the neighborhood should conform to the existing scenic roadway alignment, be compatible with the existing rural residential development pattern and safeguard the scenic, environmental, historic and cultural resources of the Wolf Pen Neighborhood. Chamberlain Lane should be enhanced as a transition roadway within the Wolf Pen Branch neighborhood. Strategies for implementation were grouped under four recommendations:
 - *Scenic Roadway Designation* - Create a scenic roadway for all of Wolf Pen Branch Road. The HPP supports this recommendation and encourages local leadership that is engaged in the nomination of River Road as a National Scenic Byway, to consider including these transportation corridors in the designation, if appropriate and eligible.
 - *New Form District* - Establish a Task Force to develop guidelines and policies for a new rural residential form district for application throughout Jefferson County that promotes historic and environmental sensitivity and focuses on the preservation of the character defining elements within its rural communities. The HPP encourages the City of Prospect and Louisville Metro to develop, review and adopt such guidelines within its jurisdiction.
 - *Conservation Subdivision* - Include a conservation subdivision provision in the LDC to promote flexible, creative design to preserve open space, minimize impacts to adjoining neighbors, enhance scenic corridor view sheds and protect historic, cultural, and archeological and natural resources. This provision shall maintain or decrease present densities and allow smaller lot sizes to be balanced by permanently protected open spaces. The HPP encourages the City of Prospect and Louisville Metro to develop, review and adopt such a provision.
 - *Communication with Utilities* - Establish a methodology for communication with utility companies regarding future expansion and solutions to minimize construction impacts.

Specific Recommendations – these specific recommendations are cited in the Wolf Pen Branch Neighborhood Plan, they are fully in keeping with the goals and objectives of this HPP, and include:

- Maintain the existing rural 2-lane road width, alignment and landscape character along Wolf Pen Branch Rd. Improve public safety while eliminating curbing, sidewalks and excessive pavement widening.
- Encourage low density housing patterns and cluster lots to protect steep hillsides, streams, mature tree canopy and the rural character.
- Encourage woodland/tree canopy protection and replanting of removed trees with native hardwoods.
- Preserve existing viewsheds and vistas.
- Preserve the established pattern of home setbacks and orientations.
- Restore and protect historic and cultural resources within the area.
- Ensure compatibility of materials and dimensions of architectural features (fences, walls, signage, signature entrances, etc.,) with those historically established in the area.
- Encourage healthy stream water quality, velocity and volume of the Wolf Pen Branch watershed.

African American Heritage

Historic resources associated with African American heritage are not directly effected by the Project. However, due to archaeological and historical research conducted through Project activity, and through the development of this HPP – new information with regard to African American settlement and community history has been brought to light. Interpretation of this heritage is not specified in the FAMOA, and is not a requirement of the Project. However, the HPP has recommended the Project develop an Interpretive Plan for the area that includes an African American Heritage element.

Education/Interpretation

Interpretive Plan – Recommend that the Project develop an Interpretive Plan that: 1) identifies key themes, and sub-themes related to the historic properties in the Project area; 2) defines critical resources that deserve some form of interpretation; 3) develops appropriate methods for implementing interpretive signage, such as outdoor wayside exhibits/signs; and 4) develops the exhibit/signage content.

Public Education

- Recommend that local and statewide historic preservation/history groups, KHC, Louisville Landmarks, or some other appropriate and interested entity consider developing and conducting an educational presentation on the historical significance of the individual properties identified in the FAMOA.
- Further recommend that property owners and the community at-large be invited to this presentation, and that the content of the presentation address historic context and the role these individual properties play in the community history.
- Throughout the Individual Properties section of this chapter, the HPP makes recommendations regarding educational programs for property owners to address incentives and tools to preserve historic resources, including: local historic district ordinances, the National Register of Historic Places, the Kentucky Historic Rehabilitation Tax Credit and the Federal Rehabilitation Tax Credit, preservation and conservation easements, the Kentucky Main Street Program and other programs and tools. The audience, purpose and content for these educational programs are cited more specifically in association with the historic resource/s.

African American Heritage Element of Interpretive Plan – A key theme to be developed in the Interpretive Plan is the story of African American settlement and community, from the Harrods Creek area to the Jacob School and the James T. Taylor Subdivision.

- The African American Heritage element of the Interpretive Plan would further develop themes and sub-themes identified by Miller, develop wayside exhibit content, and identify the best locations for interpretive signage.
- Recommend that a public education workshop be conducted at the Jefferson Jacob School (Rosenwald School) on African American settlement and community history in the area, perhaps combined with the recommended Rosenwald School symposium.
- In the event that the Project prepares an Interpretive Plan with the African American Heritage element, the HPP recommends that community leadership assume the initiative to implement wayside exhibits and other interpretive plan recommendations.
- In the event that the Project does not prepare the Interpretive Plan, the HPP recommends that community leadership assume the initiative to prepare an interpretive plan for African American Heritage, and subsequently implement the plan.
- Recommend a Rosenwald School Symposium to be conducted at the Jefferson Jacob School, drawing on the Rosenwald School Initiative of the National Trust for Historic Preservation, to educate the public and garner interest and support for building maintenance, rehabilitation and long-term preservation.

Individual Properties

Country Estates of River Road Historic District

Interurban Line Amendment to the National Register Nomination - Recommend an amendment to identify the Interurban rail line as a contributing resource to the Country Estates Historic District National Register nomination. The amendment process would include deed research to determine current property ownership and the extant nature of the alignment, and assess the integrity of the resource. This amendment will also provide additional information to tell the story of the Interurban through educational programs, tours and interpretive signage.

Interurban Multiple Property National Register Nomination – Given that there are representative elements of the Interurban that are recognizable within the HPP area, and that are located outside of the Country Estates Historic District - an appropriate alternative to amending the NR nomination may be to develop the historic context for a multiple property nomination for the remaining elements of the original alignment.

Re-zone to Lower Density and New Form Districts

- Recommend Louisville Metro and community stakeholders assess the viability of new conservation subdivision regulations (being drafted) as to their effectiveness in maintaining the density and open space character of the district. (Also see discussion in preceding section on LDC/Zoning Districts/Form Districts).
- If the new conservation subdivision regulations are not sufficient, recommend that Louisville Metro revise an existing form district, accompanied by relevant standards, or develop and adopt a new form district/s specifically designed to protect the landscape character of the district.



Landscape in the Country Estates Historic District

Landscape Design Standards - There is an opportunity to maintain the existing landscape character within the district and not allow encroachment of new residential or commercial development in these areas that diminish or destroy this character. Design standards that respect and maintain this unique landscape character is a regulatory option.

- It is likely, given existing zoning in the area, that new residential developments will be proposed in open space around existing historic properties. Unless carefully controlled, such development could easily destroy the existing landscape character of the area.
- In similar situations, jurisdictions such as Franklin, Tennessee (a fast-growing suburb of Nashville with country estates in rural settings), have adopted innovative regulations and site development standards that provide a range of options for ensuring compatibility between new residential projects and historic properties. These include, for example, screening, integrating, and other site design options (e.g., retention of historic fencing and walls and other character defining features, tree protection, and farm compound cluster options).

Design Standards for New Residential Development - New development should be in character with existing development and there is an opportunity to regulate this

through design standards. Implementation of mandatory design standards for new residential development within the district that includes architectural materials similar to those existing in the district is another option.



New Addition in the Country Estates Historic District

Design Standards for New Commercial Development - There is an opportunity to regulate the scale and style of new commercial development within the district. HPP recommends consideration of appropriate commercial development standards as part of a new Metro Louisville form district for the area.

Local Historic District Ordinance - One viable long-term method of ensuring protection is through a local historic district ordinance, which regulates new construction and existing building alteration. Recommend educational program regarding historic preservation ordinance for property owners, and seek community input on the level of support for adoption of an ordinance. This process could be conducted as part of a neighborhood plan process. It should be noted that a local landmark designation is not as permanent as a deed restriction tied to a preservation easement, as local designation may be changed as a result of political pressure.

Individual Local Landmark Designation - An alternative to designating the entire Country Estates Historic District as a local district would be for individual property owners to obtain local landmark designation. The property owner can initiate the designation process simply by making the request of Louisville Landmarks. HPP further recommends the educational program recommended above and any preservation conversations with individual property owners include a discussion with the property owner regarding the Kentucky Historic Preservation Tax Credit.

Conservation Easements/Agricultural District

- Promote voluntary conservation easements, and membership in an agricultural district as a means to protect open agricultural lands. The donations of easements are the most cost effective method of preserving open space; purchase of easements for critical or highly threatened properties should be considered by non-profit organizations and governmental bodies.
- The donation of an easement provides the owner with a substantial charitable contribution tax deduction, generally lowered property taxes due to the partial diminishment of the land's value as far as its potential for development, and a safeguard against inheritance and estate taxes. The sale or donation of an agricultural easement in tandem with a conservation easement is another possibility for those who want to continue farming their land. Of course, owners also have the option of selling or donating the land to a nonprofit organization, with or without covenants. The owner could make an arrangement with the organization to lease back the farmland for suitable agricultural purposes in keeping with the character of the resources (Stokes et al. 1989).
- Recommend that conservation easements be mapped and available as a GIS layer through the LOJIC system; this information would facilitate the identification of priority parcels for easement donation or purchase.

Preservation Easement - A preservation easement is a voluntary tool that could be applied by individual property owners. A preservation easement is a legally defined partial interest in a property, which defines restrictions on the property's use and/or appearance. The easement can be in effect for a specified number of years or in perpetuity, although only the latter term will allow the landowner to take a charitable contribution tax deduction. The easement can either be donated or sold by the landowner to the easement holder; again, only a donation will qualify the landowner for the tax savings. The charitable contribution deduction is equal to that of the easement's value, which is generally the difference between the property's current value and its subsequent assessment after the easement is put in place. Because the development potential for the property is diminished, the future property tax burden is generally lowered.

- As long as the current property owner agrees to the easement restrictions, a well-written easement document can sufficiently protect the significant qualities of a property. The usual practice of annual monitoring to ascertain the property's condition will become more important with a change in ownership to an uncooperative property owner.
- The easement donation process is greatly facilitated by an agreement in place between the Kentucky Heritage Council (KHC), the state historic preservation office and the Attorney General's office to prepare and administer easement donations. The KHC will provide the services to negotiate and record the baseline characteristics of the property, while the Attorney General's office will prepare the legal documents. While an appraisal is still required in this process, the other fees and professional services are free to the donors.

Kentucky Historic Preservation Tax Credit - Owners of historically contributing property in the National Register Historic District have the opportunity to take advantage of this credit. Recommend education program for property owners regarding the credit along with other tools and benefits to preserving the historic structures and landscapes.

National Historic Landmark (NHL) Designation – Recommend that local preservation interests, in partnership with KHC and the National Park Service, assess potential for NHL designation for the historic district, and pursue designation if viable.

Cultural Landscape Management Plan - The Country Estates of River Road Historic District, listed on the National Register of Historic Places in 1999, contains approximately thirty (30) historic properties that together form one of the most important assemblages of distinct but related contiguous cultural landscapes in the nation. While the estates range in date from approximately 1875 to 1938, the majority of the significant designed landscapes constitute largely early 20th century work by noteworthy designers including Bryant Fleming, the Olmsted Brothers, Arthur Cowell, and Marion Cruger Coffin. Beyond the designed gardens of nationally significant landscape architects, the district is also notable for the overall landscape character of these country estates, many of which were located on the scenic bluffs along the Ohio River and associated linear transportation system, which provided an ideal aesthetic environment and setting.

- Additional protection and guidance may be warranted for all of the estates in the district as they may be affected by secondary Project impacts, regional growth and changes in ownership and stewardship philosophy. Furthermore, the integrity of the individual historic properties directly affects the integrity of the district as whole. For this reason, a district-wide cultural landscape evaluation and strategy is needed to ensure that landowners, planners, and public officials have the information they need to understand which landscape features, materials, and spaces contribute to the character and significance of the Country Estates of River Road Historic District, so they can be appropriately retained and preserved in the future.
- The National Park Service has defined two critical and essential components of preservation practice for cultural landscapes. For individual properties, cultural landscape reports are the foundation of planning and treatment, and including documentation of site history, inventory of existing conditions, evaluation of integrity and significance, and treatment recommendations that recommend physical work consistent with the *Secretary's Standards*. Cultural landscape reports (CLRs) serve two primary functions – they are the principle treatment document for cultural landscapes and the primary tool for long-term management. Second, the *Secretary of the Interior's Standards for the Treatment of Historic Properties*, and *Guidelines for the Treatment of Cultural Landscapes* provides specific principles for preservation, rehabilitation, restoration or reconstruction that address physical work accomplished in a manner that is compatible with the history, character, and significance of the landscape. Therefore, the HPP recommends a Cultural Landscape Management Plan for the Country Estates of River Road Historic District that would generally follow the CLR methodology and further interpret the *Guidelines*, providing preservation principles for the historically significant cultural landscapes in the district.
- The Cultural Landscape Management Plan should be a volunteer project undertaken in collaboration with the landowners, and other interested parties, so that the resulting recommendations are accessible to a diverse

audience, readily-achievable, and meet the educational and preservation objectives of the plan. The CLMP will build on the documentation already completed for the National Register nomination form(s) but contain much more specific recommendations to retain and preserve the integrity of the district as a whole.

- The principal objectives and work product of the CLMP would be to 1) define the unique and distinctive landscape characteristics of the properties in the district, 2) determine which characteristics are most essential to the integrity of the district as a whole, 3) recommend short and long-term landscape management solutions to retain the integrity of the district as a whole; 4) provide preservation principles for the estate landscapes that interpret the NPS *Guidelines for the Treatment of Cultural Landscapes* related to the specific characteristics of the Country Estates of River Road Historic District; and 5) include a public education piece – such as a brochure, preservation manual, or other method suitable for the individual landowners – to help communicate the value and importance of the individual properties relative to the district as a whole.

James T. Taylor/James W. Chandler House

Local Landmark Designation - Recommend consideration of Louisville Landmark designation for this property, or a preservation easement as a desirable alternative.

- Recommend representatives from the local African American community, the Louisville Landmarks, KHC and other relevant and interested groups meet with the property owner to discuss landmark designation.
- The property owner can initiate the designation process simply by making the request of Louisville Landmarks, and also request that the \$500 fee be waived. Further recommend that the discussion with the property owner include the National Register process and the Kentucky Historic Preservation Tax Credit.
- If the property owner is not interested in pursuing landmark designation or a preservation easement, the local African American community and historic preservation interests may choose to secure the required 200 signatures of city residents to initiate the process. While not the optimum approach, a property can be designated a local landmark without owner consent.

National Register Nomination – The local landmark designation or a preservation easement are the best tools to ensure long-term protection of the property's historic character; the primary benefit to being on the National Register, in this case, is access to the Kentucky Historic Preservation Tax Credit. Under the Kentucky credit, a residential property owner would be eligible for a 30% state tax credit for qualified rehabilitation expenditures, not to exceed a total credit of \$60,000, and requires a minimum investment of \$20,000.

Preservation Easement – If the property owner is supportive of mechanisms to ensure the long-term protection of the property's character, the donation of a preservation easement may be preferable to landmark designation, in order for the property owner to take advantage of a deduction in federal taxes for the contribution of the easement. Conversely, an easement has less appraised value if there are restrictions in place through local designation.

Merriwether House

The house, grounds and two remaining rental cabins are important features in telling the story of this property. However, all structures are seriously suffering from lack of maintenance. Since the HPP team began its work, the roofs of both cabins have collapsed and there is a large tree limb lying on top of them. The house exterior is in need of repair and painting. The grounds do not appear to have been cared for in some time. There is a bronze historical marker in the yard.

Historic Structures Report (HSR) – The Revised ROD and the FAMOA do not specifically require the preparation of an HSR. However, the HPP recommends its preparation. The HSR is needed for this property to provide sufficient documentation to guide rehabilitation and restoration of the structures and grounds.

Emergency Stabilization – The cabins are in need of immediate stabilization and at grave risk of being lost. Recommend the African American community, KHC, and relevant and interested local and state organizations meet with the property owners and organize a volunteer work bee supervised by an appropriate historic preservation professional to remove tree limbs and stabilize the structures.

Long-Term Options to Preserve Character - Recommend the African American community, KHC, Louisville Landmarks, and relevant and interested local and state organizations meet with property owner/s to discuss a range of options from emergency stabilization, to longer term strategies listed below:

New Ownership – If of interest to the property owner, recommend partnership strategy to secure new ownership with both the personal commitment and the financial capacity to restore and preserve the character of the property.

Local Landmark Designation - Recommend consideration of Louisville Landmark designation for this property. The current or future property owner could petition Louisville Landmarks directly to initiate the designation process. Local community interests, by ordinance, may initiate the process by securing 200 signatures of city residents.

Kentucky Historic Preservation Tax Credit - As the property is already listed on the National Register, the tax credit would be available to the current owners, or a new owner. Structure/s and site appropriate commercial use would also enable the current owner, or a new owner, to access the federal rehabilitation tax credit.

Preservation Easement – If the property owner is supportive of mechanisms to ensure the long-term protection of the property’s character, the donation of a preservation easement may be preferable to landmark designation, in order for the property owner to take advantage of a deduction in federal taxes for the contribution of the easement.

Harrods Creek Village Historic District

Historic Preservation Plan Goal: To improve the historic character, design and economic viability of the Harrods Creek Village. The National Register eligible historic district consists of eight properties along Harrods Creek, north of the intersection of Wolf Pen Branch and River Road. There is also historical and contemporary association that is not affiliated with African American History. The African American Heritage element of this plan for the village is focused on interpretation, the district and the structures are in need of other historic preservation tools to improve the character and economic strength of the district. Over time, there have been changes to the district and to individual properties in the district that have adversely effected the character of the village. Vacant lots, inappropriate building improvements, and an overall diminished level of integrity make it difficult for the average citizen to recognize and appreciate the village’s historical importance.

Enhancing Community Character and Economic Viability - Recommend representatives of Kentucky Main Street, Louisville Landmarks and other relevant and interested organizations conduct an educational forum with property owners and business owners in the village to discuss a range of options, listed below:

National Register Nomination – Recommend property owners and business owners fund the preparation of a National Register nomination for the village, which was determined eligible during the FEIS phase of the Bridge Project. The HPP further recommends that additional assessment take place in consultation with KHC before pursuing the nomination and incurring the expense. It may be the case that appropriate rehabilitation will be necessary to reclaim enough integrity to secure National Register listing.

Kentucky Historic Preservation Tax Credit and Federal Rehabilitation Tax Credit – National Register status for the village would make a 20% state rehabilitation tax credit, and a 20% federal rehabilitation tax credit available to owners of commercial properties. A 30% state tax credit would be available to residential property owners.

Kentucky Main Street Program/National Main Street Center – Recommend the Kentucky Main Street Program make a presentation regarding the state program and the national center, and with regard to the 4-Point Main Street Approach (Design, Promotion, Organization and Economic Restructuring). Adoption of the Main Street approach by the village property owners and business owners may be the most effective strategy for improving community character and economic vitality of the village.

Local Landmark Designation - Recommend Louisville Landmark designation be explored along with the efficacy of the other options cited above. Design guidelines for the village, developed as a companion to local designation, would serve to guide property owners in making changes to their structures that are appropriate, e.g. maintenance, rehabilitation, restoration and replication.



Jefferson Jacob School, a Rosenwald School

Jacob School Road Historic District and the James T. Taylor Subdivision Historic District

The Jacob School Road Historic District and the James T. Taylor Subdivision Historic District are significant African American housing developments located north of the east end approach corridor, and adjacent to River Road. The neighborhoods are associated with the suburbanization of Louisville and rural African American residential development in the twentieth century. These properties are also associated with individual African American resources identified in the FAMOA, such as the Merriwether House, the James T. Taylor/James W. Chandler House, and Harrods Creek Village. The Jefferson Jacob School is also distinguished as a Rosenwald School.

National Register Nomination – Recommend further assessment of eligibility for the National Register, and preparation of nomination if potential listing is deemed fairly certain. A primary objective of this recommendation is to provide property owners in the neighborhoods with the opportunity to take advantage of the Kentucky Historic Preservation Tax Credit.

Local Landmark Designation - Recommend Louisville Landmarks staff conduct an educational workshop with the residents of both neighborhoods to explain the designation process and its benefits. Recommend the neighborhood residents give due consideration to local designation as a tool to preserve the character of their neighborhoods.

Design Standards for New Residential Development - Recommend community residents and Louisville Metro Planning & Design Services meet to discuss a design overlay that would establish design standards for new residential development within the districts that would preserve the desired community character of the neighborhood, which may be an appropriate or preferred alternative to local landmark designation.

Neighborhood Plan – As the HPP was nearing completion, efforts were initiated to prepare a neighborhood plan for this area following the Louisville Metro neighborhood plan ordinance and process. If the neighborhoods support this concept, the HPP team would encourage preparation and adoption of this plan.

Rosenwald School Symposium – Recommend a Rosenwald School Symposium to be conducted at the Jefferson Jacob School, drawing on the Rosenwald School Initiative of the National Trust for Historic Preservation, to educate the public and garner interest and support for building maintenance, rehabilitation and long-term preservation.

Upper River Road over Harrods Creek Bridge

Utilization of Additional Historical Research - The Bridge Improvement Project MOA stipulates that the existing bridge will be thoroughly recorded and additional historical research will be undertaken to fully document the architecture and history of the bridge, road, and neighborhood. HPP recommends that this research effort be made available and integrated into ongoing planning efforts such as the Cultural Landscape Management Plan for River Road, into the Interpretive Plan or otherwise made available for future interpretation of the corridor, and made accessible to heritage tourism initiatives.

Accommodation of Bicycle Users and Pedestrians – HPP recommends that any future changes to the bridge (subsequent to the bridge widening project referenced above) incorporate a multi-use sidewalk or bike lane to accommodate pedestrian and bicycle use along both sides of River Road. The challenge with these elements is that they will increase the overall width and mass of the bridge deck, which may in turn impact the viewshed from the Merriwether House.

Allison-Barrickman

Stabilization of Historic Farm Structures, Maintenance of Cemetery and Vernacular Landscape

- Recommend KHC, Louisville Landmarks, the City of Prospect and/or a local preservation organization meet with property owners to offer technical assistance, and also encourage property owners to stabilize and maintain properties.
- In Chapter 6, the HPP recommended that the Project prepare a Cultural Landscape Report (CLR) and Treatment Plan to inform the placement of the conservation easement. Further recommend that the CLR include the cemetery, document the history of the site and the extant features, and provide appropriate recommendations for vegetation management, particularly for existing volunteer growth that threatens the extant features.
- Recommend emergency treatment at the cemetery, e.g. the thinning of honeysuckle, and the removal of threatening tree limbs and unsafe trees by the property owner, or through volunteer community action with property owner permission.
- Recommend that the City of Prospect consider a public/private partnership with a nonprofit to secure financial assistance, and that the property owner give consideration to initiating a management agreement with a public or private entity to assume maintenance of the cemetery, if not viable for property owner.
- **Conservation Easements**
 - In the event that the respective property owners of the Allison-Barrickman residence, and of the open space bordered by US 42 and Wolf Pen Branch Road do not allow the purchase of easements on their property by the Project, as identified in the FAMOA – the HPP encourages the City of Prospect and local interest groups to further educate and encourage these property owners to reconsider allowing the purchase of easements on their property. The HPP further recommends that if these efforts are not successful, that these same stakeholders continue to work with the property owners to ensure the preservation of historic structures and open space.

- In the event that the Project does not pursue the purchase of an easement for the open space across from Green Spring – the HPP encourages the City of Prospect to consider purchase of an easement on this property.
- Development of any conservation easements in this area should provide sufficient flexibility to achieve the recovery of the agricultural landscape, and require sufficient on-site maintenance to retain the landscape in good condition, such as appropriate provisions for removal of invasive volunteer vegetation.

Outlying Village Form District, City of Prospect – HPP strongly supports the initiative by the City of Prospect to develop and adopt an outlying village form district for the area which includes the Allison Barrickman National Register property, the area determined eligible for the National Register and associated historic resources, and the associated former agricultural fields. All of these properties are within the municipal boundaries of Prospect and adoption of this form district would restrict development types and reduce development density.

Restoration of Agricultural Landscape

- HPP recommends the City of Prospect consider creative initiatives in partnership with the American Farmland Trust (and other partners) to secure conservation easements, and/or purchase of open space as necessary, and to implement strategies to restore the agricultural landscape and establish operating farm activities that connect food, citizens and community – tapping demonstrated national interest in local harvests and local markets.
- The Cultural Landscape Report, referenced earlier, should also consider the feasibility opportunities and alternatives for re-establishing the open agricultural fields associated with the farmstead, which are currently in the process of succession into woodland.

St. Francis in the Fields Church

US 42 and Wolf Pen Branch Road – Implementation of the Wolf Pen Branch Neighborhood Plan will help to ensure that the character of Wolf Pen Branch Road, adjacent to the property, will be protected. However, pressure for highway widening and commercial strip development remains adjacent to US 42.

Development and Preservation Standards - There is an opportunity to work with St. Francis of the Fields Church to create both development and preservation standards that would prohibit development at this gateway corner.

- Recommend the development and adoption of overlay standards for the US 42 corridor that would regulate this area and protect the character of the Olmsted Brothers landscape.
- Recommend the property owner create a preservation plan for the property to preserve the existing character of the site from future development.
- Recommend using the CLR methodology to evaluate the integrity of the Olmsted Brothers designed landscape and include preparation of a cultural landscape treatment plan as foundation for the preservation plan.

Belleview

Conservation Easement/Preservation Easement

- In the event that the Project does not pursue the purchase of preservation and conservation easements for these properties – the HPP encourages local easement holding organizations to work with the property owners in an effort to secure donation or purchase of easements, to the extent feasible for these organizations.
- Priority should be given to a conservation easement to preserve the only remaining Gentleman Farm property type in the Project area.
- Development of the conservation easement on the land should provide sufficient flexibility to achieve the ongoing use of the property for agricultural purposes. Provisions for appropriate changes to active crops, animal grazing, or

future leasing of fields should be addressed in the easement so that it does not preclude future agricultural use if there is a change in ownership. Activities and support facilities needed to perform sufficient on-site maintenance such as appropriate provisions for the removal of invasive or volunteer vegetation should be addressed in the easement documents.

- Preservation Easement – Development of a Preservation Easement for portions of the property should provide a long-term strategy for both the retention of the contributing resources associated with the historic property defined in the existing National Register nomination, as well as accommodating potential changes desired to accommodate the residential needs of a new owner, using the *Secretary's Standards for Rehabilitation* as a guiding principle for future changes.

Cultural Landscape Report - Recommend the preparation of a CLR (site history, existing conditions, and integrity analysis) and Treatment Plan that expands the National Register nomination by documenting the history of the Belleview landscape and its extant historic features, and which provides appropriate recommendations for field and vegetation management to preserve the character of the property as a 19th century gentleman's farm. This document would provide appropriate documentation for the conservation easement.

Agricultural District - The property owners were one of several original applicants to a 454-acre district (Ag District #056-03) that was approved in 1985, and renewed in 1989. The Belleview landowners withdrew from the district sometime after 1989. The HPP recommends that the landowners reconsider and file a new petition to re-establish the district to further promote the continued agricultural use of these farmlands. The Belleview property is contiguous to the presently configured agricultural district and the Belleview land is currently used for livestock grazing. The petitioning for a new agricultural district may be undertaken at any time.

Rosewell

While these recommendations are substantially recommended to be implemented by KYTC, they are repeated here because they have non-profit and private sector implications.

Treatment Plan and Cultural Landscape Report - Recommend that KYTC provide these recommended reports to any future property owner to guide their maintenance and treatment of the structures and landscape.

Marketing Plan & Materials

- Recommend that KYTC prepare marketing materials and a marketing plan to attract prospective private owners with an appreciation and commitment to preserving the historic character of the historic structures and the landscape. In the event that no viable private property owners step forward - recommend that KYTC prepare and distribute a call for proposals from non-profit organizations interested in acquiring ownership of Rosewell (per FAMOA Stipulation III.P.3.).



Rosewell & New Development Within East End Approach Right-of-Way



Historic Property in Nitta Yuma Historic District

CHAPTER 8: OVERALL SUMMARY OF IMPLEMENTATION RECOMMENDATIONS



This chapter of the HPP provides a summary of the implementation recommendations for East End Approach, Chapter 6, and the implementation recommendations for Community Character in Chapter 7. These two chapters were intentionally segregated earlier in the HPP because Chapter 6 recommendations would be primarily implemented by the Ohio River Bridges Project, and the implementation of the recommendations in Chapter 7 rely heavily on state or local government, public agencies, nonprofit organizations and other public and private sector entities, as opposed to being primarily a Project responsibility. The intended purpose of providing a summary of Chapters 6 & 7 is so that the reader/reviewer may readily identify the majority of the HPP recommendations, regardless of implementation responsibility. Some of the recommendations are not geography or historic resource specific, but rather are to be applied more broadly either to context sensitive solutions, or with regard to preserving community character. Recommendations for historic districts or individual historic properties that were previously presented in either Chapter 6 or 7 have been combined and listed under that particular historic district or historic property.

Noise Abatement

- Recommend that alternatives to high noise barriers in areas of public view be given every consideration by the Project. Alternative measures, as listed in the FAMOA, include: “state-of-the-art methods and systems to minimize adverse noise effects. . .such as innovative pavement designs, bridge decks and joints, . . .”

Sound Barriers - Installing sound barriers to decrease noise is in direct conflict with the HPP objective of minimizing visual impact – the higher the sound barrier, the more visual impact.

- Recommend that higher priority be given to visual impact of sound barriers in the public viewshed, as opposed to noise attenuation.
 - Recommend that noise walls incorporate the most technologically advanced engineering to provide the greatest benefit with the least mass and scale.
 - Soil berming should be considered as a preferred alternative for noise attenuation, where adequate acreage is available.
- Recommend that where sound barriers are installed that the design build team incorporate design elements utilizing character defining features of the associated cultural landscape, e.g. structures, designed landscapes, and natural features. Further recommend that noise walls be constructed with façade materials of local fieldstone or limestone veneer that simulates the naturally occurring local rock.
- Recommend that sound barriers not within the public viewshed, such as the Shadow Wood subdivision and Bridgepointe neighborhoods (above the deep cut at each portal respectively), be developed by INDOT in consultation with the respective communities, and with less concern for visual impact to viewshed. However, with regard to Bridgepointe a premium should be placed on preserving the green buffer characteristic common to this area of the City of Prospect.

Barriers and Retaining Walls - Recommend that road barriers and retaining walls incorporate materials and colors native to the area. Generally, walls of local fieldstone would be most appropriate, recommend limestone blocks as much as feasible, as opposed to limestone veneer.

Blasting and Vibration

- Recommend that geologic testing for the Drumanard Tunnel, conducted to analyze impact on hydrology and karst topography, be assessed to include potential impact on all the properties listed below.
 - In addition to Drumanard Historic District, the Strater House property, St. Francis in the Fields and Nitta Yuma – as this area contains sink holes and karst topography.
 - These geologic features are an identified characteristic in the historic context, and further assessment of potential impacts from tunnel construction, utilizing geologic data, is deemed relevant for historical considerations with regard to the cultural landscape and for environmental considerations.
- FAMOA Stipulation III.M.5. – prior to initiating construction activities, KYTC shall ensure that construction contractors shall develop and implement blasting/vibration plans. . .to avoid damage to the listed and eligible (historic) properties.
- FAMOA Stipulation II.L.1. – KYTC shall ensure that construction blasting/vibration plans and bridge pier construction shall be developed by their contractor(s) prior to. . .activities that would require blasting or result in vibration.
- FAMOA Stipulation II.L.2. – these plans shall include provisions for pre- and post-construction surveys, construction monitoring, and other measures to minimize harm to historic properties.
- Drumanard, Rosewell, Allison-Barrickman and Bellevue - a blasting and vibration plan is specifically identified in the FAMOA for each of these properties, or portions of these properties.
- Recommend INDOT ensure that property owners included in the blasting and vibration plans are contacted directly and fully informed as to the process for survey and monitoring, determination of damage and responsibility for repair following the Secretary of the Interior’s Standards for Rehabilitation.

Lighting

- Recommend that roadway lighting, in the cut approaching the south portal, be integrated into the walls rather than installing overhead lights.
- HPP strongly supports the stipulation in FAMOA, Section II.D., “. . .lighting within viewshed. . .shall be designed and constructed to minimize the dispersion of light beyond the highway right of way. . .”
- Recommend that selection of lighting support structures utilize technologies available to avoid shiny galvanized steel appearance and reduce glare – consider earthen tones that complement surrounding landscape or tones that blend into the sky, as relevant and appropriate, and that fit well with overall design treatment in the east end approach.

Screening Measures - Screening measures to minimize visual impact of the east-end approach adjacent to the alignment, and within the Project right-of-way are encouraged so long as:

- Design treatment should reflect the historic character of each historic property, including both their designed and vernacular landscape, as well as character-defining views from contributing structures;
- New screen planting should incorporate existing agricultural fencerows and woodlots, and integrate seamlessly into the existing historic field pattern, where appropriate;

- Original landscape design plans for the historic properties should be reviewed and serve as a guide in determining the final design for the new screen planting;
- Any new screening treatment in the absence of an original landscape plan, should be prepared to reflect the properties characteristic features and evolution of the historic structures, as well as the component vernacular and designed landscapes;
- Plans should be reviewed by a professional historic landscape architect, and follow the *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes*; and,
- Plant material should be carefully selected for the new screen planting so that it is both compatible with the character of the historic properties and sustainable.



Area of East End Approach Over Harrods Creek

Tree Protection & Preservation

Characteristic Vegetation – HPP recommends that municipalities consider changes to local tree ordinances to distinguish characteristic vegetation features that contain mature trees (hedge rows, woodlands, individual specimen trees, formal hedges, street trees, etc.), and provide appropriate provisions for ongoing vegetation management, including removal of invasive, volunteer trees, and selective thinning for view preservation.

Tree Protection Percentage - The HPP recommends increasing the tree protection percentage in the Country Estates Historic District/River Road Corridor plan area, especially for sites visible from River Road and along the Ohio River and major streams.

Protection of Large Existing Trees - Additionally, the existing regulations do not offer much protection to large existing trees. An option being used in an increasing number of cities that should be considered is creating parallel regulations that require protection of individual specimen trees (e.g., greater than 24 inch caliper) to the maximum extent practicable with some safety valves to accommodate development on smaller sites.

- The Project may cut across tree-lined fencerows and woodlots in the terrace and landscaping should encourage the visual continuity of these features. The preservation of trees will enhance screening of highway berms and structure, a public priority. Preservation of existing mature trees requires that the root zone be protected from substantial fill.
- Recommend that Project, through aerial photographs, on-ground photographs and site investigation, document massing, species, and spatial relationship of trees directly effected (removed or damaged) by the east end approach.
- Recommend the replanting of representative mature trees in areas of high visibility directly impacted by the new alignment.
- Recommend that every effort be made in Project design and construction to save mature trees in the Project right-of-way.

Deep Cuts - Retaining walls associated with cuts should utilize natural fieldstone or limestone veneer.

Major Fills - The fill area that is proposed for the Ohio River terrace will constitute a significant change to the level alluvial plain and impact views.

- Recommend efforts to visually segment the linearity and constant elevation of the profile be considered. Designs should consider a raised berm that extends above the road bed to partially obstruct views of vehicles from historic properties. The top elevation of the berm could be undulant to visually break up monotony of the berm.
- Increasing the elevation of the berm profile may require an increase in the horizontal extent of the berm to accommodate natural slope ratios. The side slopes should be contoured to topographically blend into existing drainages, swales and minor ridges.
- Recommend angle of berm sideslopes should be variable and not constricted to 3:1 ratio to break up the scale of the roadway.
- Recommend landscaping of the berm with low maintenance, native species appropriate to the historic cultural setting to further soften the visual impact, and visually blend the berm into existing fencerows and woodlots.

Portal Design

- While public opinion has generally favored a naturalistic treatment of the portals, HPP recommends due consideration be given to the varied architectural features of the principal residences and landscapes within the Country Estates Historic District, and that designers consider a more stylized rather than naturalistic design approach.
- Further recommend consideration of incorporating defining characteristics of the Country Estates into a signature design concept for the portals.
- Recommend use of higher value materials approaching the south portal, foremost along the face of the portal entrance, as viewed from a vehicle approaching the portal, and for areas alongside the approach to the portal (within the deep cut) that are close to, or readily visible from the roadway.

Design Interface of East End Approach with East End Bridge

- The HPP recommends that the primary context sensitive solution for this section of the approach should be the consideration of viewshed impact throughout the Country Estates of River Road Historic District/River Road Corridor and impacts to the Transylvania Beach community (to the extent possible). The design approach should minimize visual effect of the elevated structure through selection of structure type, massing, pier placement, material and color, and smoothly transition into the east end bridge design.
- Taking in to consideration the above priority to minimize visual impact, to the extent possible, design elements should draw from the character defining features of the Country Estates of River Road Historic District, and/or from Belleview and Rosewell.
- Recommended that this section of the east end approach be designed as an element that provides vehicular/bike/pedestrian users (from the multi-use path and the roadway) periodic unobstructed views of the floodplain, and cultural landscapes throughout the Project area within line-of-sight from the east end approach.
- Bollards, dividing walls and barriers, or similar elements, will be required for public safety and these elements present an opportunity to integrate architectural and landscape elements drawn from historic vocabulary of the area.
- Opportunities may be present, depending on the structure type of the east end approach and the new bridge, to integrate limestone, brick and board fences into the design of grade separation between the multi-use path and the roadway, and while enhancing the views from the roadway and the multi-use path.

Signature Entrance into Kentucky – Recommend that any signature entry to Kentucky be located on the new bridge structure before the east end approach begins/ends; bridge type and design should be the major factor in determining appropriate design for a signature entry.



Bellevue on Left and Area of East End Approach

Construction Plans

- Recommend that KYTC or its contractors conduct case-by-case assessment of each proposed work zone to address archaeology as outlined in Stipulation IV of the MOA.
- Recommend that a similar case-by-case assessment be conducted on above ground historic resources within each proposed work zone for historic resources associated vernacular and designed landscape features, such as tree lines, fence rows, culverts, farm lanes, mature specimen trees, drainage ditches and culverts.
- Recommend that the above survey include identification of resources, significance assessment, review of proposed work zone activity, determinations of effect, recommendations of strategies to minimize effects, and implementation of a monitoring program for the duration of the Project undertaking.
- Recommend that pre- and post-construction survey and monitoring meet appropriate professional standards. Further recommend that the identification and assessments of above-ground historic features may be undertaken in conjunction with archaeological survey efforts to maximize efforts and minimize costs.
- Careful consideration must be given to distinguish temporary versus permanent adverse effects to historic properties, designating in the construction plans and contract documents that in all cases, unless otherwise prescribed, permanent change in historic character is not acceptable.
- Strict adherence to a definition that no construction activities can take place in historic districts may limit opportunities to restore historic character, and thus, preclude creative approaches that take strategic advantage of construction activity and tangential cost savings. As an example, construction staging and reclamation post-construction could also serve to remove volunteer vegetation growth and restore agricultural setting.
- Utilization of the lower terrace along River Road, within or adjacent to the Country Estates Historic District, presents a practical potential logistical location for staging and/or construction activities. However, it cannot be done without temporary visual impact as viewed from River Road, or from the bluffs, and would significantly detract from the Public Pastoral Experience identified in this Plan.
 - Recommend that priority be given to locating construction activities on the Ohio River side of River Road, outside of the historic district, and limited to activities that can be screened with appropriate temporary fencing. Additional priority should be given to the selection of sites that are the least visible from the bluffs, due to natural screening and line-of-sight limitations.

Material Transport

- This issue is tied to construction activity - the public concern about material transport is related to concerns about traffic impacts (what routes are used for transport), and to noise (from loading, un-loading and transport of material by heavy equipment).
- These concerns are most appropriately addressed in the construction documents, and the HPP provides recommendations, for inclusion in those documents, that would address material transport concerns that are relevant to historic properties issues and the purview of the HPP.

Water Quality, Water Table & Run-off

- These environmental considerations, with regard to project construction, are delegated to INDOT for the Bridges Project, in accordance with all appropriate local, state and federal regulations.
- At the same time, as natural resources and environmental considerations are so closely intertwined with the cultural landscape throughout the Project area - the HPP does take into consideration these factors and makes such recommendations where appropriate, with regard to Project construction, section design and community character.

Archaeology

- Recommend that INDOT or its contractors conduct case-by-case assessment of each proposed work zone to address archaeology as outlined in Stipulation IV of the FAMOA.
- Recommend close Project adherence to the stipulations in the FAMOA regarding archaeology. Archaeological testing strategies should be prepared and implemented to facilitate eligibility determinations of previously recorded sites, to identify new sites, and provide guidance for construction design.
- The HPP strongly supports the Ohio River Bridges Project commitment to survey and investigate the entire project footprint, which will not be complete for several years.



Residential Development – City of Prospect

- Recommend Louisville Metro incorporate Archaeology guidelines, such as those currently adopted for the Clifton Historic District, into the Louisville Landmarks Commission Standard Design Guidelines.

Interim Development Controls - With the already existing growth pressure and the potential for significant additional residential development in the HPP area, coupled with potential growth-generating impacts of the Ohio Bridges project - the HPP recommends that Louisville Metro and the City of Prospect consider adopting interim development controls in the HPP area until new land-use regulations can be put in place.

Land Development Code/Zoning Districts/Form Districts

Rezoned to Lower Density - The HPP recommends rezoning to lower density residential or agricultural zone districts that are more appropriate for a semi-rural area. The Plan encourages the development of a neighborhood or small area plan to foster support for down-zoning.

New Form District/Form District Revision/s - A new form district might emulate a cluster/conservation subdivision model (density on a site transferred to a more dense

cluster surrounded by open space) or a pure rural residential form that utilizes alternatives like screening, integration, and clustering to promote compatible development and maintain significant tracts of open space.

- An alternative to a new form district may be revision/s to an existing form district that provides for the character identified in the HPP, as well as the development of new standards for the revised form.
- Recommend Louisville Metro, the City of Prospect and appropriate community stakeholders assess the viability of the new conservation subdivision regulations (presently being drafted) as to its effectiveness in maintaining the density and open space character of the HPP area, and that Louisville Metro and the City of Prospect adopt the regulations, if they achieve community and HPP goals.
- HPP strongly encourages Louisville Metro and the City of Prospect to evaluate whether the conservation subdivision regulations currently being drafted, and/or revision/s to an existing form district are sufficient to achieve the goals of the HPP with regard to maintaining the community character goals of the HPP. If the evaluation determines these tools to not be sufficient, the HPP strongly encourages the development and adoption of tailored form district(s) for the Country Estates/River Road Corridor.

Karst Regulations – Recommend that Louisville Metro develop and adopt Karst regulations as provided for in the LDC.

Neighborhood Character

Neighborhood/Small Area Plans and Local Historic Designation - The landmarks ordinance requires that boundaries of the district be carefully drawn and that preservation guidelines be developed on the basis of recommendations of neighborhood property owners to address neighborhood character. Review standards and guidelines will likely need to be carefully tailored to disparate character areas within the HPP. The neighborhood plan work program should include these tasks as a way to support and accelerate designation.

- Several municipalities and numerous neighborhoods are present throughout the HPP area, and the parameters of the HPP process did not provide for the level of community input and city involvement that would be necessary to identify valid neighborhood/small area boundaries for the purpose of preparing such plans. An appropriate process needs to be developed to address this issue, perhaps through the above recommended HPP Implementation Task Force.
- Recommend that the City of Prospect, and Indian Hills review neighborhood plans as they are developed, along with the existing Wolf Pen Branch and Mockingbird Valley and consider incorporation of similar land use recommendations, as appropriate, into their respective lane use regulations.

Archaeology Guidelines – Recommend Louisville Metro adopt Louisville Landmarks Commission Guidelines for Archaeology, which are presently in draft form and would be applied to all local historic districts and local landmarks.

Cultural Landscape Guidelines – Recommend that cultural landscape guidelines presently in place for the Clifton Historic District (Louisville Local District) be reviewed, and modified as needed, to protect cultural landscapes for any new local designations in the HPP area.

HPP Implementation Task Force – Recommend that Louisville Metro, with guidance from PDS, the Planning Commission and the KHPAT, appoint a task force to guide and support implementation of the HPP recommendations.

Residential Site Design Standards - (See discussion in section on Country Estates)

River Road Corridor & Structure over Harrods Creek and River Road

Preserving Character of River Road - The culmination of changes and/or potential changes, on-or-near River Road, related to emergency access, new roadway structure over River Road, widening of the one-lane bridge over Harrods Creek to two-lanes, and the multi-use pathway - present opportunities and challenges for the Project and local units of government.

These elements (all but the Harrods Creek bridge changes are tied to the Project) are located relatively close to each other, and represent significant changes to existing conditions on, or in the vicinity of River Road in this area.

- River Road is a Kentucky Scenic Byway and a potential National Scenic Byway. Thus, Project design considerations in this area are critically important to the travelers experience on River Road, with regard to views of the road and viewsheds from the road.
- Recommend that the Project give due consideration to these factors and exercise extreme effort and creative strategy to arrive at the best context sensitive solutions for this highly sensitive and somewhat congested area of the Project.

Emergency Access, Multi-Use Pathway and Trail Head

- An emergency access road to-from River Road has been identified in the SFEIS.
- Opportunity exists to incorporate the multi-use pathway into the design of the emergency access route, and create a trail head with parking and interpretive signage for pedestrians and bicycle users. The HPP encourages exploration of this design approach.

National Scenic Byway Designation for Upper River Road - In addition to recommendations made in other elements of the plan with regard to open space along River Road associated with the Country Estates Historic District, and viewsheds to-and-from River Road, the HPP recommends:

- Louisville Metro and other stakeholders match funding to prepare a River Road Scenic Byway Corridor Management Plan, prepare an RFP, and hire a consultant to develop the management plan (Draft plan was completed April 2010).
- HPP encourages Louisville Metro and other stakeholders to develop nomination, once the management plan is complete (per the federal process), and pursue designation of the Upper River Road Corridor as a National Scenic Byway;
- Consider inclusion of Wolf Pen Branch Road as part of this National Scenic Byway designation, as it is a recommendation of the Wolf Pen Branch Neighborhood Plan to secure scenic highway designation for Wolf Pen Branch Road, if appropriate.

Stream/View Protection - The HPP encourages Louisville Metro to develop and utilize special district regulations for the Ohio River Corridor as identified in Special District Objectives of Cornerstone 2020, A2.7. The Louisville Metro LDC already contains a good precedent for such an overlay district in its Floyd Forks Development Review Overlay District (LDC Chapter 3.1-1).

Parkway District – Recommend Louisville Metro consider a parkway district overlay for Upper River Road, utilizing the information in this HPP and the River Road Cultural Landscape Management Plan to guide the preparation of development requirements stipulated in the overlay.

Structure over Harrods Creek and River Road

- Recommend the span between piers is maximized in an effort to maintain the open character of Harrods Creek and the viewshed from River Road, and to minimize visual impact of the structure as seen from the Merriwether House and River Road.
- It is recognized that this recommendation, depending on structure type, presents a potential conflict with the HPP recommendation to minimize structure in the public viewshed. Thus, this recommendation presents a potential conflict and a design challenge to the extent that maximizing distance between pier placements will require an increase in mass of the structure.
- Recommend that designers make efforts to balance these considerations, with a priority on minimizing viewshed impacts, as necessary, and also taking into consideration any noise barriers associated with this structure.
- Recommend that design for the structure over Harrods Creek, to the extent possible, consider the incorporation of design elements from the Harrods Creek and Goose Creek Bridges, and possibly the former mill once located near the pier placements for the structure over Harrods Creek.

- Recommend that design treatment of the structure over Harrods Creek is compatible with the design over River Road as it will function as one elevated structure, and suggest that priority be assigned to the design approach over River Road given the significance of the River Road viewshed and high public visibility.
- Recommend that design palette derived from historic bridge character be utilized to inform a modern interpretation rather than attempting to recreate an historic concrete bridge.
- Further recommend that every consideration be given to designing a structure that is more highly designed, perhaps a modern interpretation of classic historic bridge structures. At the same time, recognizing that the HPP's overarching priority for this structure is to minimize visual impact.



HPP Project Team Working in Field

Wolf Pen Branch Road Corridor, Structure over Wolf Pen Branch Road and US 42 Off-Ramp

Preserving Character of Wolf Pen Branch Road - Project changes in the area of Wolf Pen Branch Road, such as the deep cut for proposed I-265 (approaching the south portal, and beneath the current road profile), the temporary Wolf Pen detour (to be located adjacent to the current Wolf Pen alignment), and the removal of some trees and new plantings along Wolf Pen Branch Road – present opportunities and challenges.

- The agricultural field associated with the Allison-Barrickman property will be more visible, and the temporary detour provides an opportunity for the Project to reclaim some of this agricultural land. Removal of mature, but deteriorating trees, adjacent to Wolf Pen presents an opportunity to implement appropriate cultural landscape treatment by replacing these trees with appropriate species that will maintain the historic rural character of Wolf Pen over time.
- Recommend that any Project construction activities that impact Wolf Pen Branch Road, or adjacent to Wolf Pen Branch Road – reflect the recommendations in the Wolf Pen Branch Neighborhood Plan with regard to maintaining the existing scenic, rural character of Wolf Pen Branch Road.
- Recommend the distance between piers, pier span, be maximized resulting in a more open character as experienced from the new roadway as it approaches the south portal
- Recommend the structure on Wolf Pen Branch Road incorporate colors, materials and character defining features identified in the Wolf Pen Branch Neighborhood Plan.
- Recommend that the US 42 off-ramp minimize mass to the extent possible given higher priority to large pier spans. Recommend that the off-ramp incorporate materials that will weather well and blend into the surrounding natural landscape. Landscaping with low-maintenance native species should be used to further integrate the structure into the surrounding environment.

Wolf Pen Branch Neighborhood Plan - The recommendations made in the Wolf Pen Branch Neighborhood Plan are fully supported by the HPP, implementation of the specific recommendations in the Neighborhood Plan are fully in accord with the goals and objectives of this HPP. Moreover, they would serve to advance the recommendations of the HPP.

Education/Interpretation

Interpretive Signage - Interpretive signage that connects residents and visitors to the significance of historic properties and explains their historic context is a valuable mitigation tool, especially in areas where the historic character or integrity is adversely effected by the Project, and that cannot be completely addressed through screening measures or other design approaches. Examples of such properties include: the Merriwether House, Belleview and Rosewell.

- Recommend that design allow for the location of interpretive signage at Transylvania Beach, Harrods Creek, and near River Road overlooking Belleview (possibly in connection with multi-use pathway and potential trailhead/parking location).
- Recommend Project consider interpretive signage placement in the public right-of-way of River Road and Wolf Pen Branch Road for properties individually identified in the FAMOA, wherein the acquisition of an historic preservation easement is specified in the FAMOA, along with interpretive signage, e.g. Drumanard, Allison Barrickman and Rosewell.

Interpretive Plan – Recommend that the Project develop an Interpretive Plan that: 1) identifies key themes, and sub-themes related to the historic properties in the Project area; 2) defines critical resources that deserve some form of interpretation; 3) develops appropriate methods for implementing interpretive signage, such as outdoor wayside exhibits/signs; and 4) develops the exhibit/signage content.

African American Heritage Element of Interpretive Plan – A key theme to be developed in the Interpretive Plan is the story of African American settlement and community, from the Harrods Creek area to the Jacob School and the James T. Taylor Subdivision.

- The African American Heritage element of the Interpretive Plan would further develop themes and sub-themes identified by Miller, develop wayside exhibit content, and identify the best locations for interpretive signage.
- In the event that the Project prepares an Interpretive Plan with the African American Heritage element, the HPP recommends that community leadership assume the initiative to implement wayside exhibits and other interpretive plan recommendations.
- In the event that the Project does not prepare the Interpretive Plan, the HPP recommends that community leadership assume the initiative to prepare an interpretive plan for African American Heritage, and subsequently implement the plan.

Public Education

- Recommend that a public education workshop be conducted at the Jefferson Jacob School (Rosenwald School) on African American settlement and community history in the area, perhaps combined with the Rosenwald School symposium recommended in the following section of the HPP.
- Recommend that Dr. Miller's report on African American settlement in the area be made available to the public for publication and general circulation.
- Recommend that relevant and interested local and statewide preservation and history organizations, KHC, Louisville Landmarks, or some other appropriate and interested entity consider developing and conducting an educational presentation on the historical significance of the individual properties identified in the FAMOA.
- Further recommend that property owners and the community at-large be invited to this presentation, and that the content of the presentation address historic context and the role these individual properties play in the community history.
- HPP makes several recommendations regarding educational programs for property owners regarding incentives and tools to preserve historic resources, including: local historic district ordinances, the National Register of Historic Places, the Kentucky Historic Rehabilitation Tax Credit and the Federal Rehabilitation Tax Credit, preservation and conservation easements, the Kentucky Main Street Program and other programs and tools. The audience, purpose and content for these educational programs are cited more specifically in association with the historic resource/s.

Jacob School Road Historic District and the James T. Taylor Subdivision Historic District

National Register Nomination – Recommend further assessment of eligibility for the National Register, and preparation of nomination if potential listing is deemed fairly certain. A primary objective of this recommendation is to provide property owners with the opportunity to take advantage of the Kentucky Historic Preservation Tax Credit.

Local Landmark Designation - Recommend Louisville Landmarks staff conduct an educational workshop with the residents of both neighborhoods to explain the designation process and its benefits. Recommend the neighborhood residents give due consideration to local designation as a tool to preserve the character of their neighborhoods.

Design Standards for New Residential Development - Recommend community residents and Louisville Metro Planning & Design Services meet to discuss a design overlay that would establish design standards for new residential development within the districts that would preserve the desired community character of the neighborhood.

Rosenwald School Symposium – Recommend a Rosenwald School Symposium to be conducted at the Jefferson Jacob School, drawing on the Rosenwald School Initiative of the National Trust for Historic Preservation, to educate the public and garner interest and support for building maintenance, rehabilitation and long-term preservation.

Neighborhood Plan – As the HPP was nearing completion, efforts were initiated to prepare a neighborhood plan for this area following the Louisville Metro neighborhood plan ordinance and process. If the neighborhoods support this concept, the HPP team would encourage preparation and adoption of this plan, which could incorporate some of the recommendations above.

Interurban Rail Line

Interurban Line Amendment to the National Register Nomination - Recommend an amendment to identify the Interurban rail line as a contributing resource to the Country Estates Historic District National Register nomination.

Interurban Multiple Property National Register Nomination – Given that there are representative elements of the Interurban that are located outside of the Country Estates Historic District - an appropriate alternative to amending the NR nomination may be to develop the historic context for a multiple property nomination for the remaining elements of the original alignment.

Individual Properties Identified in the FAMOA

Country Estates of River Road Historic District

Screening Views of East End Approach - HPP recommendations regarding screening of properties in the Country Estates Historic District are as follows:

- Any screening of views of the east end approach at historic properties on the bluffs, should respect the importance of viewsheds defined in the historic context, National Register listing, and as defined in this Plan as the Public Pastoral Experience.
- Screening should reflect historic character of the site and the designed landscape, and should incorporate existing agricultural fencerows and woodlots where appropriate.
- Original designed landscape plans should be reviewed to determine the extent of their implementation, and utilized to assess how much the present-day landscape reflects the design plans. Opportunity to complete original plans and also serve screening objectives should be pursued whenever possible.

- Any screening treatment, in the absence of an original design plan, should be prepared to reflect the properties characteristic features and the evolution of structures and landscape treatment on a case-by-case basis.
- Treatment Plans should be reviewed by a professional historic landscape architect, and follow the Secretary of Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes.

Re-zone to Lower Density and New Form Districts

- Recommend Louisville Metro and community stakeholders assess the viability of new conservation subdivision regulations (being drafted) as to their effectiveness in maintaining the density and open space character of the district. (Also see earlier recommendations in LDC/Zoning Districts/Form Districts).
- If the new conservation subdivision regulations are not sufficient, recommend that Louisville Metro revise an existing form district, accompanied by relevant standards, or develop and adopt a new form district/s specifically designed to protect the landscape character of the district.

Landscape Design Standards - Design standards that respect and maintain this unique landscape character is a regulatory option, and an alternative to a local historic district ordinance, such as the Franklin, TN example discussed in Chapter 7.

Design Standards for New Residential Development - Implementation of mandatory design standards for new residential development within the district that includes architectural materials similar to those existing in the district is another option.

Design Standards for New Commercial Development - Consider implementation of appropriate commercial development standards as part of a new Metro Louisville form district for the area.

Conservation Easements/Agricultural District

- Promote voluntary conservation easements, and membership in an agricultural district as a means to protect open space/agricultural lands.
- Recommend that conservation easements be mapped and available as a GIS layer through the LOJIC system; this information would facilitate the identification of priority parcels for easement donation or purchase.

Local Historic District Ordinance - One viable long-term method of ensuring protection is through a local historic district ordinance, which regulates new construction and existing building alteration. Recommend educational program regarding historic preservation ordinance for property owners, and seek community input on the implementation of an ordinance.

Individual Local Landmark Designation – An alternative to designating the entire Country Estates Historic District as a local district would be for individual property owners to obtain local landmark designation. The property owner can initiate the designation process simply by making the request of Louisville Landmarks.

Preservation Easement – HPP strongly recommends education process and the pursuit and placement of easements as a means to permanently protect these highly significant historic resources.

Kentucky Historic Preservation Tax Credit - Recommend education program for property owners regarding the credit along with other tools and benefits to preserving the historic structures and landscapes.

National Historic Landmark (NHL) Designation – Recommend relevant and interested local preservation and history organizations, in partnership with KHC and the National Park Service, assess potential for NHL designation for the historic district, and pursue designation if viable.

Cultural Landscape Management Plan

- HPP recommends individual Cultural Landscape Reports for individual properties throughout the Country Estates Historic District, and the preparation of a Cultural Landscape Management Plan (CLMP) for the district. The CLMP

should be a volunteer project undertaken in collaboration with the landowners, relevant and interested nonprofit organizations, and other stakeholders.

- The principal objectives and work product of the CLMP would be to: 1) defined the unique and distinctive landscape characteristics of the properties in the district; 2) determine which characteristics are most essential to the integrity of the district as a whole; 3) recommend short- and long-term landscape management solutions to retain the integrity of the district as a whole; 4) provide preservation principles for the estate landscapes that interpret the NPS *Guidelines for the Treatment of Cultural Landscapes* related to the specific characteristics of the Country Estates of River Road Historic District; and 5) include a public education piece – such as a brochure, preservation manual, or other method suitable for the individual landowners – to help communicate the value and importance of the individual properties relative to the district as a whole.

James T. Taylor/James W. Chandler House

Local Landmark Designation - Recommend consideration of Louisville Landmark designation for this property, or a preservation easement as a desirable alternative.

National Register Nomination – The local landmark designation or a preservation easement are the best tools to ensure long-term protection of the property’s historic character; the primary benefit to being on the National Register, in this case, is access to the Kentucky Historic Preservation Tax Credit.

Preservation Easement – If the property owner is supportive of mechanisms to ensure the long-term protection of the property’s character, the donation of a preservation easement may be preferable to landmark designation.

Merriwether House

Sound Barrier & Visual Impact - The profile of the proposed I-265 alignment over Harrods Creek will be highly visible from the Merriwether House, thus, any sound barrier treatment will increase the visual impact. While noise is also an impact, HPP recommends a higher priority be given to reducing visual impact. Limited screening measures through appropriate planting may also be appropriate and should take into consideration the property’s historical association with Harrods Creek.

Historic Structures Report (HSR) – The Revised ROD and First Amended MOA do not specifically require the preparation of an HSR. However, the HPP recommends its preparation. The HSR is needed for this property to provide a sound foundation for rehabilitation and restoration of the structures and grounds.

Emergency Stabilization – The cabins are in need of immediate stabilization and at grave risk of being lost. Recommend the African American community, KHC, and interested local and statewide preservation organizations meet with the property owners and organize a volunteer work bee supervised by an appropriate professional to remove tree limbs and stabilize the structures.

Long-Term Options to Preserve Character - Recommend the African American community, KHC, Louisville Landmarks, and relevant and interested local preservation and history organizations meet with property owners to discuss a range of options for longer term stewardship.

New Ownership – If of interest to the property owner, recommend partnership strategy to secure new ownership with both the personal commitment and the financial capacity to restore and preserve the character of the property.

Local Landmark Designation/Preservation Easement - Recommend consideration of Louisville Landmark designation for this property, or a preservation easement as a desirable alternative.



River Road

Upper River Road over Harrods Creek Bridge

Utilization of Additional Historical Research - HPP recommends that the research effort associated with Bridge Improvement MOA be made available and integrated into ongoing planning efforts such as the Cultural Landscape Management Plan for River Road, into the Interpretive Plan, or otherwise made available for future interpretation of the corridor, and made accessible to heritage tourism initiatives.

Harrods Creek Village Historic District

Enhancing Community Character and Economic Viability - Recommend representatives of Kentucky Main Street, Louisville Landmarks, and relevant and interested local and statewide preservation organizations meet with property owners and business owners in the village to discuss a range of options, listed below:

National Register Nomination – Recommend property owners and business owners fund the preparation of a national register nomination for the village, which was determined eligible during the Bridge Project. The HPP further recommends that additional assessment take place in consultation with KHC before pursuing the

nomination and incurring the expense. It may be the case, that appropriate rehabilitation will be necessary to reclaim enough integrity to secure National Register listing.

Kentucky Historic Preservation Tax Credit and Federal Rehabilitation Tax Credit – National Register status for the village would make a 20% state rehabilitation tax credit, and a 20% federal rehabilitation tax credit available to owners of commercial properties. A 30% state tax credit would be available to residential property owners.

Kentucky Main Street Program/National Main Street Center – Recommend the Kentucky Main Street Program make a presentation regarding the state program and the national center, and with regard to the 4-Point Main Street Approach (Design, Promotion, Organization and Economic Restructuring). Adoption of the Main Street Approach by the village property owners and business owners is the most effective strategy for improving community character and economic vitality of the village.

Local Landmark Designation - Recommend Louisville Landmark designation be explored along with the efficacy of other options. Design guidelines for the village, developed as a companion to local designation, would serve to guide property owners in making changes to their structures that are appropriate, e.g. maintenance, rehabilitation, restoration and replication.



Ohio River Sunrise

Allison-Barrickman Construction Issues

- Recommend that there is no construction activity (“no-work zones”) within the National Register boundary, or within the area determined eligible for the National Register during the FEIS/Section 106 process in order to avoid impact to the primary residence, farm outbuildings, cemeteries, or any remnant plantings dating to the period of significance for the property.
- During the INR phase of the HPP, in collaboration with The Section Design Team, recommended that a pre-construction survey for the Allison-Barrickman Blasting and Vibration Plan include the documentation of historic headstones in the cemetery site. (Allison-Barrickman Cemetery: Baseline Report, completed April 5, 2006).
- Recommend that INDOT implement noise abatement measures as set forth in Stipulation II.E of the FAMOA.
- Recommend that the Project identify appropriate historic landscape treatment in the area of the temporary Wolf Pen Branch road, and utilize the recommended

CLR and treatment plan to restore the landscape directly impacted by the temporary road, post-construction.

- Recommend that the Project explore and consider creative strategies to utilize construction activity in the former agricultural fields as a mechanism to advance restoration of the agricultural landscape.

Preservation Easement - Recommend that KYTC make reasonable efforts to acquire a preservation easement on the primary residence and land within the Allison-Barrickman National Register boundary, as identified in Stipulation III.O.1 of the FAMOA.

Conservation Easement/s

- Recommend that KYTC make reasonable effort to acquire a conservation easement on the property bounded by U.S. 42, KY 841, the Allison-Barrickman property, and Wolf Pen Branch Road, as set forth in Stipulation II.H of the FAMOA.
- Recommend that the Project consider purchase of a conservation easement for the open space/former agricultural fields associated with the Allison-Barrickman farm, for the area bordered by the Allison-Barrickman National Register boundary, KY 841 and Wolf Pen Branch Road (generally to the south of the farm house across from Green Spring). An easement is not identified for this property in the FAMOA. However, the opportunity to preserve this open space and former agricultural field associated with one of the early farms in the area is deemed a desirable and worthy objective.
- In the event that the respective property owners of the Allison-Barrickman residence, and of the open space bordered by US 42 and Wolf Pen Branch Road do not allow the purchase of easements on their property by the Project, as identified in the FAMOA – the HPP encourages the City of Prospect and local interest groups to further educate and encourage these property owners to reconsider allowing the purchase of easements on their property. The HPP further recommends that if these efforts are not successful, that these same stakeholders continue to work with the property owners to ensure the preservation of historic structures and open space.

- In the event that the Project does not pursue the purchase of an easement for the open space across from Green Spring – the HPP encourages the City of Prospect to consider purchase of an easement on this property.
- Development of any conservation easements in this area should provide sufficient flexibility to achieve the recovery of the agricultural landscape, and require sufficient on-site maintenance to retain the landscape in good condition, such as appropriate provisions for removal of invasive volunteer vegetation.

Cultural Landscape Report - Recommend that KYTC prepare a CLR and Treatment Plan, and further recommend that the cultural landscape treatment plan be incorporated into the placement of the preservation and conservation easement/s.

Stabilization of Historic Farm Structures, Maintenance of Cemetery and Vernacular Landscape

- Recommend KHC, Louisville Landmarks or a local preservation organization meet with property owners to offer technical assistance, and also encourage property owners to stabilize and maintain properties.
- In Chapter 6, the HPP recommended that the Project prepare a Cultural Landscape Report (CLR) and Treatment Plan to inform the placement of the conservation easement. Further recommend that the CLR include the cemetery, document the history of the site and the extant features, and provide appropriate recommendations for vegetation management, particularly for existing volunteer growth that threatens the extant features.
- Recommend emergency treatment at the cemetery, e.g. the thinning of honeysuckle, and the removal of threatening tree limbs and unsafe trees by the property owner, or through volunteer community action with property owner permission.
- Recommend that the City of Prospect consider a public/private partnership with a nonprofit to secure financial assistance, and that the property owner give consideration to initiating a management agreement with a public or private entity to assume maintenance of the cemetery, if not viable for property owner.

Outlying Village Form District, City of Prospect – HPP strongly supports the initiative by the City of Prospect to develop and adopt an outlying village form district for the area which includes the Allison Barrickman National Register property, the area determined eligible for the National Register and associated historic resources, and the associated former agricultural fields. All of these properties are within the municipal boundaries of Prospect and adoption of this form district would restrict development types and reduce development density.

Restoration of Agricultural Landscape

- HPP recommends the City of Prospect consider creative initiatives in partnership with the American Farmland Trust (and other partners) to secure conservation easements, and/or purchase of open space as necessary, and to implement strategies to restore the agricultural landscape and establish operating farm activities that connect food, citizens and community – tapping demonstrated national interest in local harvests and local markets.
- The Cultural Landscape Report, referenced earlier, should also consider the feasibility opportunities and alternatives for re-establishing the open agricultural fields associated with the farmstead, which are currently in the process of succession into woodland.

Blasting & Vibration - A blasting and vibration plan is specifically identified in the FAMOA for this property. Recommend INDOT ensure that property owner is contacted directly and fully informed as to the process for survey and monitoring, determination of damage and responsibility for repair following the Secretary of the Interior’s Standards for Rehabilitation.

St. Francis in the Fields Church

- **US 42 and Wolf Pen Branch Road** – Implementation of the Wolf Pen Branch Neighborhood Plan will help to ensure that the character of Wolf Pen Branch Road, adjacent to the property, will be protected. However, adjacent to US 42 the pressure for highway widening and commercial strip development remains a realistic threat.

- **Development and Preservation Standards** - There is an opportunity to work with St. Francis in the Fields Church to create both development and preservation standards that would prohibit development at this corner and along US 42.
 - Recommend the development and adoption of overlay standards for the US 42 corridor that would regulate this area and protect the character of the Olmsted Brothers landscape.
 - Recommend the property owner create a preservation plan for the property to preserve the existing character of the site from future development.
 - Recommend using the CLR methodology to evaluate the integrity of the Olmsted Brothers designed landscape and include a cultural landscape treatment plan as a foundation for the preservation plan.

Belleview

Sound Barrier Impact - The profile of the proposed I-265 alignment will be highly visible through this area. While context sensitive design solutions (through berming and landscape treatment) will minimize visual impact, the addition of sound barriers will increase the visual impact. While noise is also an impact, HPP recommends a higher priority be given to reducing visual impact.

Conservation Easement/Preservation Easement

- A conservation easement and a preservation easement are needed for this property in order to ensure the long-term preservation of the only Gentleman Farm property type remaining in the Project area. In the event that the Project does not pursue the purchase of preservation and conservation easements for these properties – the HPP encourages local preservation and environmental easement holding organizations to work with the property owners in an effort to secure donation or purchase of easements.
- Priority should be given to a conservation easement to preserve the only remaining Gentleman Farm property type in the Project area.
- Preservation Easement – Development of a preservation easement should provide a long-term strategy for both the retention of the contributing resources associated with the historic property, as well as accommodating potential changes desired to accommodate the residential needs of a new owner, using the Secretary’s Standards for Rehabilitation as a guiding principle for future changes.

Cultural Landscape Report

- Recommend the preparation of a CLR (site history, existing conditions, and integrity analysis) and Treatment Plan that expands the National Register nomination by documenting the history of the Belleview landscape and its extant historic features, and which provides appropriate recommendations for field and vegetation management to preserve the character of the property as a 19th century gentleman’s farm. This document would provide the back up for the conservation easement.
- Specific treatment recommendations in the CLR should also take into account the proposed alterations to the property resulting from the new East End Approach, so that specific mitigation measures such as screen planting are designed to be visually compatible with the character of the property. This document would also provide the back up for the conservation easement.

Agricultural District - The HPP recommends that the landowners reconsider and file a new petition to re-establish the district to further promote the continued agricultural use of these farmlands.

Blasting & Vibration - A blasting and vibration plan is specifically identified in the FAMOA for this property. Recommend INDOT ensure that property owner is contacted directly and fully informed as to the process for survey and monitoring, determination of damage and responsibility for repair following the Secretary of the Interior’s Standards for Rehabilitation.



Rear View of Rosewell

Rosewell

Screening Views of East End Approach

- A paramount challenge for the Rosewell property is arriving at an appropriate balance between constructing berms and new planting to screen visual effects of the east end approach with maintaining a visual relationship to agricultural use.
- Recommend creative approaches to construction activity that gently blend in extensive fill from Rosewell to the east end alignment, and which utilize traditional slope found in the surrounding landscapes to the extent possible.

Construction Issues

- It is extremely important that the Rosewell Treatment Plan assess condition and structural integrity of Rosewell, and that it develop and recommend measures to minimize damage to the historic structure due to blasting and vibration.
- Recommend that INDOT consider, to the extent feasible, the location and construction of piers and their potential vibration impact on the historic structure.

Cultural Landscape Report/Treatment Plan (not be confused with the Rosewell Treatment Plan)

- Recommend a cultural landscape report (CLR) and treatment plan to: 1) to inform a new planting scheme to restore the historic designed landscape and serve as additional screening from the east end approach, 2) that cultural landscape components addressed in the cultural landscape treatment element of the plan be incorporated into the placement of the preservation easement on the property, and 3) recommend that KYTC provide the Treatment Plan and Cultural Landscape Report to any future property owner to guide their maintenance and treatment of the structures and landscape.
- Recommend that KYTC provide the reports to any future property owner to guide their maintenance and treatment of the structures and landscape.

Marketing Plan & Materials

- Recommend that KYTC prepare marketing materials and a marketing plan to attract prospective private owners with an appreciation and commitment to preserving the historic character of the historic structures and the landscape.
- In the event that no viable private property owners step forward - recommend that KYTC prepare and distribute a call for proposals from non-profit organizations interested in acquiring ownership of Rosewell (FAMOA Stipulation III.P.3.).

Interpretive Signage - Recommend that information contained in the National Register nomination for Rosewell and more specifically the Rosewell Treatment Plan and the CLR be utilized to identify theme and sub-themes to prepare interpretive signage at Rosewell.

Blasting & Vibration - A blasting and vibration plan is specifically identified in the FAMOA for this property. Recommend that INDOT ensure that if KYTC sells or transfers the property to new ownership that the new owner is contacted and fully informed as to the process for survey and monitoring, determination of damage and responsibility for repair following the Secretary of the Interior's Standards for Rehabilitation.

CHAPTER 9: TABLE OF RECOMMENDATIONS

09

FAMOA Stipulation	Country Estates HPP Implementation - Potential Partners The table summarizes recommendations from Chapter 6 - East End Approach and Chapter 7 - Community Character. FAMOA Stipulations reference Bridges Project FAMOA stipulations addressed by the recommendation/s. HPP Page number/s reference a more detailed presentation of the recommendation/s, all recommendations are subject to review and approval by the Project.	HPP Page #	AGENCY INVOLVEMENT				
			Bridges Project	Louisville Metro	City of Prospect	KY SHPO	Private Entity
	EAST END APPROACH						
II.E. III.M.1-2.	Alternatives to high noise barriers in public viewsheds be given every consideration	89	■				
II.C, II.F., III.M	Higher priority be given to visual impact of sound barriers in public viewshed, alternatives to sound barriers; view of countryside from alignment to Merriwether House, River Road, Belleview and Rosewell consider visual impact, including design, material and height; incorporate technologically advanced engineering to maximize benefit with least mass and scale; and soil berming preferred where adequate acreage is available.	90	■				
I.C., II.E., III.M.2	Incorporate design elements into sound barriers, where installed, utilizing character defining features; noise walls constructed of local fieldstone or limestone veneer	90	■				
II.E	Sound barriers in Shadow Wood and Bridgepointe developed in consultation with the neighborhoods; preserve green buffer characteristic of Prospect at Bridgepointe	90	■				■
II.C.	Geologic testing of Drummanard tunnel to analyze impact on hydrology & karst topography	90	■				■
III.M.5, II.L1., II.L.2	Develop blasting and vibration plans prior to construction to avoid damage to historic properties; develop blasting and vibration plans with input from the Bi-State Historic Consultation Team in accordance with FAMOA Stipulation III.M.1.a-k, including the Strater House, in accordance with Stipulation II.L.	90 & 91	■			■	■
II.D., III.M.1 & 3	Roadway lighting in deep cut approaching south portal be integrated into walls, or light poles at roadway with minimal dispersion; minimized light dispersion beyond right-of-way, lighting support structures consider landscape, earthen tones and overall design treatment.	91	■				■
III.M.2	Design treatment of screening measures should reflect character of each property; where appropriate treatment should incorporate existing fencerows and woodlots; original landscape plans guide new planting; in absence of original plan, reflect the evolution of structures, vernacular and designed landscape; follow SOI Standards for Treatment of Historic Properties; and plant material compatible and sustainable.	91	■			■	■

Funding - foundations, private sector, other non-Project sources ■

Public Policy/Regulation ■

Education/Advocacy ■

Consultation ■

Bridges Project ■

Country Estates HPP Table 1

FAMOA Stipulation	Country Estates HPP Implementation - Potential Partners The table summarizes recommendations from Chapter 6 - East End Approach and Chapter 7 - Community Character. FAMOA Stipulations reference Bridges Project FAMOA stipulations addressed by the recommendation/s. HPP Page number/s reference a more detailed presentation of the recommendation/s, all recommendations are subject to review and approval by the Project.	HPP Page #	AGENCY INVOLVEMENT				
			Bridges Project	Louisville Metro	City of Prospect	KY SHPO	Private Entity
	EAST END APPROACH						
II.C, III.M.2	Document massing, species and spatial relationship of mature trees; make effort to save mature trees in right-of-way; replant representative mature trees in highly impacted areas	92					
II.C., III.M.2	Deep cuts graded for quick revegetation, native species to integrate with natural areas	92					
II.C, III.M.2	Major fills - raised berm, visually segment linearity and elevation, undulate; design to natural slope ratios, side slopes blend into existing drainages, swales and minor ridges; angle of berms variable and not constricted to 3:1 ratio in order to minimize visibility of the roadway; low-maintenance natural species that blend in to cultural landscape.	92					
II.C, III.M.2	Portal design - incorporate defining characteristics of the Country Estates, direct reference to estate residences; use of higher value materials approaching south portal, face of portal	92, 93					
II.C, III.M.2	Barriers and retaining walls incorporate native materials and colors, walls of local fieldstone, limestone blocks when appropriate, and limestone veneer in lesser areas	93					
II.C, III.M.2	East end bridge approach - primary design consideration visual impact in Country Estates; design elements draw from Country Estates, or Belleview and Rosewell; periodic views to countryside from multi-use path; integrate landscape and architecture vocabulary into bollards and other public safety elements; possibility of integrating limestone, brick or board fences into grade separation between multi-use path and highway	94					
II.C, III.M.2	Mainline Structure over Harrods Creek and River Road - span between piers maximized and balanced with mass to minimize impacts to viewsheds; design consider drawing from character of historic Harrods Creek and Goose Creek bridges; recommend a modern interpretation of the characteristics	95					
II.C, III.M.2	Wolf Pen Branch Structure/US 42 Ramp - span between piers maximized to create more open feeling and views; design incorporate colors, materials and character defining features identified in Wolf Pen Branch Neighborhood Plan; minimize mass of off-ramp	95					

Funding - foundations, private sector, other non-Project sources

Public Policy/Regulation

Education/Advocacy

Consultation

Bridges Project

FAMOA Stipulation	Country Estates HPP Implementation - Potential Partners The table summarizes recommendations from Chapter 6 - East End Approach and Chapter 7 - Community Character. FAMOA Stipulations reference Bridges Project FAMOA stipulations addressed by the recommendation/s. HPP Page number/s reference a more detailed presentation of the recommendation/s, all recommendations are subject to review and approval by the Project.	HPP Page #	Bridges Project	Louisville Metro	City of Prospect	KY SHPO	Private Entity
	EAST END APPROACH						
II.N, III.M.1-2, IV.B	Construction Plans - numerous recommendations regarding work zones made in this section of plan, material transport, water quality, water table and run-off	96-97					
III.M.2	Alterative emergency access recommended due to impact on historic Interurban alignment, opportunities to incorporate multi-use pathway, parking and interpretive signage	97-98					
II.C, III.M.2	Screening views of east end approach should respect importance of viewsheds, designed landscapes, and existing fencerows and woodlots; original plans should be used when possible; follow SOI Standards, including Guidelines for Treatment of Cultural Landscapes	98					
II.C, II.D, II.E, II.K, III.M.1.k, III.P	Rosewell - utilize cultural landscape report and treatment plan to inform screening of east end profile and to restore and maintain the landscape; balance screening needs with respect for cultural landscape; consider vibration impacts in locating piers	98-99					
II.C, II.D, II.E, III.M.1.j	Bellevue - educate property owners regarding easements; screening of east end should respect gentleman farm property type; cultural landscape report to inform management	99-100					
II.E, II.H, III.M.1.h, III.O	Allison-Barrickman - no work zone recommendations; vibration plan; restoration of landscape near Wolf Pen Branch Road; potential restoration of agricultural landscape post- construction; effort to acquire easement as stipulated; recommend cultural landscape doc	100-101					
II.C, III.M.2	River Road - project design is critical to preserving character of this scenic byway; implement best possible context sensitive solutions to mitigate cumulative impacts	101					
II.C, III.M.2	Wolf Pen Branch Road - opportunity to reclaim agricultural landscape and replace dead invasive trees with appropriate species to maintain historic rural character	102					
IV.A-G	Archaeology - case by case assessment of work zones; archaeological testing strategies prepared and implemented to identify new sites and guide construction	102					
II.K, II.P, III.M.1	Interpretation - signage recommendations; interpretive plan recommendations; African American Heritage element	102-103					

Funding - foundations, private sector, other non-Project sources

Public Policy/Regulation

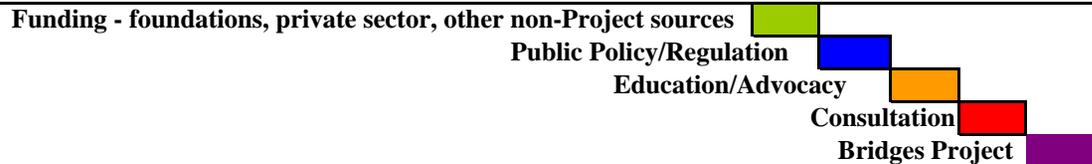
Education/Advocacy

Consultation

Bridges Project

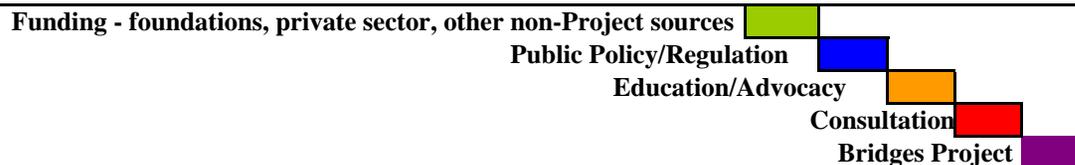
Country Estates HPP Table 3

FAMOA Stipulation	Country Estates HPP Implementation - Potential Partners The table summarizes recommendations from Chapter 6 - East End Approach and Chapter 7 - Community Character. FAMOA Stipulations reference Bridges Project FAMOA stipulations addressed by the recommendation/s. HPP Page number/s reference a more detailed presentation of the recommendation/s, all recommendations are subject to review and approval by the Project.	HPP Page #	AGENCY INVOLVEMENT				
			Bridges Project	Louisville Metro	City of Prospect	KY SHPO	Private Entity
	Community Character						
II.F, III.M.1	Tree Preservation - changes to local tree ordinances to distinguish characteristic features and provide for ongoing management; increase tree protection percentage in corridor; consider	106		Blue	Blue		Red
II.F, III.M.1	Land Development Code - rezone to lower density residential or agricultural zone districts, development of a neighborhood or small area plan, a new conservation subdivision form district	107-108		Blue	Blue		Red
II.F, III.M.1	Interim Development Controls - adopt interim development controls until new regulations recommended above are in place to manage growth impacts	109		Blue	Blue		Red
II.F, III.M.1	River Road Corridor - prepare Corridor Management Plan, nominate for National Scenic Byway, include Wolf Pen and Mint Spring roads; develop and utilize special district regulations for the Ohio River Corridor, Cornerstone 2020, A2.7; consider a parkway district overlay for Upper River Road	109-110		Blue	Blue	Red	Red
II.F	Wolf Pen Branch Corridor - support Neighborhood Plan recommendations; create scenic roadway designation; develop and adopt rural residential form district and conservation subdivision, or similar; improve communication with utilities	110-111		Blue	Blue		Red
II.F, III.K, II.P, III.M.1	Education/Interpretation - develop an Interpretive Plan, themes and sub-themes and storylines, type, material, content and location of signage; historical significance of individual properties in MOA and methods to protect and maintain; program on African American settlement and community history, include as element in Interpretive Plan	112	Green	Red	Red	Red	Red
Country Estates of River Road Historic District							
II.F, III.M.1.a	Historic Interurban Line - amend Country Estates National Register Nomination to include alignment, or address through a Multiple Property Documentation Form and Nomination	113		Red	Red	Red	Red
II.F, III.M.a	Lower Density and New Form District - also see Land Development Code recommendations	103-107		Blue	Blue		Red



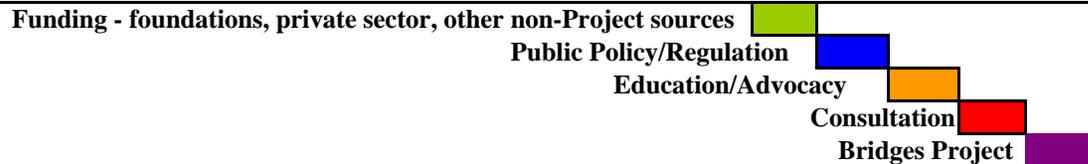
Country Estates HPP Table 4

FAMOA Stipulation	Country Estates HPP Implementation - Potential Partners The table summarizes recommendations from Chapter 6 - East End Approach and Chapter 7 - Community Character. FAMOA Stipulations reference Bridges Project FAMOA stipulations addressed by the recommendation/s. HPP Page number/s reference a more detailed presentation of the recommendation/s, all recommendations are subject to review and approval by the Project.	HPP Page #	Bridges Project	Louisville Metro	City of Prospect	KY SHPO	Private Entity
	Community Character						
II.F., III.M.1.a	Design Standards - Landscape, New Residential, Commercial Development - develop landscape standards to maintain character, residential standards to be applied to new structures to maintain character, and to manage scale and style of commercial development	113-114		Blue	Blue		Red
II.F., III.M.1.a	Local District/Local Landmarks - local historic district ordinance long-term tool to protect historic character, recommend property owner education process; individual landmarks as alternative; education regarding Kentucky Historic Preservation Tax Credit	114		Blue	Blue	Blue	Red
II.F., III.M.1.	Conservation & Preservation Easements/Agricultural District - promote voluntary conservation easements, membership in agricultural district; education program regarding preservation and financial benefits and restrictions of easements	114-115		Orange	Orange	Blue	Red
II.F., III.M.1.	Kentucky Historic Preservation Tax Credit - education program on credit, other fiscal tools	115				Orange	
II.F., III.M.1.a	National Historic Landmark (NHL) Designation - local interests partner with KHC and National Park Service to assess potential of NHL and pursue if district qualifies	115		Red	Red	Blue	Red
II.F., III.M.1.a	Cultural Landscape Management Plan - define unique and distinctive characteristics of the district; identify characteristics essential to integrity; short- and long-term solutions to retain integrity; develop and provide preservation principals for the estate landscapes; produce a public education piece to educate and garner support of property owners	115-116					Orange
II.C, III.M.2	River Road - project design is critical to preserving character of this scenic byway; implement best possible context sensitive solutions to mitigate cumulative impacts	101	Purple	Red	Red	Red	
II.F., III.M.1.b	James T. Taylor/James W. Chandler House Local Landmark Designation/National Register Nomination/Preservation Easement - interested groups meet with property to discuss the pros and cons of each approach to preserving the house; \$500 fee can be waived, 200 signatures can override property owner for local designation, Kentucky Tax Credit available for rehabilitation if on the National Register; a preservation easment provides the most assurance of long-term protection and provides tax deduction to property owner	116		Red		Red	Red



Country Estates HPP Table 5

FAMOA Stipulation	Country Estates HPP Implementation - Potential Partners The table summarizes recommendations from Chapter 6 - East End Approach and Chapter 7 - Community Character. FAMOA Stipulations reference Bridges Project FAMOA stipulations addressed by the recommendation/s. HPP Page number/s reference a more detailed presentation of the recommendation/s, all recommendations are subject to review and approval by the Project.	HPP Page #	AGENCY INVOLVEMENT				
			Bridges Project	Louisville Metro	City of Prospect	KY SHPO	Private Entity
	Community Character						
	Merriweather House						
II.F., III.M.1.c	Historic Structures Report recommended to guide rehabilitation and restoration of the structures and grounds; Emergency Stabilization necessary to save the cabins which are at risk of being lost; securing new ownership with capacity and commitment to improve the property may be necessary; property is listed on the National Register and eligible for the Kentucky Tax Credit to assist with rehabilitation; longer term protective mechanisms to be explored and implemented are local landmark designation and/or a preservation easment	116-117					
	Harrods Creek Village Historic District						
II.F., III.M.1.e	Harrods Creek Village is a determined eligible historic district, not yet listed, and challenged with issues of integrity; need to educate property owners regarding historic significance and financial tools, programs, designations and regulations available to assist, e.g. the Kentucky Main Street Program, National Register Nomination, Kentucky Historic Preservation Tax Credit, and local landmark designation	117-118					
	Jacob School Road Historic District/James T. Taylor Subdivision Historic District						
II.F., III.M.1.f	Education and consultation with neighborhoods is critical to determining the best tools for preservation of these districts - potential tools range from a National Register Nomination for Jacob School Road District to Local Landmark Designation for the two districts, to Design Standards for Residential Development, or a Neighborhood Plan; a Rosenwald School educational symposium is also recommended for the Jefferson Jacob School	118-119					
	Upper River Road over Harrods Creek Bridge						
II.F., III.M.1.d	Harrods Creek Bridge Improvement Project MOA - use additional historical research to inform interpretation, cultural landscape management plan, and heritage tourism efforts	119					



Country Estates HPP Table 6

FAMOA Stipulation	Country Estates HPP Implementation - Potential Partners The table summarizes recommendations from Chapter 6 - East End Approach and Chapter 7 - Community Character. FAMOA Stipulations reference Bridges Project FAMOA stipulations addressed by the recommendation/s. HPP Page number/s reference a more detailed presentation of the recommendation/s, all recommendations are subject to review and approval by the Project.	HPP Page #	AGENCY INVOLVEMENT				
			Bridges Project	Louisville Metro	City of Prospect	KY SHPO	Private Entity
	Community Character						
	Allison-Barrickman House						
II.F., III.M.1.h	Interested parties meet with property owners to offer technical assistance to stabilize and maintain properties; Ch. 6 recommended Cultural Landscape Report and Treatment Plan, further recommended the cemetery be included in the report and plan; recommend emergency treatment at the cemetery; encourage public/private partnership to preserve and maintain cemetery; conservation easments critical to maintaining rural agricultural character; support City of Prospect effort to adopt an Outlying Village Form District; encourage City of Prospect to engage in creative strategies to restore the agricultural landscape	120-121					
	St. Francis in the Fields Church						
II.F., III.M.1.i	Adoption of the Wolf Pen Branch Neighborhood Plan is a significant action toward preserving the character of this property; recommend development and adoption of an overlay standards for the US 42 corridor; work with the property owners to develop a preservation plan to maintain and protect the Olmstead Brothers designed landscape	121					
	Belleview						
II.F., III.M.1.j	Conservation and preservation easments critical to the long-term protection of the only remaining Gentleman Farm property type; easments should allow flexibility for the ongoing operation for agricultural purposes; dual ownership requires a preservation easment and a conservation easment; recommend a cultural landscape report to inform the easments; encourage owner to reconsider their withdrawal from agricultural district	122					
	Rosewell						
II.F., III.M.1.k	The majority of the recommendations for this property within the HPP are identified in Ch. 6 related to the East End approach and to be performed by the Project; recommend the cultural landscape report and treatment plan be made available to future private or non-profit property	122					

Funding - foundations, private sector, other non-Project sources

Public Policy/Regulation

Education/Advocacy

Consultation

Bridges Project

Country Estates HPP Table 7

APPENDIX A

SUMMARY OF FIRST AMENDED MEMORANDUM OF AGREEMENT

Summary of FAMOA

The following summarizes the commitments made in the MOA for the Country Estates of River Road Historic District and the Historic Properties of the River Road Corridor.

Context Sensitive Solutions -The roadways, bridges, and other Project elements shall be designed and constructed with sensitivity to aesthetic values, historic cultural landscapes, and the historic context, utilizing the services of professionals with experience in areas related to historic preservation. Design shall include aesthetic treatments to surfaces, structures, portals, appurtenances, and land contours and landscaping that complement the historical contexts of historic properties.

Roadway Lighting – Project roadway lighting within the viewshed of historic properties and any navigational lighting required on structures included in the Project shall be designed and constructed to minimize the dispersion of light beyond the highway right of way and include state-of-the-art techniques and systems, such as Full Cutoff Optics (FCOs) or other similar systems, to the extents that are required to ensure safe roadway lighting designs, and navigation required by the U. S. Coast Guard and the Federal Aviation Administration.

Noise Abatement – The Project shall be designed so as to minimize adverse noise effects on historic properties in accordance with state and federal noise regulations, policies, and guidance, including special consideration of enhanced noise abatement measures for historic properties. Noise abatement measures shall be designed and implemented utilizing state-of-the-art methods and systems to minimize adverse noise effects on historic properties, such as innovative pavement designs, bridge decks and joints, berms, noise barriers, and landscaping. Pavements shall be designed incorporating measures and materials that contribute to quieter pavements, such as those identified through the Purdue University Quiet Pavement Research or other innovative measures and technologies, while providing durability and safe driving conditions.

Historic Preservation Plans INDOT and KYTC, in consultation with the SHPOs and appropriate local governments, shall have HPPs prepared for historic properties and districts as set forth below and detailed in Stipulation III. The HPPs shall be prepared by a qualified consultant(s) specializing in preservation planning. The HPPs will provide a context to inform the implementation of specific mitigation measures as set forth in Stipulation III. The HPP may include recommendations for additional measures that could be implemented and funded outside this FAMOA.

Survey Updates – Within five years following the Revised Record of Decision, the historic preservation documents listed below will be updated by a qualified historic preservation consultant chosen by INDOT or KYTC, as appropriate, with the information developed for the Project and in conformance with GIS or other format specified by the respective survey sponsor and SHPO.

1. Clark County Interim Report and Indiana Historic Sites and Structures Inventory of Clark County will be updated by INDOT in consultation with the INSHPO.
2. The Jefferson County Inventory and Survey of Historic Sites in Kentucky will be updated by KYTC in consultation with the KYSHPO and the Louisville/Jefferson County Metro Government Historic Preservation Office.

Historic Preservation Easements - Preservation easements set forth in this FAMOA shall be placed on the historic properties identified in Stipulation III in perpetuity by INDOT or KYTC, as appropriate, and held by a local government, local or state preservation organization, or other entity as determined by the INDOT or KYTC in consultation with the respective SHPO. A one-time, lump sum monitoring fee determined through negotiation among INDOT or KYTC, the easement holder, and the respective SHPO will be paid by INDOT or KYTC to the easement holder to monitor and enforce the preservation restrictions. The Bi-State Historic Consultation Team will coordinate as necessary with INDOT or KYTC land acquisition personnel for the acquisition of preservation easements.

Blasting and Vibration

1. To avoid damage to historic properties, INDOT and KYTC shall ensure that construction blasting/vibration plans and bridge pier construction plans shall be developed by their contractor(s) prior to the beginning any construction activities that would require blasting or result in vibration. These construction blasting/vibration plans shall be implemented during appropriate construction activities.
2. These plans shall be developed for those properties specified in Stipulation III with input from the Bi-State Historic Consultation Team and be coordinated with the contract documents, special provisions, and notes included in the construction plans. These plans shall include provisions for pre-and post-construction surveys, construction monitoring, and other measures to minimize harm to historic properties.
3. The Bi-State Management Team or its designee will make the determination whether damage has occurred as a result of Project activities.
4. The INDOT and KYTC shall be responsible for repair of any blast and vibration damage to historic properties. Any repairs shall be coordinated in advance with the respective SHPO to ensure they are carried out in accordance with the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (Secretary's Standards).
5. Where access to privately owned property is necessary for monitoring or damage repair, consent shall be obtained prior to entry.

Timing of Construction Activities - Provisions shall be included in the Project contracts that limit construction activities and construction noise during specific periods of time such as weekends, holidays, or special events. The Bi-State Management Team shall develop these provisions, with input from the Bi-State Historic Consultation Team and Advisory Teams.

No-Work Zones - A "no-work zone" will be established on construction plans within the National Register boundaries of those historic properties specified in Stipulation III of this FAMOA. A "no-work zone" for a historic property is an area where any potentially damaging Project activities such as storage yards, waste disposal, borrow pits, staging areas, or other related activities shall not be permitted. "No-work zones" will be designated in the plans and contract documents by note and will identify protective measures such as "temporary fencing" within right of way determined for the property through consultation with the Bi-State Historic Consultation Team.

Country Estates Historic District/River Road Corridor

1. KYTC shall develop an HPP as set forth in Stipulation II.F which will identify the context and provide recommended measures for context sensitive design, noise abatement, roadway lighting, blasting and vibration plans, and interpretive signage which shall be implemented as part of the Project to mitigate adverse effects to the historic district and individual properties within the vicinity of the construction of the A-15 Corridor. The HPP shall specifically consider and develop recommendations for the following historic properties:
 - a. Country Estates of River Road Historic District, including individually listed National Register properties within the District,

- b. James T. Taylor/James W. Chandler House
- c. Merriwether House,
- d. Upper River Road Bridge over Harrods Creek,
- e. Harrods Creek Village Historic District,
- f. Allison-Barrickman House,
- g. St. Francis in the Fields Church,
- h. Belleview, and
- i. Rosewell.

2. INDOT shall, in consultation with the KYSHPO and the KHPAT, design and construct the proposed roadways, bridges, and tunnels from I-71 to the Ohio River as set forth in Stipulation II, taking into consideration the cultural landscapes that are an important contributing element to the historic district. Special attention will be given to viewsheds that are significantly affected and will focus on the development and implementation of creative strategies for mitigating those impacts. This may include landscaping of public rights of way and on private land should the property owner's consent be given.

3. INDOT shall design and construct Project roadway lighting within the viewshed of the historic district as set forth in Stipulation II.D.

4. INDOT shall implement noise abatement measures where Project noise is expected to affect the listed and eligible properties as set forth in Stipulation III.M.1.a – k in accordance with Stipulations II.E.

5. Prior to initiating construction activities, INDOT shall ensure that construction contractors shall develop and implement blasting/vibration plans for this portion of the Project to avoid damage to the listed and eligible properties as set forth in Stipulation III.M.1.a – k, including the Strater House, in accordance with Stipulation II.L.

6. INDOT shall define a "no-work zone" within the National Register boundaries of the listed and eligible properties as set forth in Stipulation III.M.1.a – k in accordance with Stipulation II.N.

Drumanard Historic District

1. The Project through this property will be contained in a tunnel so as to limit adverse effects to the historic property.

2. Prior to initiation of construction activities on the A15 Corridor, FHWA shall make every effort to acquire or otherwise establish an historic preservation easement for the entire Drumanard historic property as set forth in Stipulation II.H. The easement shall be held by the KYSHPO.

3. If FHWA cannot acquire an historic preservation easement, then FHWA will acquire the Drumanard property, place an historic preservation easement on the property, and transfer the property to KYTC who shall seek to sell the property at fair market value to a preservation organization or other party acceptable to the Bi-State Historic Consultation Team or donate the property to a local government. The current owner will have first right of refusal.

4. Prior to initiating construction activities, KYTC will ensure that the construction contractor shall develop and implement a blasting/vibration plan for the Project to avoid damage to the historic structures within the property as set forth in Stipulation II.L. During construction activities on and around the property, KYTC shall monitor the historic buildings to preclude impacts due to blasting or vibration.

Allison-Barrickman House

1. KYTC shall make reasonable efforts to acquire a preservation easement on the tract of land within the National Register boundary of the Allison-Barrickman house and an easement on the property bounded by US 42, KY 841, the Allison-Barrickman property, and Wolf Pen Branch Road, as set forth in Stipulation II.H.
2. INDOT shall implement noise abatement measures as set forth in Stipulation II.E.
3. INDOT shall define a "no-work zone" within the National Register boundary of the property as set forth in Stipulation II.N.
4. Prior to initiating construction activities, KYTC shall ensure that construction contractors shall develop blasting/vibration plans for this portion of the Project to avoid damage to the Allison-Barrickman house as set forth in Stipulation II.L.

Rosewell

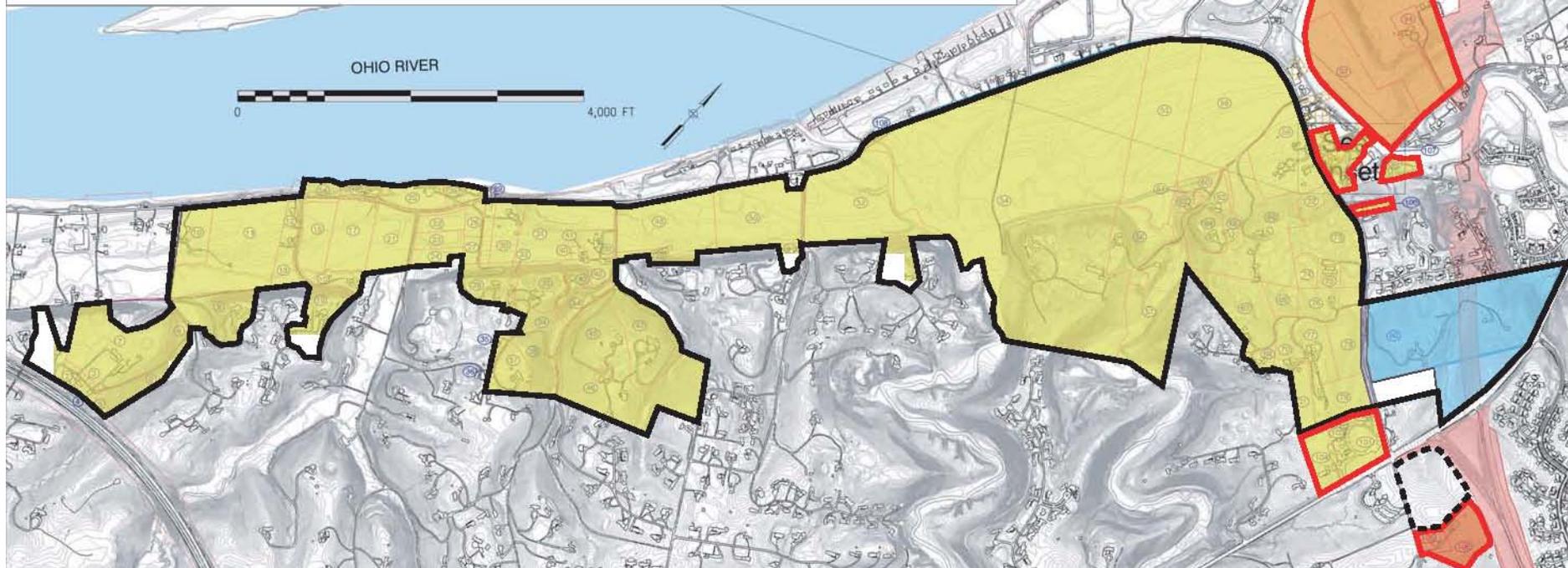
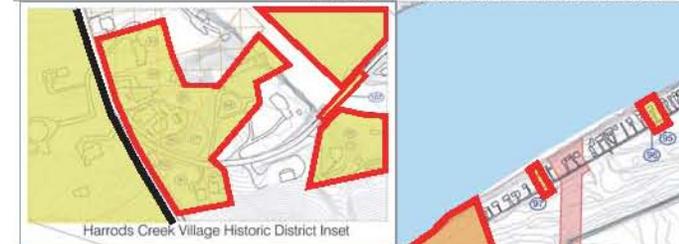
1. Prior to the initiation of construction activities on the A15 Corridor, KYTC shall develop and implement a Treatment Plan in consultation with the KYSHPO, FHWA, and KHPAT to minimize damage to the historic property.
2. KYTC shall make every reasonable effort to acquire the Rosewell property at the fair market value and from a willing seller.
3. Immediately following its acquisition, KYTC shall place a preservation easement on the property as set forth in Stipulation II.H and sell the property to a local historic preservation organization or other party acceptable to the Bi-State Historic Consultation Team or donate the property to a local government. KYSHPO shall hold the easement. If sold, the current owner will have first right of refusal.
4. INDOT shall design and construct roadway lighting as set forth in Stipulation II.D.
5. INDOT shall implement noise mitigation measures as set forth in Stipulation II.E.
6. Prior to initiating construction activities, INDOT shall ensure that the construction contractors shall develop blasting/vibration plans for this portion of the Project to minimize damage to the house as set forth in Stipulation II.L.
7. INDOT shall define a "no-work" zone within the National Register boundary of the property as set forth in Stipulation

Belleview

1. INDOT shall design the Ohio River Bridge and embankment adjacent to Belleview as set forth in Stipulation II taking into account the cultural landscape associated with this historic property. Context sensitive landscaping and other visual treatments, in accordance with Stipulation II.C, will be considered on or adjacent to the national register boundary, with owner consent and maintenance.
2. INDOT shall design and construct roadway lighting within the viewshed of Belleview as set forth in Stipulation II.D.
3. INDOT shall implement noise mitigation measures as set forth in Stipulation II.E.
4. Prior to initiating construction activities, INDOT shall ensure that construction contractors develop blasting/vibration plans for this portion of the Project to avoid damage to the historic buildings as set forth in Stipulation II.L.
5. INDOT shall define "no-work zones" within the National Register boundary of the historic property as set forth in Section II.N.

SECTION 106 MOA SITE SPECIFIC MITIGATION

- MOA Listed Site Specific Mitigation:
- Country Estates Historic District/
River Road Corridor Historic Properties
 - Drumanard
 - Allison-Barrickman House
 - Rosewell
 - Bellevue
 - Proposed I-265 Corridor
 - Country Estates Historic District
 - River Road Corridor Historic Properties
 - Proposed Easement



APPENDIX B

**THE HISTORIC AFRICAN AMERICAN COMMUNITY OF GREATER HARRODS CREEK,
JEFFERSON COUNTY, KENTUCKY**

**THE HISTORIC AFRICAN AMERICAN COMMUNITY OF
GREATER HARRODS CREEK,
JEFFERSON COUNTY, KENTUCKY**

Report For

**THE COUNTRY ESTATES HISTORIC DISTRICT/ RIVER ROAD CORRIDOR HISTORIC PRESERVATION PLAN,
OHIO RIVER BRIDGES PROJECT**

Report By

Orloff G. Miller, Ph.D.

January 2007

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GREATER HARRODS CREEK: EXECUTIVE SUMMARY

African American oral history informants in 2000 consistently referred to their community as Harrods Creek, regardless of whether they actually lived in Prospect, the Taylor Subdivision, on Jefferson Jacob School Road, on The Neck, or in Harrods Creek Village (Jones and Bogert 2000). By the second quarter of the twentieth century, inhabitants at each of these discrete geographic areas shared the same social institutions, including schools, churches, lodges, and (to a lesser extent) gas stations, post offices and other commercial establishments, all connected by road or by hourly interurban rail service. By shared experience (and perhaps historical Township boundaries), group identity latched onto the name “Harrods Creek.” Note that this definition of Harrods Creek makes a poor fit with the eight properties determined eligible as a National Register of Historic Places (NRHP) District for Harrods Creek Village, and has even less to do with the neighboring Country Estates Historic District comprising the Harrods Creek NRHP District. Therefore, in an effort to honor the perception of living informants, the current investigator has elected to treat this discussion of African Americans at Harrods Creek more as an informal traditional cultural landscape comprised of several settlement nodes, rather than as a district composed of discrete properties, by including the above-referenced communities into a “Greater Harrods Creek.”

HISTORICAL OVERVIEW

Rural Black Neighborhoods In Jefferson County

According to an “Addendum to the Statement of Significance for the Jefferson County Multiple Resource Area,” of the 1987 NRHP nomination for Historic Resources of Jefferson County,

“At the turn of the twentieth century black communities could be found in some half dozen locations in Jefferson County. Most of the settlements were developed by freed Blacks at the conclusion of the Civil War. These settlements are particularly important because they served to challenge the norm—the mass-migration of Blacks into Louisville. While this urban migration continued for more than a half-century, a virtually undocumented rural movement was fostered in small settlements and on farmsteads” (NRHP 1987, 8:31).

In 1860 (just prior to the Civil War), fully ninety percent of the African American population of Jefferson County lived in rural settings; by 1910 only 59 percent of the total Black population of Jefferson County remained outside the Louisville city limits. The “flight to the cities,” a profound demographic shift in post-bellum American history, was particularly prevalent among African-Americans, continuing from war’s end well into the 1930s, when the depression all but wiped out the few remaining Black farms in Jefferson County (NRHP 1987, 8:31; Wright 1992:2).

A handful of rural Black communities survived in Jefferson County, including the village of Petersburg (now known as Newburg), centered on the Tevis property at the modern intersection of Petersburg and Indian Trail Roads. Two enclaves of domestic servants clustered around the exclusive commuter suburb of Anchorage became known as Griffytown (or Griffeytown), and Berrytown. Anchorage was the venue for an 1872 July 4th celebration attracting literally thousands of Blacks from Jefferson and Shelby counties (Lucas 1992:300). Harrods Creek was home to Blacks working both as independent farmers and (later), as domestic servants to White commuters settling along the new interurban rail lines (NRHP 1987, 8:31). These communities were formed by cohesive multigenerational social networks, many of which are still going strong, albeit evading notice in the standard literature of Jefferson County’s history (Bogert 2002, *Filson Newsmagazine* 4(2):1).

From Early Settlement To The Civil War

The entire issue of slavery as practiced in the Harrods Creek neighborhood remains unstudied. The 1860 U.S. Census followed a different districting scheme than subsequent censuses, and the project area falls within Harrods Creek Post Office, [subset of] the 2nd District. While a separate slave census was made for that year, the 1860 Slave Census is presented for the entire 2nd District, complicating any effort to make one-to-one comparisons between the two documents. Since the slave census only lists the names of slave owners rather than the names of the enslaved, the investigator elected to look for White residents enumerated for the Falls of Harrods Creek who also appear as slave owners.

There are 24 owners’ names that appear in both documents. The names are: Henry Lentz, P.A.G. Richards, James F. Allison, Henry M. Allison, Warner DeHaven, Timothy Peyton, John Skinner, Andrew Nuckols, William Adams, Caleb Dorsey, Jeremiah Autto, Charles, Mary and Elijah Yeager (all in one household), Jacob Wilhoite, James Clore, R.N. Barbor, Christina Ferry, James Adams, A.B. Duerson, H.N. Buffenmeyer, William Trigg, John F. Coons, and Colby Shrader. These households owned a combined total of 180 people in slavery at Harrods Creek. The slave schedule also noted that there were 31 slaves houses (i.e. slave quarters) located on the

properties of the above slave owners (1860 U.S. Census, Falls of Harrods Creek, Jefferson County, Kentucky; 1860 U.S. Census, Slave Schedule, Second District, Jefferson County, Kentucky).

The circa 1830 Ashbourne House is typical of the large-scale cash-crop farms that accounted for much of the alluvial flood plain, and included, “a steam mill, a distillery, a carriage house/slave quarter, and a well house” (Immediate Needs Report 2006:21). The 1844 Hendry Allison House (now known as the Allison-Barrickman House) includes on the grounds a cemetery for family and slaves (Immediate Needs Report 2006:21).

Although there has been a settlement on Harrods Creek since the 1770s, little is known about any Free African American presence at Harrods Creek prior to the Civil War (Schneider 1989:1). In 1860 the only known Free African American living in the Harrods Creek area was Jefferson Taylor, age 54, mulatto. He was living with the family of Humphrey Pate (1860 US census, Jefferson County, Falls of Harrods Creek, 31 Aug 1860).

Certainly African Americans (enslaved or free) would have worked in the early crossroads transshipment industry, on nearby farms, and in the various mills known to have flourished in the early nineteenth century (Schneider 1989:1). As early as the eighteenth century local residents could take comfort at Old Harrods Tavern (parts of which may survive within the modern Captain’s Quarters Bar (Schneider 1989:1). The 1858 Bergmann map provides good information on the local industries of the day, and provides a baseline for discussing various historical name-changes to the road system and subsequent rail service. By 1858, the village of Harrods Creek enjoyed a blacksmith shop, various flax mills, H. Allison’s Steam Flour Mill, and a Post Office (Bergmann 1858; Schneider 1989:1). Later topographic survey maps indicate quarrying activities on the hilltops to the south of town, probably associated with the lime kilns along Lime Kiln Lane and the booming lime industry directly across the river in Utica, Indiana (undated USGS Topographic Survey Map, Jones and Bogert Collections).

River Road between Louisville and Harrods Creek was completed by 1819 (Immediate Needs Report 2006:21). The route had been paved as a “plank road” no later than 1852, and is labeled as the “Louisville & Westport Plank Road” on the 1858 Bergmann map (Bergmann 1858).

Early Post-Bellum African American Settlement

A scarcity of capital and limited opportunities to acquire mortgage credit created severe limitations for newly-freed Black farmers to acquire land. According to historian Marion Lucas,

“Blacks [nonetheless] purchased farm homesteads in Jefferson and surrounding counties. Between 1865 and 1870 farmers with accounts in the Freedman’s Savings Bank spent an impressive amount of money for farms, supplies, and equipment. They put \$416,000 along into land, with thirty of the largest purchases averaging seventy-five acres. They spent an additional \$75,000 for seeds, farm animals agricultural implements, tools, and shop equipment” (Lucas 1992:276-77).

Following emancipation, there developed an enclave of freed families on the bottomlands of Harrods Creek to the east of the modern community of that name. These lands were known as either “Happy Hollow,” (which name is preserved in the local nickname for Hoskins Beach Road), or “The Neck,” describing bottomlands partially encircled by a horseshoe bend in the creek. Three very prominent local families, including the Merriwethers, the Taylors, and the Jacobs, all trace their roots to Happy Hollow.

In 1870, freed Black Thomas Taylor (born 1825) and his wife Francis Taylor were living in the Harrods Creek Precinct. Thomas worked as a farm hand and had \$200 in personal property. Living next to him were the African American families of Jeff Taylor (age 58), William Taylor (36), and George S. Taylor (38) (1870 US Census Harrods Creek Precinct). Thomas and Francis Taylor’s great granddaughter Minnie Alta Taylor (b. 1911) was interviewed in the year 2000. According to the informant, her family was from the “Happy Hollow” neighborhood of Harrods Creek (Minnie Alta Taylor Broaddus, in Jones and Bogert 2000).

According to informant Mary Merriwether Kellar, in the late 1860s a Black lay preacher remembered as Brother Ben Parker lived in an old log cabin on the Ohio River two miles east of Louisville. It was in this cabin that Mattie Barber Merriwether was born. Her family still remembers a prayer meeting conducted in that cabin by Ben Parker and Jefferson Jacob in March of 1869. It is possible that Mattie Barber Merriwether was baptized at this prayer meeting (Kellar June 7, 2000; in Jones and Bogert 2000).

While the location of Brother Ben Parker’s cabin may now be lost, three of the five family lineages in the above paragraph (Jacob, Merriwether and Kellar) settled in greater Harrods Creek, suggesting an early post-bellum African-American presence. Jefferson Jacob (born 1835) was a farmer, pastor, and community leader. He and his wife Susan (maiden name unknown) lived in Harrods Creek in 1870 and 1880 (U.S. Census, Harrods Creek Precinct, Jefferson County, 1870 and 1880). Their daughter Edlene Jacob married Simon Brooks; that couple in turn had a daughter, Laura Brooks, who was interviewed in 2000 (“Jacob Genealogy” and Laura Brooks, in Jones

and Bogert 2000). Laura and her parents were all raised in Happy Hollow. According to the 1870 U.S. Census, African American Lewis Brooks was a resident of Harrods Creek. He eventually fathered eight children, one named Simon Brooks, father of Laura Brooks, who was interviewed about life at Harrods Creek in 2000 (Jones and Bogert 2000, “Brooks Genealogy”; U.S. Census 1870, Harrods Creek Precinct). Laura indicated that she, her parents, and her grandparents lived in Happy Hollow, at Harrods Creek (see discussion below).

South of the village of Harrods Creek on lands that would become W. L. Lyons Brown’s country estate of Ashbourne, there stood an early 19th century tavern. Following the Civil War, this tavern building was used as a home for Confederate veterans (Schneider 1989:1). The relationship between the veterans and the nearby Black settlement at Happy Hollow is not recorded.

The 1870 U.S. Census records 220 white people and 176 black or mulatto people within the Harrods Creek Precinct. The two populations are already strongly clustered, with most Blacks appearing on sheets 5-8 of 11 sheets enumerated (U.S. Census, Harrods Creek Precinct, Jefferson County, Kentucky 1870).

Advent Of Rail Service

Harrods Creek was linked to Louisville via the Harrods Creek & Westport Railway Company about 1875; the same line reached what would become the town of Prospect (originally Sand Hill) in 1877 (Immediate Needs Report 2006:24). By 1883, there were twenty-one stops along an 11-mile railway, providing freight and limited commuter access to a rapidly evolving Louisville hinterland.

By 1879, what would become River Road was known as the Louisville-Westport Pike, while the then-new railroad was labeled simply, “Harrods Creek RR” (Beers & Lanagan 1879:Plate 37). An 1879 atlas map indicates that within the village of Harrods Creek there was now a distillery, a railroad depot, a store and a post office, while across Harrods Creek and east of River Road there stood a “School House & Masonic Hall” (one property), and Harrods Creek Church. A white Masonic Lodge now stands on the site of the one-room school (Schneider 1989:1). Recent discoveries suggest that portions of the schoolhouse are preserved within the modern Masonic Lodge (Personal Communication 2006, Jerry Leslie Lochner, Project Manager for SDC4 of the Ohio River Bridges Project and Meme Runyon, Executive Director of River Fields). The 1879 map also indicates a Colored Church near the new rail terminus at Prospect (Beers & Lanagan 1879:Plate 37).

As a result of rail access, farmlands began to be developed into summer homes for the wealthy. Immediately after rail service was established in the 1870s, construction began on a series of sumptuous summer homes, including the Gavin Cochran House and the

James Todd House (Immediate Needs Report 2006:27). By the 1890s, large-scale developments such as the Fincastle Club and Nitta Yuma were providing club houses, tennis courts, equestrian stables and lavish housing to a wealthy Louisville clientele (Immediate Needs Report 2006:26).

By the last quarter of the nineteenth century, there was a thriving African-American neighborhood at Harrods Creek, composed primarily of farmers and laborers (Stern 1986:1). But with the advent of wealthy summer homes on the bluffs overlooking the bottomlands, local African American employment patterns began a long-term shift away from farming and into domestic service. The development of a dichotomous settlement pattern in the Kentucky Bluegrass of gentleman farms served by African-American hamlets has been explored at length (P. C. Smith 1972).

Rail service also provided opportunities for Black families and church groups of urban Louisville to organize excursions and day-picnics along the Ohio and its tributaries. During the 1870s and 1880s, there was such a demand that the railroads out of Louisville had to add special weekend runs, and social commentators began to fret that African Americans were spending too much of their disposable income on these excursions (Lucas 1992:287-88).

The Merriwether Family

It was into this context of rapid gentrification that the African American father and son Harrison and Isaac Merriwether were buying real estate around Harrods Creek, no later than 1890. Harrison and Jane Merriwether were from the Saltillo Precinct of Oldham County. Isaac and his wife Mattie lived in Oldham County in 1880, but moved to and died at Harrods Creek. By 1891, Isaac had already established himself on a small tract, “below the creek.” On January 6 of that same year, his father Harry Merriwether bought 1.5 acres from the Allison family heirs (KY Historical Marker 2079, “Merriwether House”).

On May 3, 1898 Harry Merriwether sold this tract to his grandson, Harry Hall Merriwether, for the sum of forty dollars (Merriwether Genealogy in Jones and Bogert 2000; Helm & Stern NRHP Nomination 1988:2). According to a descendant, Isaac’s son Harry Hall married Sunshine H. Clinton. Harry and Sunshine’s daughter Mary Margaret Merriwether was interviewed in 1986, and again in 2000 (Mary Margaret Merriwether Interview 7 March, 1986, quoted in Helm & Stern NRHP 1988, 14:2; Jones and Bogert 2000).

There seems to be some question as to when the Merriwether House was built, as the NRHP nomination places its period of significance between 1875-1899. It is possible that those writing the NRHP nomination were applying some abstract chronology of

settlement to a specific resource, but it is doubtful (based on the value placed on the property prior to 1898), that the house was constructed prior to Harry Hall Merriwether's purchase from his grandfather. According to the builder's daughter, Mary Margaret Merriwether Kellar, the house was built that same year (Interview 7 March, 1986, quoted in Helm & Stern NRHP 1988, 14:2).

In the same interview, Mary Margaret Merriwether Kellar recalled that her father had engaged in small scale farming, including raising free-range hogs behind the house and tending a large truck-garden (Interview 7 March, 1986, quoted in Helm & Stern NRHP 1988, 14:2). After Harry Hall Merriwether died in 1954, his wife Elenora continued to maintain the property until their daughter Mary Margaret Merriwether Kellar and her husband William (the current owners) moved in.

As of 1998, the Merriwether House was enjoying its third generation of Black landownership, making it the oldest standing evidence for the antebellum African American neighborhood at Harrods Creek, and a rare example of the nineteenth century built environment of such communities surviving anywhere in the county (NRHP 1998:Statement of Significance, 13:2). The Merriwether House was listed on the NRHP in 1998 (NRHP Listing 87000361).

“Happy Hollow” And “The Neck”

With its commanding view of the creek, the village of Harrods Creek, and the Upper River Road Bridge over Harrods Creek, the Merriwether House was something of a community landmark. There survives in the Jones and Bogert research collections at the Filson Club Library a remarkable series of historic photographs of the Merriwether family posed in front of the house, some dating to the very earliest years of the twentieth century, based on the straw boater hats and “Gibson Girl” dresses proudly on display (Folder: Harrods Creek/Prospect Photos and Interview Transcripts, Jones & Bogert 2000).

It is therefore all the more interesting to contrast the proud, serene family inhabiting the Merriwether House and the Jim Crow name, “Happy Hollow” used for the road behind the house (now called Hoskins Beach Road). Names like “Happy Hollow,” “Smokey Hollow,” “Smoketown,” “Little Africa,” etc., often mark the sites of long-abandoned free-African American enclaves dotting the Ohio River Valley. For example, there is another Happy Hollow outside of Milford, in Clermont County, Ohio, and an African American neighborhood known as “Smokey Hollow” stood on the outskirts of Maysville, in Mason County, Kentucky, while there are numerous “Little Africa’s” decaying in the woods on the outskirts of towns throughout southeastern Indiana. These names were both disparaging and a source of pride, depending on the speaker. In the current case, it appears that the descendants of those living on Happy Hollow Road refer to their neighborhood interchangeably as either Happy Hollow or as “The Neck,” based on a spit of land enclosed within a

bend in Harrods Creek, east-northeast of the Merriwether House. Recent archaeological survey investigations have identified several historic sites within that spit of land (Herndon and Bundy 2006). In fact, by siting his stately new home on River Road at the bridge, Harry Merriwether was in effect creating a visible, public facade for the entire African American enclave settled at The Neck, sending a powerful statement of legitimacy for a hitherto hidden community.

Impact of the Inter-Urban on African American Life

In 1904, the Louisville & Interurban purchased the Louisville, Harrods Creek and Westport Railway, and converted it for electric service; by the 1920s, the “Interurban” (as it is still remembered) served thirty-two stops, and provided hourly service along the route (Immediate Needs Report 2006:25). The rail schedule more than any other historical development, allowed Harrods Creek to become a commuter bedroom community of Louisville.

By 1913, River Road was known as River Road; the interurban line was known as the “Louisville & Prospect Electric Railroad,” and Wolf Pen Road was still known as “Harrods Creek and Springdale Pike” (Louisville Title Company 1913). Both Harrods Creek Church and the small school indicated on the 1879 Atlas as located across Harrods Creek and east of River Road were still standing on the Henry S. Bell property, although the 1913 map had inverted their labels compared to the 1879 map (Beers & Lanagan 1879:Plate 37; Louisville Title Company 1913).

By the time the interurban service was established, a majority of local African-Americans were either working full time as groundskeepers or domestic servants for the new elite, or were supplementing their farming income with service jobs.

As an example, Mr. Martin Dunbar II was born Dec 15, 1927, and was raised by his maternal grandparents, William and Lula Edwards Stokes. They lived on the Watson property, where William served as the “foreman caretaker,” in which role he managed 100 acres, chauffeured, and supervised other servants. While his grandfather ran the estate, young Martin led a very happy childhood playing in the creek, in the nearby woods, and in the apple orchards on the hillsides. Mr. Dunbar II recalled that although his grandfather in effect ran the Watson estate, his own house had no indoor plumbing (Martin Dunbar II, in Jones and Bogert 2000).

Jefferson Jacob School

Prior to the Civil War, Jefferson County led the entire Commonwealth in African-American education. Of 2361 Free African Americans aged 14 and under known to have been living in Kentucky in 1850, 288 (circa 12 percent) attended school. Nearly half of those students were attending Black schools in Jefferson County (Lucas: 1992:145). However, despite efforts like the 1869 attempt to create a Black “Kentucky State Board of Education,” the 1870s Louisville “Board of Visitors,” and in spite of the success of downtown Louisville schools like the Lincoln Institute, public education for Blacks in rural Jefferson County languished in the antebellum period (Lucas 1992:245-247).

The Jefferson Jacob School was constructed between Prospect and Harrods Creek in 1916, serving African American students from both villages. The school was built with partial funding from the Julius Rosenwald Foundation, responsible for the construction of over 5300 African American schools between 1913 and 1932 (Immediate Needs Report 2006:31).

Prior to the construction of the Jefferson Jacob School, local Black children were educated in two one-room schoolhouses. One of these schoolhouses was apparently located immediately northeast of the bridge over Harrods Creek on River Road (Beers and Lanagan 1879). As stated earlier, while it needs to be further investigated there is increasing evidence that elements of the school survive as part of the modern Masonic Lodge (Personal Communication 2006, Jerry Leslie Lochner, Project Manager for SDC4 of the Ohio River Bridges Project and Meme Runyon, Executive Director of River Fields). The other schoolhouse may have been closer to Prospect. Both smaller schools were consolidated into the single larger structure (Immediate Needs Report 2006:31). Minnie Alta Taylor Broaddus (born 1911) returned to the area when four years old from Louisville, and went to school in the one room school house at The Neck, in 2000 (some 85 years later) she remembered her first teachers were Narcissus Brown and Sunshine Merriwether (Harry Merriwether’s wife) (Minnie Alta Taylor Broaddus, in Jones and Bogert 2000).

Informants to this day identify themselves as students of the Jefferson Jacob School, and to some extent identify their generation within the larger Harrods Creek community by reference to who attended Jefferson Jacobs (Laura Brooks, Minnie Alta Taylor Broaddus Martin Dunbar II, in Jones and Bogert 2000). The school still stands, and continues its tradition as a social nexus for the community as the home of the African American Masonic Lodge (Dunbar in Jones and Bogert 2000).

James Taylor Subdivision

In 1912, African American husband and wife James T. and J. Etta Taylor platted a new subdivision from lands adjacent to the Prospect railroad terminal. The subdivisions were approved in 1923 and 1925 (Immediate Needs Assessment 2006:31). By personally carrying the mortgages, and by assiduously collecting on said mortgages on a weekly rather than monthly basis, James T. Taylor quickly established himself as an important man in the local African American community, and provided Blacks of modest means a chance to own their own property with a nearby school and convenient rail service.

“Mr. Jim Taylor was a very nice person. He was a great big man; [we called him] “Big Jim.” He was big and tall and he had a lot of influence over the Whites and Blacks in the neighborhood. He had his own business and then he ran and worked a lot of people in the neighborhood. Mr. Taylor was a nice man and he was an aggressive person. He had lots of ideas of how to make our community grow...He had great ideas...He carried the mortgage—every week I would pay him money until I got that piece of property paid for. He sold to other people, too. Practically all of us bought lots that way.” (Martin Dunbar II, in Jones and Bogert 2000).

James T. Taylor’s family was from Harrods Creek. Taylor was the grandson of Thaddeus Lane, whose widow Elizabeth was living at Harrods Creek by 1900 with their son Addison and grandson, James T Taylor, son of Fannie Lane and Edward Taylor. James T. Taylor’s daughter Minnie Alta Taylor Broaddus was interviewed in 2000 (Jones and Bogert 2000, “Lane Genealogy”). She contended that James Taylor for the most part developed “this community” to provide “places to stay” for servants of “rich people all up in the hills around here” (Minnie Alta Taylor Broaddus, in Jones and Bogert 2000).

According to Taylor’s daughter, a Dr. McIntyre and his wife Eleanor built their house at the corner of Duroc and River Roads; theirs was the first house of the new subdivision. They also built a kind of platform on the property and people would come out and play music and dance. A Mr. Smalley bought land from the McIntyres to create a park for the use of the Black community (Minnie Alta Taylor Broaddus in Jones and Bogert 2000).

Minnie Alta Taylor Broaddus recalled that, “My Dad had a lot of men working for him—he called it a “contract farm” - [he] had equipment, threshing machines and hay bailing—[he] took care of the farms around here.” (Minnie Alta Taylor Broaddus in Jones and Bogert 2000). In other words, James Taylor was not only carrying everybody’s mortgage, but he was also hiring out his equipment and labor force.

Prior to World War II, most construction centered on the south side of Shirley Avenue. The Taylor Subdivision was built on rather slowly after the Depression hit, but because Taylor was holding the mortgages, few people lost their property.

The “Heyday,” 1920s-1960s

The combination of accessible real estate, viable schools and social institutions, and an established group of local families serving as community leaders led to a kind of “golden age” for the African American community of Greater Harrods Creek. It is absolutely essential to note that this community was forged and maintained in the face of Jim Crow laws and legally enforced racial segregation. While to some extent defined by these external forces, the community was built from within, and is remembered with affection and pride.

The local families had by and large been around long enough to have intermarried, creating an intricate braiding of local lineages. “I always called this a hand-me-down neighborhood; land was passed from generation to generation” (Mary Lang, in Schneider 1989:1). For example, two of the leading men of the community, James T. Taylor and Harry Merriwether, were cousins,

“Most of the people around here were all related. Like Daddy [Harry Merriwether] and [“Big”] Jim Taylor were sisters’ children, and the McGruders who lived next to the old Church down here on River Road. Aunt Divey was related too” (Mary Margaret Merriwether Kellar, in Jones and Bogert 2000).

Carridder Jones’ informant Chester Lee Trowel, of the Taylor Subdivision, is the great grandson of Jefferson Jacob, for whom the nearby school was named. Laura Brooks is his second cousin once removed; her mother and his mother’s mother were sisters (Trowel in Jones and Bogert 2000). Most of the informants from the Jones and Bogert investigations were very careful to present their family interconnections within the community, as a means of demonstrating their “credentials.” Martin Dunbar II, as well as other informants, consistently referred to their mothers or grandmothers by full name, including maiden name (i.e. “Lula Edwards Stokes”), never as “mother” or “mom,” creating a constant reference back to an intertwined genealogy. Dunbar makes an exception when he refers to his own wife, mentioned only as “Ann” (Martin Dunbar II, in Jones and Bogert 2000).

Researcher Carridder Jones noted that many of the families settled on Shirley Avenue in the James Taylor subdivision had college degrees, but were forced by the climate of discrimination to take jobs as domestic servants. She also noted that residents of Shirley Avenue referred to themselves as “Shirleyites” (Jones in Uhde 2005)

The interviews themselves point out a very high incidence of African American college attendance and teaching experience, both for the informants and for their mothers and grandmothers. For example, Minne Alta Taylor Broaddus attended Fisk, and married Mr. Stenson Broaddus, a teacher at Kentucky State. Mr. Dunbar II said that James Taylor's wife taught Kindergarten in a little building behind the Jacobs School, while Minne Alta Taylor Broaddus (b 1911) recalled that Sunshine Merriwether (Harry's wife), taught in the one-room schoolhouse serving the Neck prior to the construction of the Jacob School. Mr. Dunbar II attended Louisville Municipal College. Mr. Dunbar's mother Margaret Stokes Dunbar taught at Jacob School, after having attended Tuskegee. Mr. Trowel grew up in Prospect, and received his M.A. from Murray State University. In almost all cases, locals returned from college to serve the greater Harrods Creek community.

The interviews also demonstrate close ties to churches and lodges, ties between various Black social institutions, and the profound influence of community leaders such as James T. Taylor. For example, Martin Dunbar II recalled about Taylor,

“He had lots of ideas of how to make our community grow. He was a good entrepreneur and he was a member of our church. He moved our church to higher ground—rented the old church to Whites. The Church met at Jacobs School until the new building was built” (Dunbar in Jones and Bogert 2000).

The interdependence of social institutions continues to this day. African American Masonic Lodge 109 now owns the long-decommissioned Jefferson Jacob Schoolhouse.

The heyday of Black Harrods Creek corresponds roughly to the dates of another phenomena along the Ohio River shoreline, that of the “River Camps” property type (1920-1955) (Immediate Needs Report 2006:32). These were informal seasonal camps or clusters of owner-built tourist cabins. In the Country Estates project area, the nearby Transylvania Beach subdivision, the John Determan House and J. Schildnecht House have all been defined as examples of this River Camp theme (Immediate Needs Report 2006:32). Of course, during Segregation, Blacks would not have been welcome in these river camps, although they shared the same recreational tastes.

By the early twentieth century the Merriwether family's income was supplemented by boaters and vacationers, utilizing a series of docks and cottages erected along the Merriwether House's frontage of Harrods Creek (Interview 7 March, 1986, quoted in Helm & Stern NRHP 1988, 14:2). The Merriwether docks and cabins were specifically available for use by Blacks.

After World War II, the river camps and summer cottages gradually gave way to full-time riverside homes, although the recreational theme remained.

“The river and creek, recalls Glenview resident George McBride, was plied with lots of rowboats and small craft. Later, the area began to attract a following of weekend water worshippers that has burgeoned today, with enormous sailboats and cabin cruisers skimming the currents. At night along the creek and along River Road, the bug-repellant lights flicker on. Jukebox songs fill the air; laughter comes from the taverns” (Schneider 1989:1).

Old Harry Merriwether was on to something when he built those docks and tourist cabins.

Late 20th Century Loss Of Community

The collapse of any viable local farm industry in the 1930s combined with the decreased demand for domestic servants following World War II reduced local economic opportunities for Blacks in greater Harrods Creek. The repeal of Jim Crow and segregation laws in the 1950s and 1960s encouraged out-migration for young African Americans, while the older generation watched the property values of the surrounding country estates soar. By the 1980s, increased demand for even the most modest real estate along River Road made it increasingly difficult to maintain the old contiguous African American settlement nodes at the Neck, on Jefferson Jacob School Road, or within the Taylor Subdivision. Although demographers will cite the above as a quite familiar process of “gentrification,” among the mostly elderly interviewees of 2000 (speaking to a Black interviewer), the loss of community is most often expressed in terms of race.

“The community has changed, my Lord, they’ve built more houses and there are more people moved in the community and, Oh! Everything’s changed. Whites are moving in all the time. Soon as the house gets vacant, the whites are moving in. I always say when the houses get vacant, whose business is it who they all sell to, white or colored? White person bought it cause he’s the one that had the money. That’s the way I done my brother’s house. White person bought it because he had the money” (Laura Brooks, b 1907, in Jones and Bogert 2000).

Martin Dunbar’s loyalty to the old neighborhood speaks for many,

“We never thought of leaving Taylor Subdivision, because we liked it...We never once thought about leaving this area...“We have a Prospect/Harrods Creek Neighborhood Association that meets once a month. Not just Shirley Avenue, we’ve got Bass, Duroc,

Shirley and Jacob School Road. Its mainly Black. It used to be all Black, but what's happening now, every time a house come up for sale, we get a White neighbor. So, now we can feel like a White man used to feel... "It is the safety and camaraderie that I have in this community that makes me feel comfortable in this community. When we leave here we don't lock our doors; we feel safe here" (Dunbar in Jones and Bogert 2000).

Mr. Dunbar's son sold his house to White people. "He said he needed the money...so he had to sell it to whoever he could sell it to" (Dunbar in Jones and Bogert 2000).

One of the younger informants of 2000, Chester Lee Trowel said, "The community hasn't done a lot of changes, not that I can see. Most of the old families are still here. We are getting a lot of White neighbors" (Chester Lee Trowel in Jones and Bogert 2000).

Changing demographics also affected the service industries and recreational facilities of the area. By the 1980s, it had become obvious that the more modest camps, summer cabins and mobile homes were being squeezed out by expensive subdivision tract homes and custom built estates. As an example, in 1989 Amelia Guthrie Habish, whose family had owned the Captain's Quarters restaurant and adjoining lands along Guthrie Beach Road since the 1933, was selling 47 of her remaining 52 acres (Schneider 1989:1). This was also the era in which marinas and subdivisions encroached on the bottomlands of the old "Neck." A modern map will demonstrate that there has been a lot of recent construction on "The Neck," in the form of marinas and a network of residential streets with names like "Marina Drive" and "Forestlake Drive."

RECOMMENDATIONS FOR FUTURE PUBLIC INTERPRETATION

The current investigation was enriched by a specific collection at the library of the Filson Historical Society (formerly the Filson Club), of Louisville. Therein is stored the research collections of Carridder Jones and Pen Bogert, entitled, "Historic African American Neighborhoods in Jefferson County, Kentucky." These collections are the result of research conducted in 2000 with funding from the Kentucky Humanities Council. Carridder Jones had previously completed a larger project on "Black Hamlets in the Kentucky Bluegrass," while Pen Bogert enjoyed an ideal position from which to conduct research, serving as a reference specialist at the Filson Club Library. The collection now includes oral history transcripts, photographs, deeds, census records, marriage records, death certificates, relevant historic maps, and genealogical information for the African American communities of Harrods Creek/Prospect, Anchorage (Berrytown/Griffeytown), and Newburg/Petersburg.

It is strongly recommended that any future public interpretation of the African American heritage of greater Harrods Creek should include an exhibit based upon the Jones & Bogert Research Collections, using the original researchers as curators. The proposed future exhibit could take multiple forms in order to create the most powerful public interface for a given venue. If, for example, the Prospect Lodge 109 would be willing to provide public access within the former Jefferson Jacob School, a conventional large-format exhibit may be mounted, including photographs taken from the Jones & Bogert collections, augmented by audio of specific informant interviews. If a formal venue like the Jefferson Jacob School (or perhaps a local church?) is not available, or if funds allow for multiple venues, then a less formal “kiosk-style” exhibit could be mounted in a high-traffic public access facility such as a local library. While some of the visual impact might be lost, the basic interpretive themes, use of historic photographs and audio taken from interviews could all be adapted to the kiosk format.

Whatever is ultimately decided, it is further recommended that the Prospect/Harrods Creek Neighborhood Association be brought in as a formal stakeholder to the process, along with the proposed curators. If interview data are used (particularly audio tapes), it will be necessary to obtain informant permissions.

PRELIMINARY INTERPRETIVE THEMES

The themes presented below are synthesized from the historical narrative, and in many cases reflect the organizing principles used in presenting that narrative.

Greater Harrods Creek As A Coherent Social Network

For several generations the clusters of African American settlements known variously as Harrods Creek, The Neck, Prospect, the Taylor subdivision, and Jefferson Jacob Road formed a single coherent social network. The record demonstrates that often folks living at Harrods Creek were descendents of settlers in western Oldham County and/or Prospect, while people in the Taylor subdivision were sometimes descended from folks on Harrods Creek.

In the interviews with descendants conducted in 2000, multiple informants referred to Harrods Creek, the Neck, Happy Hollow, and Prospect as the same community, only using neighborhood names to indicate a specific place of residence. This same conflation of

discrete place-names all subsumed under “Harrods Creek” is borne out by a modern highway marker, entitled “Harrods Creek” but commemorating the James Taylor Subdivision in Prospect, the Jacob School, the Neck, and eastern Oldham County (Kentucky Historical Society Marker 2038). Harrods Creek has come to stand for a historical African American social network and settlement pattern larger than the strictly defined geographic place.

A functioning Community, Not a Nostalgic Fiction

These were coherent communities, with dynamic leaders, social services, churches and schools; the sense of "community" is not a nostalgic fiction. Oral Histories collected in 2000 often refer with pride to people who went to the Jacob School, and who still remained in contact from that shared experience. Other shared social institutions include the Masonic Lodge (Prospect Lodge 109).

It is recommended that the best way to demonstrate this sense of community is by profiling one of its members via interviews conducted in the 2000 Carridder and Bogert investigations. It is further recommended that the interview with Minnie Alta Taylor Broaddus, daughter of James Taylor, is a particularly evocative example of community memory, spanning the period of roughly 1920 to the present (Minnie Alta Taylor Broaddus in Carridder and Bogert 2000).

The Demographics Of Making A Living

Using the history of rail access as a “through line,” the exhibit should present the dramatic change in settlement pattern from rural farms (and relatively integrated farm communities) to mostly-white ex-urban houses on the hill with black housekeepers, to bedroom suburbs where everyone commuted downtown.

Around 1950 the occupants of the Merriwether House built a cluster of “river cottages” along the banks of the Harrods Creek for vacation rental properties to urban Blacks. These cottages are said to reflect, “the evolution in character of the Harrods Creek community from rural agricultural enclave to a suburban recreational retreat” (Stern 1986:2). In fact, that transition began at least 60 years earlier, with the advent of interurban commuter rail service.

Note that the “rich white folks up on the hill” frequently referred to in the oral history transcripts are the very people responsible for the Country Estates forming the larger context for the current investigation. These estates (including those located directly south of Harrods Creek on River Road) were listed on the NRHP as early as 1991, on the basis of their professionally designed architecture and landscapes, without reference to the actual village of Harrods Creek or its African American neighborhoods (NRHP 1991, “Harrods

Creek Historic District”). Partly as a result of the Bridges Project, a new district (The Harrods Creek *Village* Historic District) has been determined eligible for listing to the NRHP, although the actual nomination has not yet occurred.

River Camps

There was enough disposable income, and the same yearning for outdoor recreation held by larger American pop culture, that 1920s-1960s African American urbanites rented cottages and picnic grounds along Harrods Creek as “places of resort.” Although the vernacular tourist cabins and modest facilities are rapidly being replaced by expensive homes and marinas, the change has occurred in living memory, and form an important bridge between the historic community and the resort area River Road has become.

The Contrast Between Jim Crow and a Successful Middle Class

There is a specific photograph taken at the turn of the last century with the Merriwether family posed in front of their house. There are roses in bloom, and the family members are dressed in period “Sunday” clothes (Folder: “Harrods Creek/ Prospect Photos and Interview Transcripts” Jones and Bogert 2000). This photograph, taken alongside dozens of other proud, serene portraits preserved in the collection, are a powerful antidote to popular culture notions of Black minstrelsy under Jim Crow, as embodied in the name “Happy Hollow” used for the road behind the house. This was an upwardly mobile cadre of people, intent on establishing (or maintaining) a successful middle class through education, church, lodges, and entrepreneurial hard work.

The Loss Of Community

This theme is sensitive, and will require very careful handling. The oral history informants consistently lamented the loss of community implied by White people buying real estate in the neighborhood. In other words, integration destroyed a sense of home. The comments were race-based, not positioned as economic gentrification, which is the more common, more politically correct explanation.

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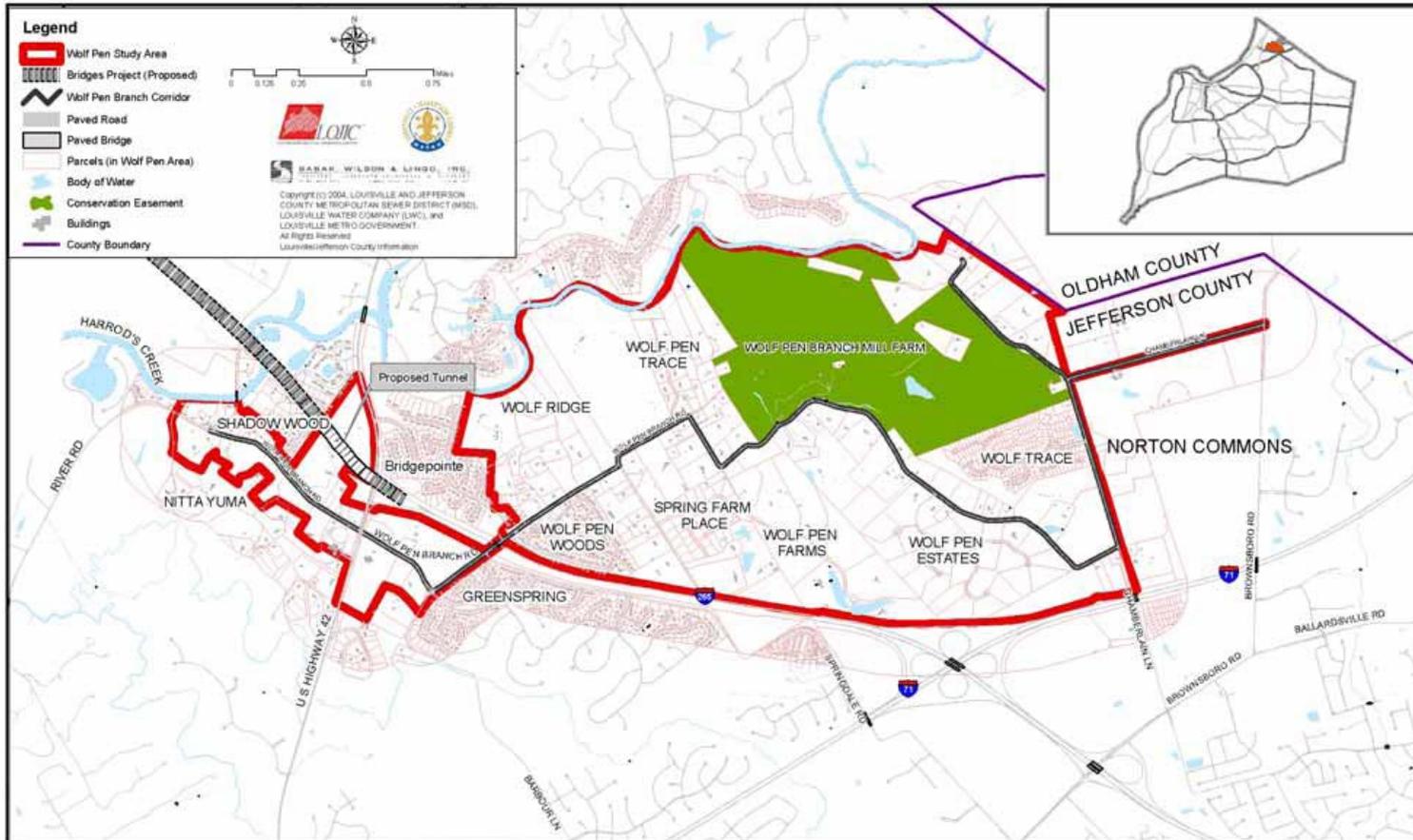
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APPENDIX C

WOLF PEN BRANCH NEIGHBORHOOD PLAN MAP

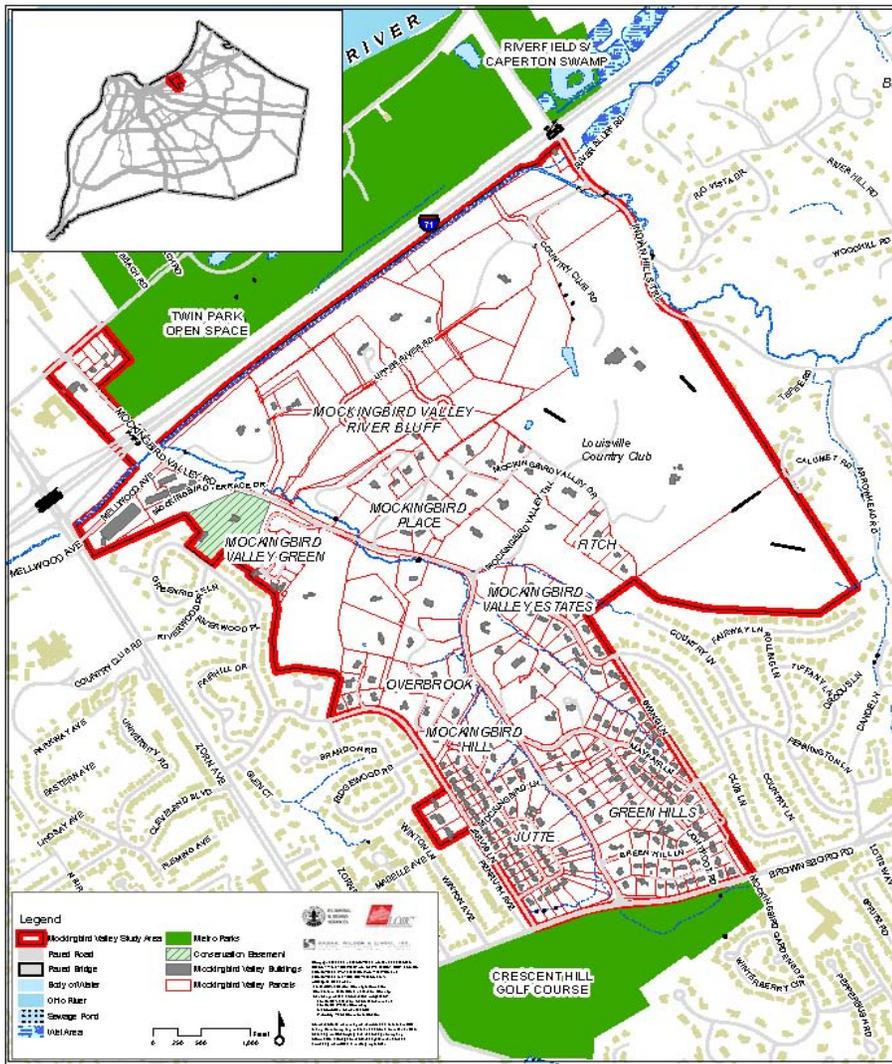
WOLF PEN BRANCH NEIGHBORHOOD PLAN STUDY AREA MAP



APPENDIX D

Mockingbird Valley Neighborhood Plan Study Area Map

Mockingbird Valley Study Area



APPENDIX E

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APPENDIX F

GLOSSARY OF TERMS

Glossary of Terms

Area of Potential Effect (APE): The geographic area within which an undertaking may directly or indirectly cause changes in the character or use of historic properties. It is influenced by the scale and nature of the undertaking and may be different for different kinds of effects caused by the undertaking.

Area of Influence: A boundary comprising of neighborhood and Historic District boundaries plus areas within the Alternative Specific Area of Potential Effects.

Arterial: Roadways that conduct vehicular traffic between collector streets and highways. Part of the accepted “hierarchy” of streets: local to connector to collector to arterial to highway.

Berm: An elongated earthen embankment alongside a roadway intended to screen headlight glare, redirect out-of-control vehicles, reduce visual impact of roadway features and reduce traffic noise for the benefit of businesses or homes along the road alignment.

Character Defining Feature: A prominent or distinctive aspect, quality, or characteristic of a cultural landscape that contributes significantly to its physical character. Land use patterns, vegetation, furnishings, decorative details and materials may be such features.

Collector Street: The intermediary streets that funnel vehicular traffic from residential streets to arterials and back. Part of the accepted “hierarchy” of streets: local to connector to collector to arterial to highway.

Complete Street: A street that is safe and usable by all modes of transit: bus, bicycle, automobile, and pedestrians, as opposed to a street that is safe and usable only for automobiles.

Component Landscape: A discrete portion of the landscape that can be further subdivided into individual features. The landscape unit may contribute to the significance of a National Register property, such as a farmstead in a rural historic district. In some cases, the landscape unit may be individually eligible for the National Register of Historic Places, such as a rose garden in a large urban park.

Connector Street: A road that collects traffic from and distributes traffic to local streets within neighborhoods . Connectors primarily serve access and local circulation functions and are not for through traffic. Part of the accepted “hierarchy” of streets: local to connector to collector to arterial to highway.

Context Realm: The area of interface between thoroughfares (pedestrian realm and travelway realm) and adjacent buildings, sites , and land uses (usually right-of-way line to and including the building face).

Context Sensitive Solutions (CSS): The Federal Highway Administration defines CSS as “a collaborative, interdisciplinary approach that involves all stakeholders to develop a transportation facility that fits its physical setting and preserves scenic, aesthetic, historic and environmental resources, while maintaining safety and mobility. CSS is an approach that considers the total context within which a transportation improvement project will exist.”

Cultural Landscape: A geographic area (including both cultural and natural resources and the wildlife or domestic animals therein), associated with a historic event, activity, or person or exhibiting other cultural or aesthetic values. There are four general types of cultural landscapes, not mutually exclusive: historic sites, historic designed landscapes, historic vernacular landscapes, and ethnographic landscapes.

Dead Space: An area of unused space that has potential for other uses.

Ethnographic landscape: A landscape containing a variety of natural and cultural resources that associated people define as heritage resources. Examples are contemporary settlements, sacred religious sites, and massive geological structures. Small plant communities, animals, subsistence and ceremonial grounds are often components.

Feature: The smallest element(s) of a landscape that contributes to the significance and that can be the subject of a treatment intervention. Examples include a woodlot, hedge, lawn, specimen plant, allee, house, meadow or open field, fence, wall, earthwork, pond or pool, bollard, orchard, or agricultural terrace.

Historic character: The sum of all-visual aspects, features, materials, and spaces associated with a cultural landscape’s history, i.e. the original configuration together with losses and later changes. These qualities are often referred to as character defining.

Historic designed landscape: A landscape that was consciously designed or laid out by a landscape architect, master gardener, architect, engineer, or horticulturist according to design principles, or an amateur gardener working in a recognized style or tradition. The landscape may be associated

with a significant person, trend, or event in landscape architecture; or illustrate an important development in the theory and practice of landscape architecture. Aesthetic values play a significant role in designed landscapes. Examples include parks, campuses, and estates.

Historic Preservation Plan (HPP): The primary purpose is to ensure the protection and preservation of valued historic and cultural resources for future generations. It is based on a careful identification and assessment of historic and cultural resources within the context of other public policy goals. Historic preservation planning builds a consensus toward a shared vision of the preservation future and establishes a course of action to ensure future preservation of valued historic and cultural resources. The historic preservation plan documents the results of planning and looks toward the future while guiding decisions made and actions taken today.

Historic site: A landscape significant for its association with a historic event, activity or person. Examples include battlefields and presidential homes and properties.

Historic vernacular landscape: A landscape that evolved through use by the people whose activities or occupancy shaped it. Through social or cultural attitudes of an individual, a family, or a community, the landscape reflects the physical, biological, and cultural character of everyday lives. Function plays a significant role in vernacular landscapes. This can be a farm complex or a district of historic farmsteads along a river valley. Examples include rural historic districts and agricultural landscapes.

Immediate Need Report (INR): A document created in advance of the HPPs to guide and inform each section design team in planning line and grade designs in relation to specific mitigation measures defined in the FAMOA in order to meet the project deadlines.

Integrity: The authenticity of a property's historic identity, evinced by the survival of physical characteristics that existed during the property's historic or prehistoric period. The seven qualities of integrity as defined by the National Register Program are location, setting, feeling, association, design, workmanship, and materials

Local Character Areas (LCA): Areas of special or specific indigenous character within a neighborhood or boundary.

Local Street: A street designated to provide access to and from neighborhood residences or businesses. Part of the accepted "hierarchy" of streets: local to connector to collector to arterial to highway.

First Amended Memorandum of Agreement (FAMOA): The agreement resulting from consultation with the SHPO and other appropriate parties that stipulates the measures an agency will take to avoid or reduce adverse effects on historic properties resulting from a particular project.

MSE Walls (Mechanically Stabilized Earth): A modular wall system used frequently along highways for ramps and retaining walls.

Pedestrian Realm: The area located between the face of the curb of a designated street and the face of a building. The pedestrian realm includes the parkway, sidewalk, and landscaped areas.

Significance: The meaning or value ascribed to a cultural landscape based on the National Register criteria for evaluation. It normally stems from a combination of association and integrity.

Treatment: Work carried out to achieve a particular historic preservation goal.

Travelway Realm: The section of the street in which vehicles and bicycles travel. It includes bicycle lanes, vehicle lanes, turning lanes, and medians.

Working Landscape: A landscape that has a purpose beyond an aesthetic, such as cleaning and conveying water.

APPENDIX G

ACRONYMS

A	
ACHP	Advisory Council on Historic Preservation
APE	Area of Potential Effects
AAT	Area Advisory Team
B	
BMP	Best Management Practices
BSHCT	B-State Historic Consultation Team
BSMT	Bi-State Management Team
C	
CSD	Context Sensitive Design
CSS	Context Sensitive Solutions
CTS - GEC	Community Transportation Solutions – General Engineering Consultants
D	
DEIS	Draft Environmental Impact Statement
E	
EIS	Environmental Impact Statement
F	
FAMOA	First Amended Memorandum of Agreement
FEIS	Final Environmental Impact Statement
H	
HPAT	Historic Preservation Advisory Team
HPP	Historic Preservation Plan
I	
ICEA	Indirect and Cumulative Effects Analysis
INDOT	Indiana Department of Transportation
INR	Immediate Needs Report
K	
KHPAT	Kentucky Historic Preservation Advisory Team
KIPDA	Kentuckiana Regional Planning and Development Agency
KYSHPO	Kentucky State Historic Preservation Officer

KYTC	Kentucky Transportation Cabinet
L	
LSIORBP	Louisville Southern Indiana Ohio River Bridges Project
M	
MOA	Memorandum of Agreement
MSD	Metropolitan Sewer District
R	
ROD	Record of Decision
ROW	Right of Way
S	
SDC	Section Design Consultant
SFEIS	Supplemental Final Environmental Impact Statement
SHPO	State Historic Preservation Officer