



Historic Landmarks and Preservation Districts Commission

Report to the Committee

To:	Cherokee Triangle Architectural Review Committee
From:	Cynthia Elmore, Historic Preservation Officer 
Date:	January 17, 2019

Case No: 18COA1328
Classification: Committee Review

GENERAL INFORMATION

Property Address: Parcel 075F-3000-0000 (Roundabout at Cherokee Parkway and Cherokee Road)

Applicant: Louisville Metro Government
Sarah Lindgren, Representative
444 S. 5th St.
Louisville, KY 40202
502-574-1554
Sarah.lindgren@louisvilleky.gov

Owner: Louisville Metro Government
Jeff Mosley, Representative
527 W. Jefferson St.
Louisville, KY 40202
Jeff.mosley@louisvilleky.gov

Estimated Project Cost: TBD

Description of proposed exterior alteration:

The applicant proposes to remove existing statue and plinth (base) from referenced site and relocate them outside of the Cherokee Triangle Preservation District. The existing landscaping will remain. The area newly exposed by removal of the statue and plinth will be planted with groundcover plantings to complement the existing landscape design. The site will remain an opportunity site for future public art installation(s). Any future public art proposal requiring a Certificate of Appropriateness will be brought back to the Cherokee Triangle Architectural Review Committee for review and approval.

Communications with Applicant, Completion of Application

The application was received on December 27, 2018. The application was considered complete and classified as requiring Committee Review on December 31, 2018.

The case is scheduled to be heard by the Cherokee Triangle Architectural Review Committee (ARC) on January 23, 2019 at 5:30 pm, at the Old Jail Courtroom, 514 W. Liberty St.

FINDINGS

Guidelines

The following design review guidelines approved for the Cherokee Triangle Preservation District are applicable to the proposed exterior alterations: **Site; Streetscape and Public Open Space; and Demolition**. The report of the Commission Staff's findings of fact and conclusions with respect to these guidelines is attached to this report. The following additional findings are incorporated in this report:

Site Context/ Background

Current Site

The site (Parcel 075F-3000-0000) is located at the intersection of Cherokee Parkway and Cherokee Road. The roundabout (traffic circle) is situated in the center of the intersection with curbing and landscaping. The statue, commonly known as the Castleman statue, sits on a plinth (base) installed in the middle of the roundabout. The site is surrounded by single- and multi-family dwellings.

Site Background

Cherokee Parkway was originally intended to be named Park Avenue according to the filed plat from 1894 (Jefferson County Deed Book 429, pg. 639). As noted in Sam Thomas's book *Cherokee Triangle, A History of the Heart of the Highlands*, Park Avenue was already a street name in Old Louisville. Thomas's research found that the 1896 City Directory calls the street Finzer Avenue. A Board of Park Commissioner's City of Louisville Plan from 1905 shows the newly platted street called Finzer Parkway with a traffic circle (**Figure 1**).

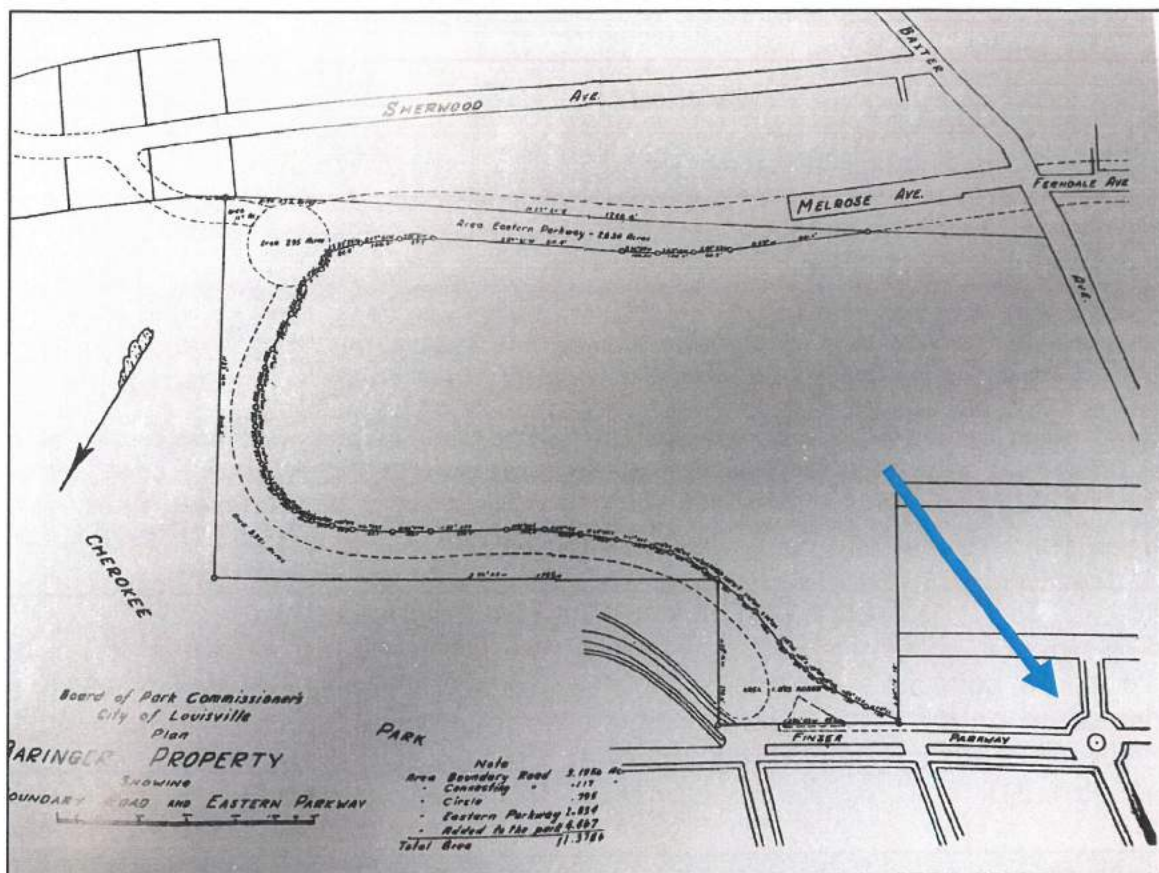


Figure 1. Board of Park Commissioner's City of Louisville Plan from 1905.

According to documentation from Olmsted Parks Master Plan publication “Olmsted Parkways Shared Use Parkway System Master Plan,” Cherokee Parkway was originally conceived as a formal entrance to Cherokee Park when there was shift from developing an entrance at Willow Avenue (pg. 7). The document notes that this was due to challenges in platting the Eastern Parkway entrance. Eastern Parkway’s terminus at the entrance to Cherokee Park was also designed with a roundabout.

Thomas describes the design specifications, “Finzer Avenue (Cherokee Parkway) originated at Bardstown Rd. with a 30-foot segment which then opened into a 120-foot Boulevard at a traffic circle that incorporated the head of Cherokee Road.” The roundabout was situated to be on an axis approach to a Cherokee Park entrance. The 1905 Sanborn Fire Insurance Map shows Finzer Avenue with a partially developed roundabout (**Figure 2**).

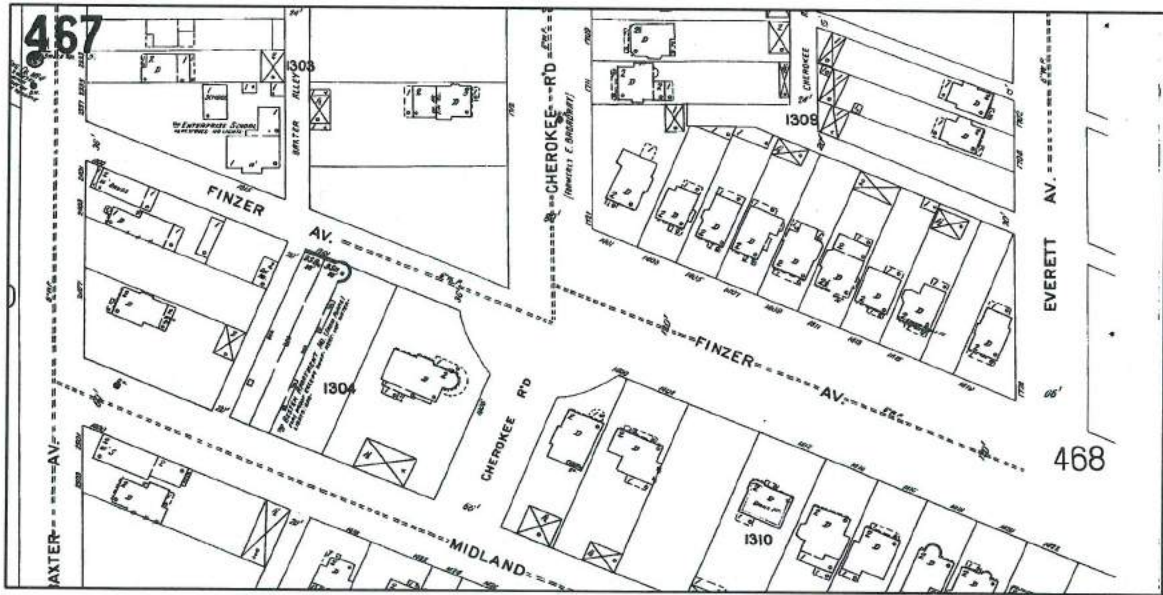


Figure 2. 1905 Sanborn Fire Insurance Map.

At some point, the street was officially named Cherokee Parkway which is indicated on the 1928 Sanborn Maps. The roundabout structure is not actually indicated on this Sanborn map; however, the curvature of the street is indicated (Figure 3).

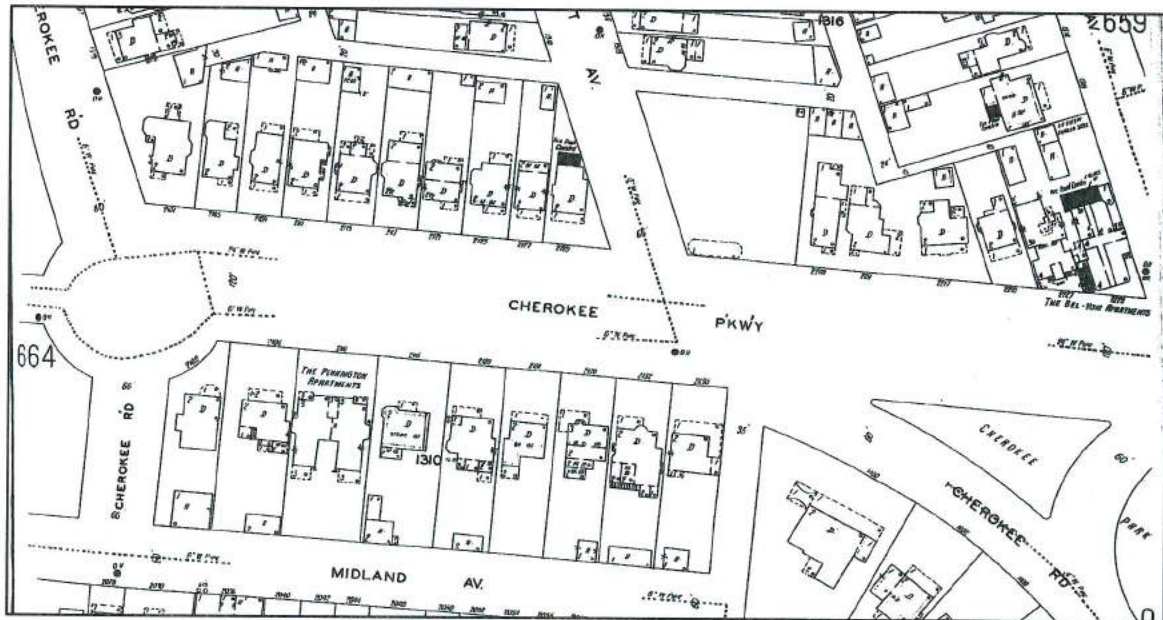


Figure 3. 1928 Sanborn Fire Insurance Map.

The design of the Cherokee Parkway roundabout is shown in early images in its development. Photographic evidence from 1900 shows the traffic circle heavily landscaped. It also had a grassy border encompassing the circle (**Figure 4**).

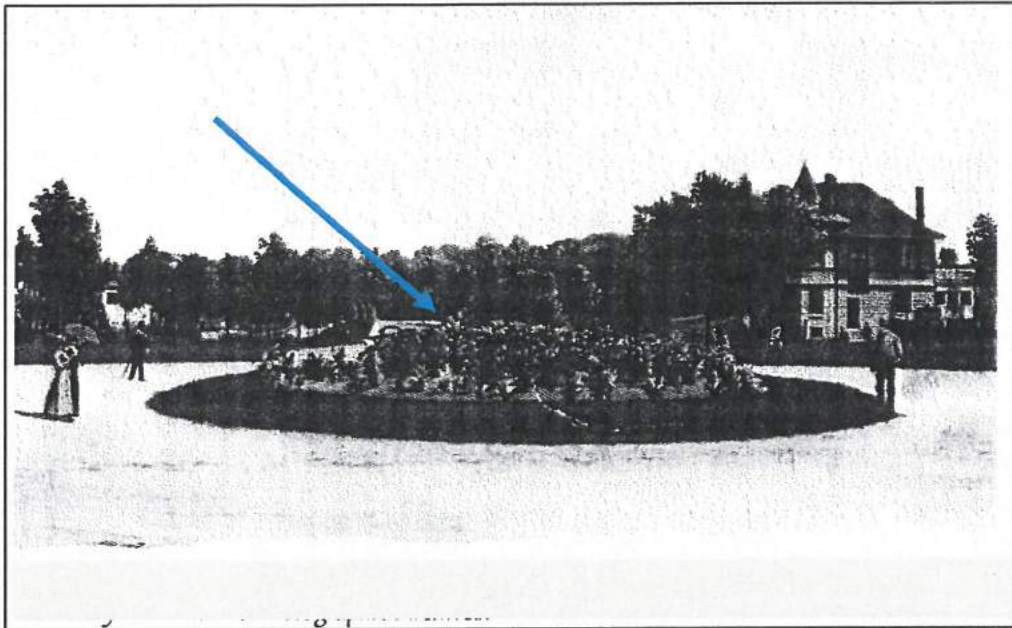


Figure 4. Circa 1900 Postcard view of Cherokee Parkway.
(Photo credit: University of Louisville Photographic Archives)

Another photo from 1907, also shows landscaping planted within the roundabout. Based on the photographic evidence, the original traffic circle did not have curbing encircling it (**Figure 5**). By the time that the Castleman statue and base was installed in the center of the traffic circle in 1913, a more formalized curbing was added to the streetscape (**Figure 6**).

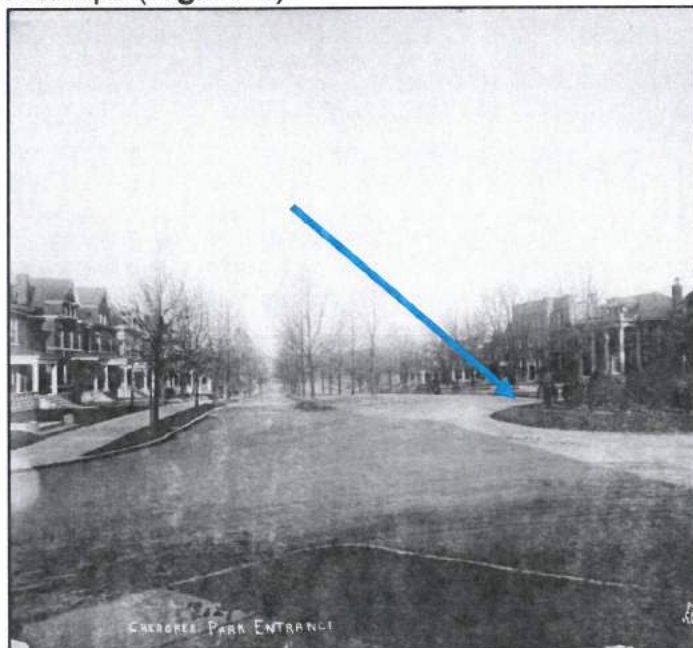


Figure 5. Circa 1907 Photograph of Cherokee Parkway. (Photo credit: University of Louisville Photographic Archives)

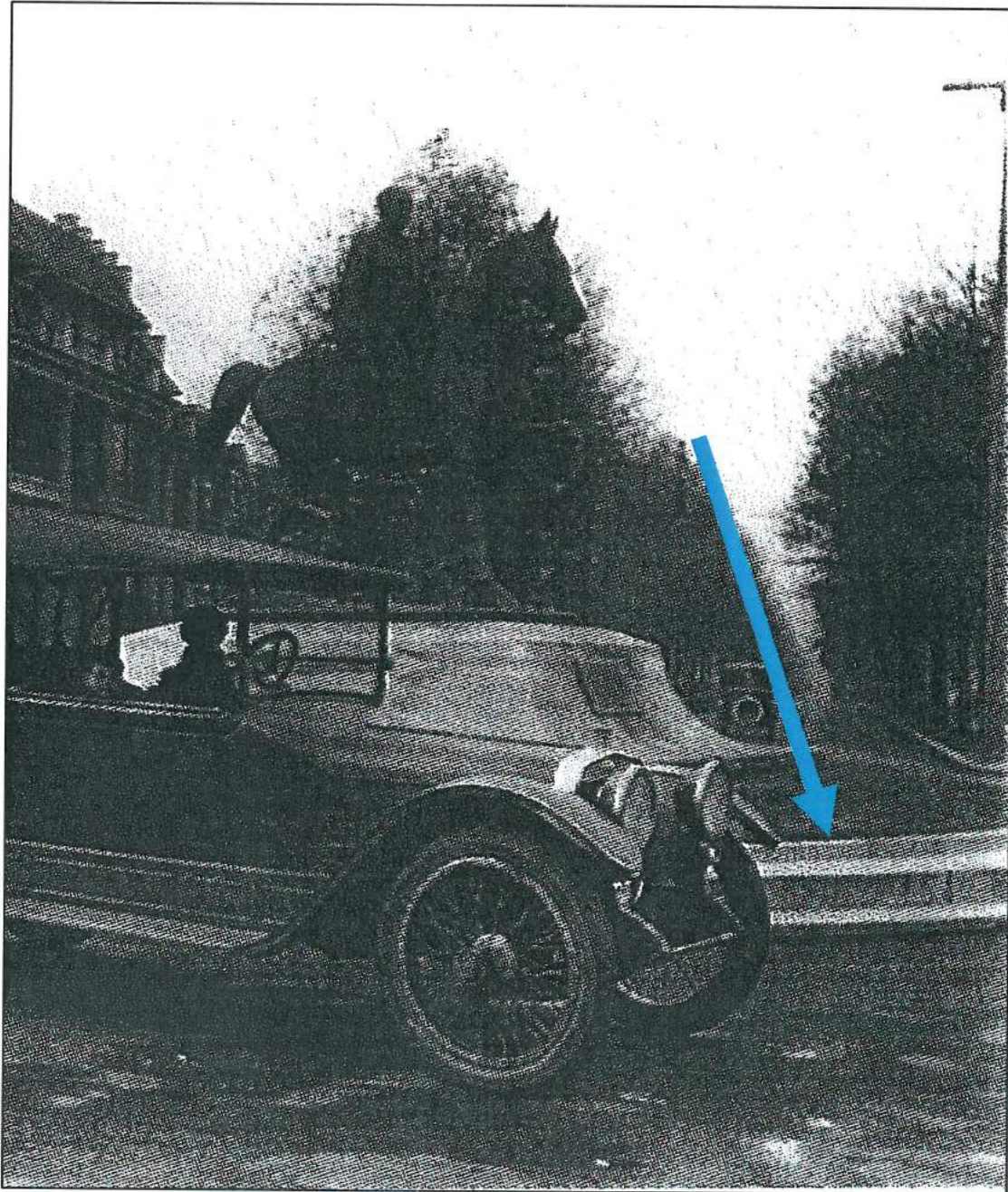


Figure 6. Circa 1913 Photograph of Cherokee Parkway.
(Photo credit: University of Louisville Photographic Archives)

The Cherokee Triangle Preservation District Designation report obliquely mentions the statue on page 77 as a locational reference for a building, "West Side 2017-2023: This corner site is occupied by No. 2017-2023 which is a three-story red and buff structure known as the 'Park-View' Apartments. It turns the corner at the General Jno. B. Castleman's statue.⁹⁶" The 96 is an endnote on page 101 of the report, which reads, "Castleman's statue, dedicated in February 1913, was sculpted by R. Hinton Perry of New York."

Conclusions

The proposed removal of the statue and plinth meets the applicable Streetscape Design Guidelines SS1 and SS3 as the roundabout will remain unchanged in terms of the design, materials, and circulation pattern. The roundabout will remain in its original configuration. The existing statue and plinth were added in 1913 after the original construction of the roundabout and streetscape design. Complimentary landscaping is proposed to be installed in the space where the statue and plinth are being removed.

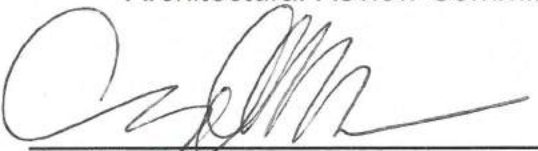
The proposed removal of the statue and plinth also meets the applicable Site Design Guideline ST1. The original design of the roundabout did not include a sculptural element. The design of the roundabout was intended to serve as an organizing feature for the approach to a principal Cherokee Park entrance. That relationship will remain intact.

The Landmarks Ordinance 32.251 definition for Demolition includes a reference to "moving any structure or portion thereof." A Structure is defined by the Landmarks Ordinance 32.251 as, "any man-made object having an attachment to, or location upon, the ground or water." The statue and plinth will be relocated to an alternative site outside of the District, but the objects themselves will remain intact. Thus, the proposed removal of the statue meets the applicable Demolition Design Guidelines D1; D5; and D6. The Cherokee Triangle Designation report references the Castleman statue in terms of its location but does not specifically identify it as a contributing element of the District. The streetscape elements of the traffic circle will remain intact.

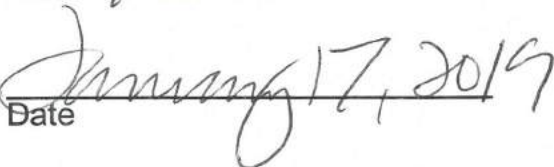
RECOMMENDATION

On the basis of the information furnished by the applicant, staff recommends the application for a Certificate of Appropriateness be **approved** with the following conditions:

1. Any future public art installations or new construction requiring a Certificate of Appropriateness shall be reviewed and approved the Cherokee Triangle Architectural Review Committee.



Cynthia Elmore
Historic Preservation Officer



Attached Documents / Information

1. Staff Guideline Checklist
2. Staff photos

STREETSCAPE

AND PUBLIC OPEN SPACE

Design Guideline Checklist

- + Meets Guidelines
- Does Not Meet Guidelines
- +/- Meets Guidelines with Conditions as Noted
- NA Not Applicable
- NSI Not Sufficient Information

	Guideline	Finding	Comment
SS1	Maintain original curbing whenever possible. Any replacement should use historic materials. If replacement with original materials is not technically or economically feasible, a substitute material may be used if it duplicates the color, texture, and visual appearance of the original.	+	The roundabout and its curbing will remain intact.
SS2	Restore and reuse historic paving materials, such as brick and hexagonal pavers and limestone curbing, whenever possible.	NA	
SS3	Retain historic circulation patterns, gateways, entrances, artwork, and street furniture, wherever they are character-defining features, especially in pedestrian courts.	+	Cherokee Parkway was platted with a roundabout at the intersection of Cherokee Road. The artwork was installed at a later period. The circulation pattern of the streetscape will remain unchanged.
SS4	Limit the installation of street furniture, such as street lights, garbage cans, bus shelters, telephone booths, and kiosks, to avoid overly-cluttered streetscapes. Street furniture should be durable, easy to maintain, and of a simple traditional design that is not falsely historical. If reproduction fixtures are desired for elements such as benches and streetlights, their design should be based upon historic precedent as established by photographic or pictorial evidence.	NA	
SS5	Do not carry out excavations or regrading adjacent to a historic building or site, which could cause the foundation to shift or destroy significant archeological resources.	NA	
SS6	Use understated fixtures when installing any type of exterior lighting. Fixtures should not become a focal point.	NA	
SS7	Use high-pressure sodium or metal-halide lights to create a soft illumination where site or streetscape lighting is desired.	NA	
SS8	Canopy street trees help define the streetscape and should be retained unless they pose a safety hazard. Removal of trees within or immediately adjacent to a public right-of-way or within public open spaces requires review unless directed by the city arborist in cases of emergency or for other reasons of public safety.	NA	
SS9	Enhance established street tree patterns by planting additional trees along public rights-of-way and on private property. Select native deciduous species as canopy trees or trees appropriate to the period and character of the district. Consult with the city forester to determine what tree species are suitable for placement near overhead wires.	NA	
SS10	Take the health and shape of trees into account when pruning. Overpruning should be avoided.	NA	

SS11	Install public utility lines underground whenever possible.	NA	
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SITE

Design Guideline Checklist

- + Meets Guidelines
- Does Not Meet Guidelines
- +/- Meets Guidelines with Conditions as Noted
- NA Not Applicable
- NSI Not Sufficient Information

	Guideline	Finding	Comment
ST1	Consider the relationships that exist between the site and structure when making exterior alterations. Changes to one will affect the other. A primary goal should be to maintain a complementary relationship.	+	The roundabout site design will remain intact. Landscaping will be installed in the center of the traffic circle. Any proposed public art installation/new construction on the site would need to be reviewed.
ST2	Retain established property line patterns and street and alley widths. Any replatting should be consistent with original development patterns.	NA	
ST3	Use paving materials that are compatible with adjacent sites and architectural character.	NA	
ST4	Restore and reuse historic paving materials for streets and sidewalks such as brick and hexagonal pavers and limestone curbing. Maintain original curbing whenever possible. The historic relationship between the road surface and edging should be preserved. Any replacement should use historic materials. If replacement with original materials is not technically or economically feasible, a substitute material may be used if it duplicates the color, texture, and visual appearance of the original.	NA	
ST5	Maintain brick, stone, or poured concrete steps wherever present. If replacement is required, original materials should be used. New construction should incorporate steps on blocks where they are a character-defining feature.	NA	
ST6	Do not harm historic resources through road widening or underground utility repair.	NA	
ST7	Locate driveways, parking areas, and loading docks to the side and rear of properties. Access from alleys is preferred.	NA	
ST8	Maintain original front yard topography, including grades, slopes, elevations, and earthen berms where present. New construction should match the grade of adjacent properties. Do not recontour front-yard berms into stepped terraces, using railroad ties, landscape timbers, or any other historically-inappropriate material for retaining walls.	NA	
ST9	Do not carry out excavations or regrading within or adjacent to a historic building, which could cause the foundation to shift or destroy significant archeological resources.	NA	
ST10	Do not install masonry walls in street-visible locations unless they are used to retain earth at changes in grade, screen service areas, or unless a historic precedent exists.	NA	

ST11	Use materials that match existing sections of historic fencing in material, height, and detail when carrying out limited replacement projects. If an exact match cannot be made, a simplified design is appropriate.	NA	
ST12	use materials that match the existing character of the original when replacing retaining walls or curbing. If an exact match cannot be made, a simplified design is appropriate.	NA	
ST13	Install only historically-compatible iron fencing under 2'-5" in height where there is demonstrable historic precedent.	NA	
ST14	Do not install front-yard fencing where there is no historic precedent.	NA	
ST15	Install any rear- or side-yard privacy fencing so that it is set back from the side wall at least two feet and presents the finished side out. Any privacy fencing should be less than seven feet in height. Contact the Department of Inspections, Permits, and Licenses regarding additional restrictions on fencing at corner properties.	NA	
ST16	Do not install chain-link, split-rail, or woven-wood fencing, or concrete block walls in areas that are visible from a public way. Opaque fencing, such as painted or stained pressure-treated wood, may be permitted with appropriate design.	NA	
ST17	Use understated fixtures when installing any type of exterior lighting. Fixture attachment should be done so as not to damage historic fabric. Fixtures should not become a visual focal point.	NA	
ST18	Do not light parking areas or architectural features in a harsh manner. Generally, an average illumination level of 1.5 to 2.0 foot-candles will be sufficient. Light should be directed down and away from neighboring properties.	NA	
ST19	Parking lots of a certain size should have a portion of the parking area dedicated to plantings that will soften the expanse of paving. See the Jefferson County Development Code - Requirements for Landscaping and Land Use Buffers for specific requirements.	NA	
ST20	Use high-pressure sodium or metal halide lights to create a soft illumination where site or streetscape lighting is desired.	NA	
ST21	Position fixtures, such as air conditioning units, satellite dishes, greenhouse additions, and overhead wiring, on secondary elevations where they do not detract from the character of the site. Try to minimize noise levels to adjacent properties.	NA	
ST22	Preserve large trees whenever possible and enhance established street tree patterns by planting additional trees along public rights-of-way. Consult the city arborist to determine what tree species are suitable for placement near overhead wires. Select and place street trees so that the plantings will not obscure historic storefronts once mature. Removal of trees within or immediately adjacent to a public right-of-way or within public open spaces requires review unless directed by the city arborist for emergency or public safety reasons.	NA	
ST23	Ensure that all proposed cellular towers and associated fixtures will be properly screened from view.	NA	
ST24	Install utility lines underground whenever possible.	NA	

DEMOLITION

Design Guideline Checklist From Economic Hardship Exemption

- + Meets Guidelines
- Does Not Meet Guidelines
- +/- Meets Guidelines with Conditions as Noted
- NA Not Applicable
- NSI Not Sufficient Information

Introduction

Unless the city has determined that it poses an imminent threat to life or property, do not demolish any historic structure or part of a historic structure that contributes to the integrity of any historic district, or any individual landmark or part of an individual landmark.

Demolition by Neglect

The deteriorated condition of a historic building attributable to the owner's failure to provide proper maintenance over an extended period of time will not be considered a mitigating circumstance in evaluations of economic hardship. Hardship that is attributable to a building's being allowed to deteriorate will be considered self-imposed; restoration costs incurred to remediate such neglect will not be considered.

	Guideline	Finding	Comment
DE1	Do not demolish existing non-contributing buildings and additions in a manner that will threaten the integrity of existing contributing structures.	+	The Castleman statue and plinth were not original to the site. Both objects will be moved and relocated to an alternate site outside of the Cherokee Triangle District.
DE2	Do take steps to assure the integrity of a wall exposed to the elements by the removal of a non-historic addition.	NA	
DE3	Do remove non-historic interior finishes such as plaster, drywall, or paneling that may be exposed as a result of the removal of non-historic additions.	NA	
DE4	Do infill non-historic openings in historic walls, exposed as a result of the removal of the non-historic finishes.	NA	
DE5	Do landscape areas that are left vacant as the result of removals of non-contributing buildings and additions. Topography should be made consistent with that of adjacent properties. The slope and grades of land left vacant after demolition should continue and be consistent with those features on adjacent properties.	+	Landscaping is proposed to be installed on the site.
DE6	Do take measures to reestablish the street wall after demolition through the use of low fences, walls, and/or vegetation.	+	Landscaping is proposed to be installed on the site.



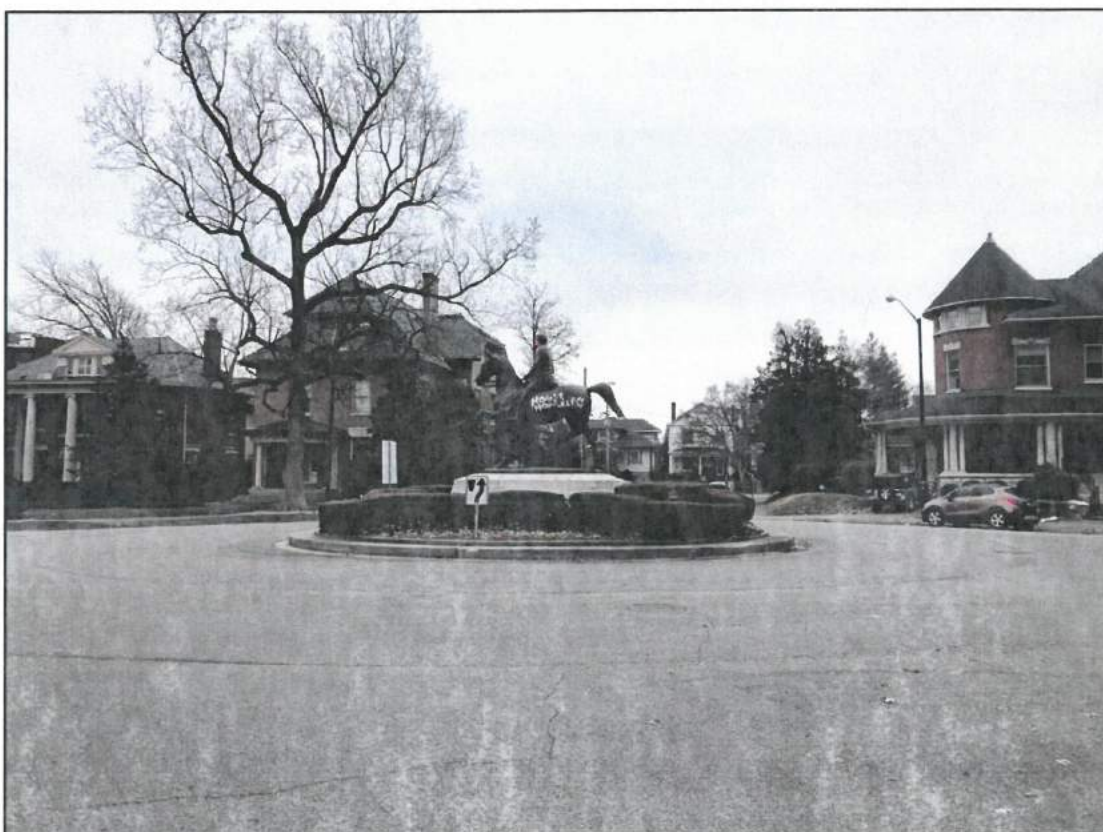
Staff photograph of the roundabout, looking southwest.



Staff photograph of the roundabout, looking south.



Staff photograph of the roundabout, looking west.



Staff photograph of the roundabout, looking southeast.



Staff photograph of the statue and plinth, looking southwest.



Staff photograph of Cherokee Parkway, looking northeast.



Site location from LOJIC map

