

# Chapter 6

## The Olmsted Parkways

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### Renewal Strategy

Several parkway projects should be undertaken in the near term. These projects would be of value in themselves and would contribute to future efforts by: providing baseline information, such as the tree inventory; by completing work in progress, such as the Southern Parkway remaining blocks; and by working toward a fully linked and integrated system, such as the planning for Churchill Downs and Central Avenue. Some of these efforts are already underway while others are under discussion.

### Initial Projects

Five projects relating to parkway improvements and the extension and linkage of the parkway system would be good starting points. Initial steps toward the renewal of the parkways should include:

- *Tree Inventory*
- *Completion of Southern Parkway Rehabilitation*
- *Parkway and City Street Links*
- *Right-of-Way Clarification and Encroachment Reversal*
- *Signage Program Pilot Project*

A baseline tree inventory of all parkway trees should be undertaken. A number of models are available for the use of trained volunteers to perform the necessary field work. The gathering of the information can also be staffed, in part, by volunteers under a supervisor. One good example is the Powelton Village Tree Inventory that included readily understandable guidance in a clear text and easy to use formats for recording tree information. Tree data collected included tree size, species, % of deadwood in crown, size of largest dead limb, height, height of lowest limb, crown diameter, diameter at breast height (5 feet DBH), presence of wounds and their % of diameter, presence of overhead wires in crown, adjacent sidewalk material and other relevant factors. This type of project requires an enormous amount of field time and the use of volunteers would allow the project to move ahead incrementally as person power and supervisory capacity are available.

The remaining blocks of the Southern Parkway rehabilitation will be resolved and completed in the near future. This completion will bring Southern Parkway forward to a comprehensive level of planting and the

clarification of all drives, sidewalks and multi-use ways. The work will not include the installation of the agreed standard signage, furnishings and lighting. Over time these elements can be added incrementally or under a new project.

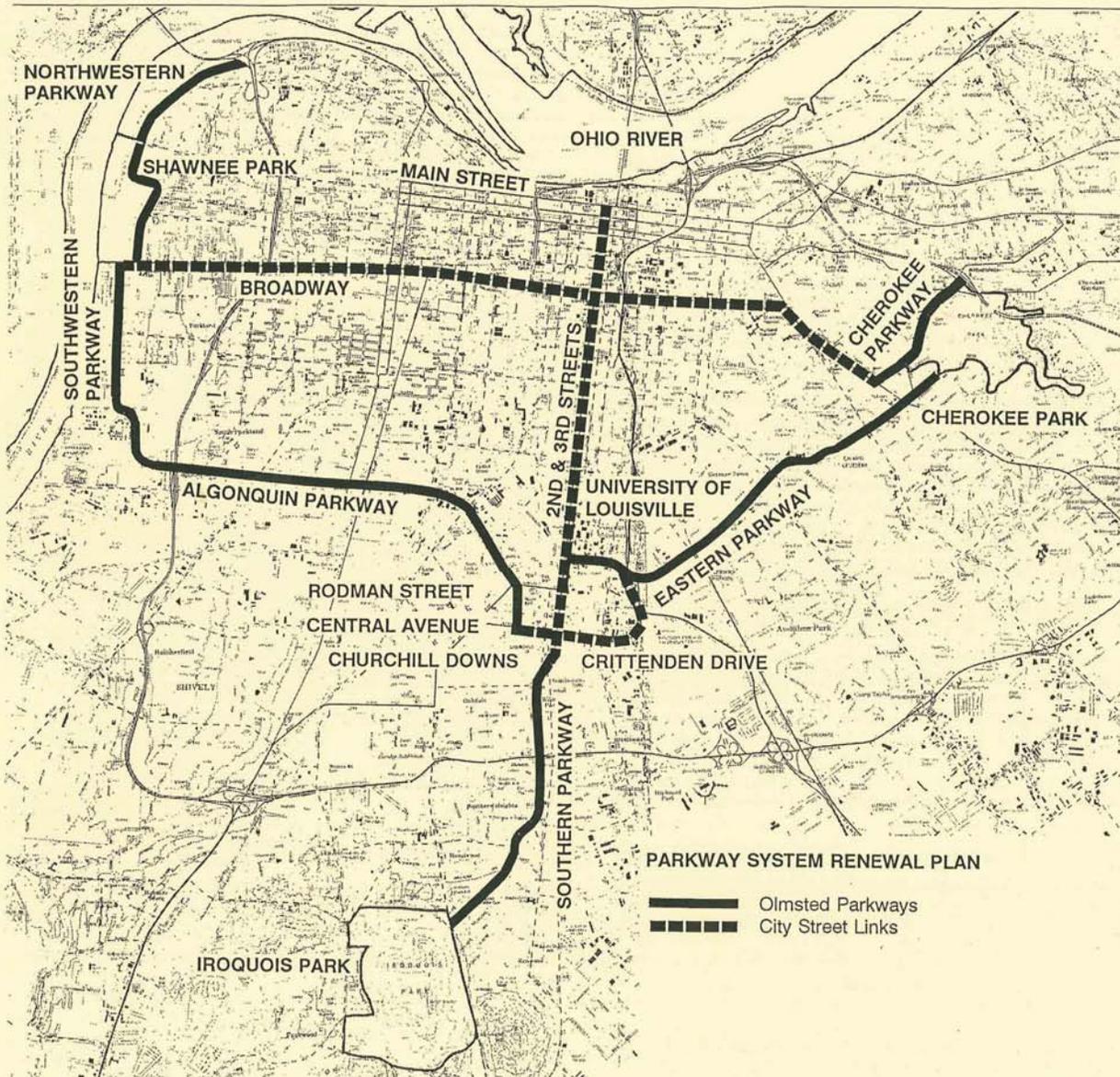
Churchill Downs and the Fairgrounds are extremely important sites in Louisville. The linkage of this site to the parks and parkways along Central Avenue should be studied and planned in tandem with the current planning for the Central Avenue Corridor. Proposed links along Rodman Street to Algonquin Parkway, along Central over the railroad to Eastern Parkway at Crittenden Drive, and along 3rd Street to Southern Parkway are all worthy of serious consideration.

The clarification of the parkway right-of-way ownership boundaries should also be undertaken in the near term. There is some indication that irregular boundaries exist in specific cases and this needs to be better understood as a basis for project work. A program to reverse private owner encroachments should also be undertaken in the near term. Options for approaching this problem were discussed later in this chapter. The degrading effects of this encroachment should be addressed as soon as possible. The program should be sensitive to property owner issues and needs while the parkway appearance is upgraded.

A vocabulary of signage has been developed and is presented in Chapter 8. The major signs from this collection are metal and will be placed in at least two locations along each parkway, with ten signs overall. Smaller wooden signs are also designed for park and parkway use. As a pilot project two or four large signs should be constructed and installed and two neighborhood identification signs should be replaced with the smaller size wooden signs. This project should be viewed as a test of construction techniques and finishes that can be refined and extended to the balance of the parkway system.

### Future Project Initiatives

Several directions can be looked to in the longer term to improve the condition of the parkways. A Tree Removal Ordinance should be developed and passed. This ordinance, coupled with a Tree Monitoring and Replacement Program should be developed in detail to address the health of the existing mature trees and to provide a framework for the filling of gaps in the parkway tree system. This tree program would be most effective if it were developed as a computer data base, using the baseline tree inventory as a starting point. Several municipalities and arboreta have developed tree monitoring systems that include maintenance reporting and an ability to regularly update the tree record. It would be wise to consult several sources, working with the current forestry crew, and developing a system that will address Louisville's needs. It may be that the system should cover all the city street trees, with special coding fields to select out the parkway trees. The system should be kept as simple as possible while it collects and organizes a relevant set of information about the parkway trees.



1. Key Projects of the Olmsted Parkway Master Plan, Louisville, Kentucky. (Landscapes, 1993)

## Key Projects of the Olmsted Parkway Master Plan Louisville, Kentucky

Prepared for  
 Louisville and Jefferson County Parks Department  
 and Louisville Olmsted Parks Conservancy, Inc.  
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Louisville's Olmsted Parkway: 14.5 miles total length  
 Algonquin Parkway: 3.2 miles  
 Southwestern Parkway: 3.2 miles  
 Northwestern Parkway: 1.2 miles  
 Southern Parkway: 2.6 miles  
 Cherokee Parkway: 1.1 miles  
 Eastern Parkway: 3.2 miles  
 and City Street Links: 13.2 miles

### Improve Parkway Infrastructure

Repair and reconstruct historic and compatible Parkway curbs, lighting and signage. Place electric lines underground. Reclaim public right-of-way encroachments, primarily private parking areas on former green space.

### Provide Multi-modal Path

Construct multi-use paths for walking, jogging and biking within parkway right-of-way.

### Renew Parkway Trees

Care for existing trees, prune, protect from construction. Plant additional trees where there are gaps.

### Screen Commercial Uses Along Parkways

Use shrub groups to provide visual separation from parking lots and commercial uses.

### Link Parkway and City Streets

Extend parkway character along city streets, Broadway, 2nd and 3rd, Central, Rodman and Crittenden, as tree-lined streets, adding lighting, traffic signals, curbs and 8 foot wide multi-use paths where possible. Total of 13.2 miles.

## 6. The Olmsted Parkways

The whole effort to link the Olmsted Parkways and connecting city streets to downtown, the Fairgrounds and Churchill Downs needs to be comprehensively planned and then implemented. This effort will be partially addressed in the Central Avenue project. It should be extended to the broader level of linkage to include Broadway, 2nd and 3rd Streets, Rodman Street and Crittenden Drive to make all the links to the three parkways and downtown.

The parkways are long public corridors with large numbers of lights and a significant number of signs. A program to implement the guidelines for lighting and signage should be devised.

### Renewal Strategies

The 14.5 miles of Louisville Olmsted Parkways is a system of poorly linked and somewhat discontinuous green corridors that move through the City of Louisville. These unique street corridors present a series of existing conditions, constraints and opportunities. Unlike the parks, these parkway corridors have not been subject to detailed, site specific planning. Rather, a conceptual planning approach addresses the issues system-wide and unique to each corridor in the following sections on renewal strategies. The topics addressed include:

- *Regaining Continuity and Linking to City Streets*
- *Tree Protection, Care and Replacement*
- *Lighting and Electric Supply Upgrading*
- *Multi-modal Improvements*
- *Central Drive Width and Traffic Improvements*
- *Resolving Private Encroachments*
- *Developing Consistency of Signage & Furnishings*
- *Addressing Variances and Adjacent Development Impacts*

These strategies are presented below, followed by a discussion of each of the three parkways, with specific recommendations for their renewal. The balance of the chapter addresses the parkway values, summarizes parkway inventory and analysis components including multi-jurisdictional factors, and closes with the historic landscape analysis.

### Regaining Continuity and Linking to City Streets

The parkway character elements of trees and turf, central drive with limestone curbs, pedestrian, multi-use ways and consistent lighting and furnishings need to be reinstated or developed anew as a continuous system along the entire parkway length. Even in constrained areas, where little space remains for tree planting, trees can be planted in a narrow grass verge by preparing continuous, well drained trenches with a special soil mix. Tree rows, lighting systems and continuous multi-use paths can achieve an effective integration of the parkways with their extensions along several streets.

Planning for the parkways initially intended a linkage between them and an extension along certain city streets that was never fully achieved. The proposed pattern for linkage and extension of the system along city streets would include using the downtown pole and historic luminaire, limestone curbs, double tree rows, and 8-foot multi-use paths where width allows. This system [1] includes city streets totaling 13.2 miles in length. The proposed linkages to the existing parkways along city streets include:

- Broadway from Shawnee Park to Eastern Parkway near Cherokee Park
- 2nd and 3rd Street pair from downtown to Southern Parkway
- Central Avenue from Rodman Street to 3rd Street
- Rodman Street from Central Avenue to Algonquin Parkway
- 3rd Street from Eastern Parkway to Central Avenue
- 3rd Street along Central Avenue crossing the railroad to link with Crittenden Drive and Eastern Parkway

The parkway elements of curbs, trees, lighting and paths will provide a visual link and a common vocabulary of noticeable elements that tie together the downtown core area with the parkways along Broadway and the 2nd/3rd Street corridor and include the Churchill Downs area in a connected system. This integration with the city downtown, Churchill Downs, parkway neighborhoods and parks would be an affirmation of the value of the parkway system as a city-wide resource. The integration of a continuous lighting system would bridge the gaps between the parkways that were never effectively connected in the past.

### Tree Protection, Care and Replacement

The parkway trees, as they exist today, are of mixed species with oaks and maples dominant. While in some areas rows of mature trees remain, along most of the parkways a variety of tree ages can be found. The recent rehabilitation of Southern Parkway has included the plantings of many new trees so that few gaps remain. While four rows of trees are found along much of the Eastern Parkway, significant gaps are found along it. Along the Western Parkways there are single, groups and extended lengths of lost trees. These longer sections occur along Southwestern Parkway in the industrial corridor.

Two approaches are required for future tree health and longevity. First, new trees must be planted where gaps exist and in proposed locations where changes have compromised their historic placement. Second, existing trees must be properly cared for and protected from adjacent construction impacts.

The replacement of lost parkway trees is apparent along the parkways today but needs to be planned more effectively and carried out with greater staff, equipment and budget. As a policy, original trees should be replaced in-kind to include trees planted from the 1890s to the 1930s depending on where they occur. For example, we know from early views that Southern Parkway was planted in the late 1890s, while portions of the Western Parkways are unplanted on the 1928 aerial views.

While many original trees remain and can be replaced in-kind, others are unknown. In addition, sound ecological practice discourages the planting of monoculture urban tree stands for protection against pests and disease. All the trees planted along the Olmsted parkways should be tall maturing deciduous trees. The following is recommended as the parkway tree list:

### Recommended Parkway and Street Trees

|                         |                      |
|-------------------------|----------------------|
| Acer rubrum *           | Red maple            |
| Acer saccharum *        | Sugar maple          |
| Acer saccharinum *      | Silver maple         |
| Aesculus glabra **      | Ohio buckeye         |
| Carya cordiformis **    | Bitternut hickory    |
| Carya glabra **         | Pignut hickory       |
| Carya laciosa **        | Shellbark hickory    |
| Carya ovata **          | Shagbark hickory     |
| Carya tomentosa **      | Mockernut hickory    |
| Celtis occidentalis     | Hackberry            |
| Fraxinus americana      | White ash            |
| Fraxinus pennsylvanicus | Green ash            |
| Gymnocladus dioica **   | Kentucky coffee tree |
| Juglans cinerea **      | Butternut            |
| Juglans nigra **        | Walnut               |
| Liquidambar styraciflua | Sweetgum             |
| Nyssa sylvatica         | Sourgum              |
| Platanus occidentalis   | Sycamore             |
| Quercus prinus          | Chestnut oak         |
| Quercus velutina        | Black oak            |
| Quercus bicolor         | Swamp white oak      |
| Quercus alba            | White oak            |
| Quercus coccinea        | Scarlet oak          |
| Quercus laurifolia      | Laurel oak           |
| Quercus lyrata          | Overcup oak          |
| Quercus macrocarpa      | Bur oak              |
| Quercus michauxii       | Swamp chestnut oak   |
| Quercus rubra           | Red oak              |
| Quercus palustris       | Pin oak              |
| Quercus phellos         | Willow oak           |
| Quercus shumardii       | Shumard oak          |
| Tilia americana         | Basswood             |
| Ulmus americana         | American elm         |

\* Salt intolerant

\*\* Nut/Pod bearing

Large, high-branching canopy trees are used for their grandeur when mature as a scale element, for their large canopy to provide shade and to be in concert with the original parkway tree recommendations. A number of these trees are not included on the current City of Louisville recommended street tree list, because they have fallen out of favor over time or more popular cultivars are available. Along the Olmsted parkways it is important to replant trees that were originally used in their true species form. Many of these trees have matured to a 90 to 100 year age along Louisville's Parkways demonstrating their more than adequate performance over time. The ecology of the parkway trees is an aspect not fully considered in the Olmsted era and a number of good, native trees are also included in this list. Species diversity along these extensive parkways is desirable for disease and pest considerations and more trees than the ones recommended by the Olmsted firm are listed here.

Even in restricted areas where parkway greenspace has been minimized, trees can be accommodated in continuous trenches. Trenches should be a minimum dimension of 3 to 4 feet wide by 10 feet long and 4 feet deep, with a drainage layer at the base. The backfill soil should be a mixture of topsoil, humus soil from compost, sand and gravel. At the Benjamin Franklin Parkway in Philadelphia continuous trenches six feet in width were excavated three and a half feet deep. (The project team was lead by South Street Design and was investigated by Patricia O'Donnell as a part of an NEA Design Arts grant.) These trenches provided a large root growth zone for the new trees and a continuous drainage zone. Utility and communication lines were placed at the trench edges in conduits. 280,000 cubic feet of old soil and rubble was excavated in this operation and replaced with a gravel drainage layer and 11,000 tons of special soil mix. The soil medium was developed to improve drainage and available oxygen maximizing root production and countering compaction. A sandy loam, it included 6 parts topsoil, 1 1/2 parts sand, 1 part mushroom soil and 2 parts large stones. The stones in this soil mix are there to help prevent soil compaction keeping the matrix of soil loose, preventing soil fines from packing together and allowing gas exchange to occur. This soil was placed over a ten inch, filter fabric wrapped gravel layer to provide a drainage zone under this compaction resistant soil mix. This kind of intensive approach is required for tree plantings to survive and reach maturity in confined spaces such as widened intersections.

Replanting of parkway trees, using this list should be undertaken at a consistent annual rate. The amount of planting done in any year should be commensurate with the level of care the newly planted trees can be given during the first two to three years after planting. Watering is likely to be a necessity and an efficient system with a watering truck must be available before a large scale planting effort goes forward. Trees should be planted within 20 to 25 feet of the intersection bridging the openness of intersections.

Ideally a ten-year plan can be laid out to fill all gaps in the parkway plantings and to plant along the large areas missing trees on Southwestern Parkway. This plan would require a twelve year establishment maintenance effort. Thereafter a constant renewal through the removal of dead and dying trees and their replacement should be put in place.

Current care for existing trees is inadequately staffed and equipped. Standing dead trees and trees requiring pruning of dead wood are found in many areas on the parkways. Although corrective pruning is sometimes necessary, parkway trees should be encouraged to take their natural forms. No parkway trees should be misshapen by severe pruning. Pruning away from electric wiring has compromised natural tree shapes in many areas. The eventual placement of all electrical supply wiring underground will eliminate the need for this negative pruning.

In addition, existing trees should be protected from construction impacts to the greatest possible extent. Figure [2] is a recent construction scene along Algonquin Parkway. Trenches, about 18 inches in width and three feet in depth, were dug along the inside edge of the sidewalk to place a new sewer line. As is obvious from this view, substantial damage to mature trees root systems resulted from this process. In addition, the piling of trench materials adjacent to the cut and the movement and storage of equipment in the vicinity also compacts soils and damages the remaining root zone. The Algonquin Parkway trees damaged in this work will decline as a result and the majority of them are likely to die within the next five years.

Utility trenching within the tree root zone is a difficult problem along all the parkways. An approach tried in other cities is the use of tunneling rather than trenching when large trees and their roots are to be saved. This approach is addressed elsewhere in this report, see Chapter 7. In addition, overall construction impacts can be minimized if tree protection is considered. First the economic value of the trees should be calculated and understood by all parties involved in a project. In the construction documents developed for other historic parks a general conditions statement about the value of the park or parkway as an historic landscape and a natural resource sets a tone for care. Areas for vehicle and heavy equipment parking are specified. Areas for stockpiling of materials are specified. The sequence of the work can be carefully spelled out. Extra precautions to minimize damage can be specified. Along the parkways this might include creating gaps in continuous curbs to avoid mature trees, hand trenching to retain tree roots, no cutting of roots over 2 inches in diameter and special details for the construction elements, such as the one included in Chapter 8, for a limestone block curb on compacted gravel with concrete placed only at joints. Pipes and utility wires can also be placed by boring below the top 12 to 18 inches of soil rather than trenching. This technique would be more costly but could be used intermittently to minimize tree root zone damage. Where trenching occurs the project should include replacement costs for the trees impacted. Perhaps this could be in the form of an escrow account to be used for replanting and establishment care over a period of five to ten years after the project is completed. In these ways the value of the parkway trees will be taken seriously and losses can be minimized.



2. Recent sewer line construction along Algonquin Parkway. Substantial damage to the mature trees' root systems resulted from the trenching along the edge of the sidewalk. (Landscapes, 1993)

## Lighting and Electric Supply Upgrading

The historic record on parkway lighting is somewhat unclear. Early views show the Cherokee Park post and globe on Eastern Parkway and Southern Parkway, with wide spacing. It appears that a utilitarian approach to lighting was taken in recent decades, resulting in the timber or metal poles with cobra head luminaires that are widely used today. Historic light fixtures used in Louisville included a drop fixture on a thin arm and two fixtures shown on Louisville streets with similar poles and different luminaires. Both are on a fluted pole with a wide base, while one has an eight sided luminaire and the other a modified acorn with a metal cap, shown in Chapter 8. Early lighting elements on the Western Parkways are not recorded in available photographs and may not have been consistent along the entire length focusing instead on residential areas.

Current parkway lighting is varied. Along Southern Parkway tall metal poles are topped with rectangular shoe box luminaires. Cobra head style luminaires, with either fiberglass poles or heavy wood ones, are located along Eastern and Western Parkways. The 22' to 26' mounting height of all these poles places them within the canopy zone of mature parkway trees, affecting the light distribution and often conflicting with tree growth.

The solution for parkway lighting today must address contemporary needs while respecting the historic record. The Cherokee Park fixture, formerly placed along Eastern and Southern Parkways, is too short for parkway use. The light would not effectively disperse to both drives and walks from this lower height. Extension of a companion to the downtown lighting system to link to the parkways is recommended. Along all the parkways the downtown pole and a modified acorn luminaire that matches the historic one is recommended for parkway use.

As discussed in Chapter 6, overhead wires conflict with not only the historic appearance of the parkways but with the growth and form of the parkway trees. Overhead wiring and major trees are not compatible and the pruning of trees required to protect wiring is the antithesis of the visual effect desired along the parkway corridors. Parkway trees should be allowed to grow in their full, natural form, not reshaped in unnatural ways to accommodate overhead wires. Historically wiring was provided underground to serve the limited number of park and parkway light posts. In the original charter for the Gooch Electric Company, precursor to Louisville Power & Gas, provision was made for underground wiring. It is clear that placing electrical wires underground is not a new idea.

Over time all overhead wiring along the parkway corridors should be placed underground. This large project should be undertaken incrementally. As major improvements to underground utility systems go forward and trenching or tunneling is required overhead electric wires should be placed underground in conduits.

Examples of this recent effort in several locations provide guidance for Louisville. In Genesee Valley Park improvements run from pole to pole within the project area. In Denver, the same approach is taken along city streets when projects are in process. They work on at least one block at a time or 750 feet, when projects are smaller, and place electric supply underground. Coordination with all projects will be required but additional costs for placement of wiring are not excessive when performed in conjunction with a project.

## Multi-modal Improvements

The parkway and city street corridors of the proposed system are heavily used by vehicles at all times of the day. Extra width on the road surface for bicyclists, at a minimum of 4 feet each side, is not available. Construction of separate, continuous, 8-foot wide multi-use paths is recommended along the Eastern and Western parkway corridors on both sides of the central drive. The 8-foot width is a minimum for a multi-use path but should serve adequately since users will be dispersed along the 14.5 miles of parkways and 13.2 miles of city street links.

Where possible multi-use paths should be added to the proposed city street parkway links on one side of the street. This path is intended to be 3 feet wider than a traditional 5-foot sidewalk and may fit along some areas for a number of blocks but may not fit in other areas. The maximum possible length of widened pavements should be achieved, while narrower portions will provide continuity without extra width. These paths will be located between double tree rows. They will provide movement through the city for pedestrians, joggers and bicyclists. This approach focuses on a diverse group of users, rather than favoring vehicles, to create a safe, intermodal system for daily commuting and recreational use. ISTEA and other transportation based programs should be looked to for potential funding.

This asphalt multi-use path could be constructed as a separate, continuous element along the parkway system or it could be linked to curb, utility or lighting improvements. Detailing for this path should minimize cutting into the grade so that damage to existing tree root systems is limited. However, it should be built to a high standard so that it will be a durable improvement.

## Center Drive Width and Traffic Improvements

Over time several areas along the parkways have become considerably wider than the standard 40' center drive width. For example, along Southern Parkway a consistent 40' central drive width is found with the exception of the Interstates 264 intersection where turning lanes of about 10 feet each have been added for driveway access. Eastern Parkway center drive width changes occur at several intersections that carry heavy crossing traffic. The worst case in this widening occurs at the Poplar Level Road intersection where six lanes have increased the pavement

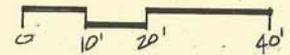
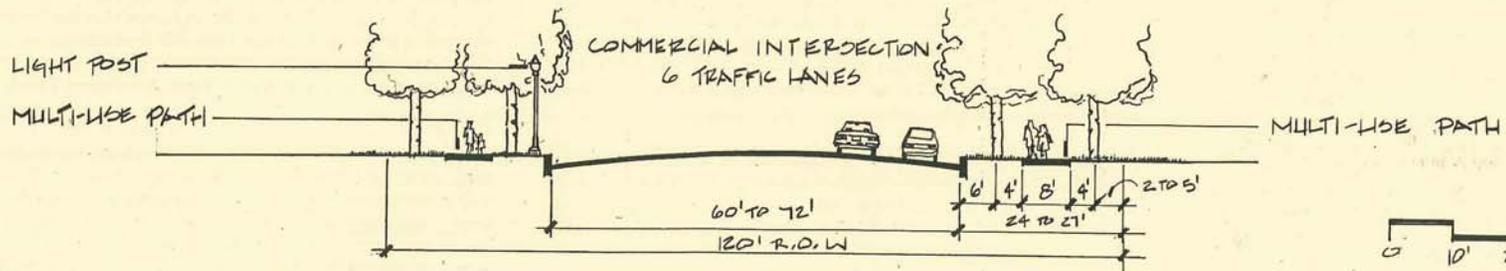
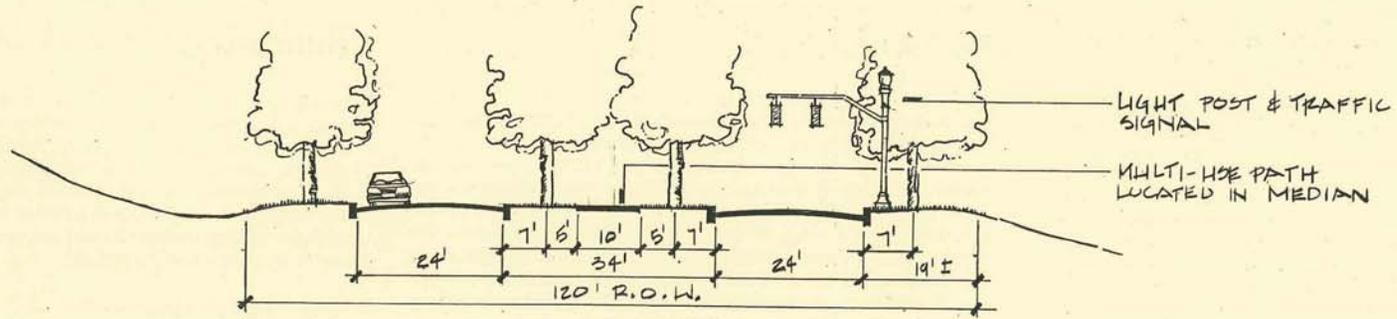
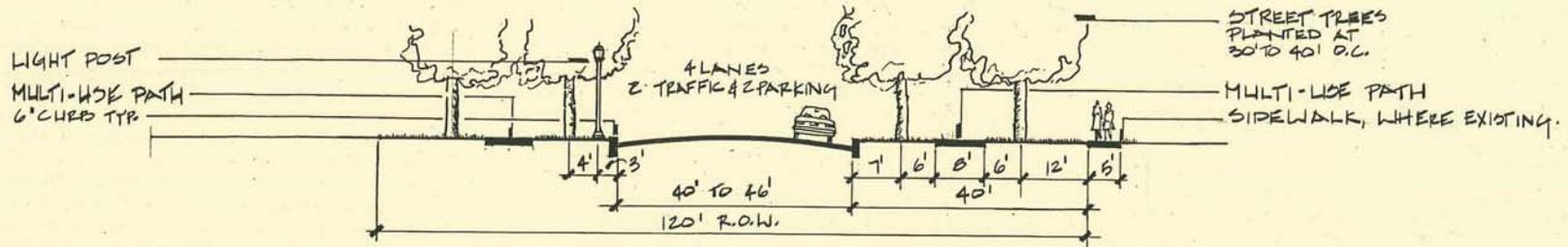
surface to about 72 feet. The opening of this intersection combined with variances to the development project on the corner creates a significant visual break in the continuity in the parkway corridor. At several commercial intersections along Algonquin Parkway a single additional lane, sometimes with a paved median, widens the pavement surface to about 56 feet. In these and other cases the first row of parkway trees have been lost in this widening, and they have generally not been replaced.

The parkways were intended as pleasing green corridors through the city, they are unique as linear green spaces in their width and scale. As traffic planners view the city and identify points where traffic builds up and intersections fail, either now or in modeling future traffic patterns, they do not consider the quality of life and visual values of the parkways as city-wide historic and natural resources. They are directed to solve a perceived or actual traffic problem. The parkways become an easy place to approach a widening solution because the open spaces of the right-of-way are perceived as empty and the buildings lining the parkways are not in the direct path of a proposed drive surface expansion because of the available right-of-way. Consideration of other values is lacking in this traffic driven equation. The results of this process are clear at intersections like Poplar Level Road. Traffic agendas win and the character and quality of the parkway is compromised and degraded.

It is strongly recommended that no further drive pavement widening be allowed along the parkways and at intersections. The reversal of previous widenings would be a difficult matter and is unlikely, but in several cases a reorganization of the pavement and the giving back of green space should be explored. This is the time to call a halt. If further encroachments are allowed in the years ahead nearly every intersection will come up for "traffic improvements" and each one will become a contentious matter.

The parkways as a system must be valued above the desire to move through the city with greater speed and efficiency. The character and quality of the parkway experience should be held in high regard, considering not only the aesthetic and quality of life issues, but also the economic ones, such as improved real estate values for the parkway neighborhoods. When more factors are considered, the historic and environmental values of the parkways should weigh in as overriding, to be considered for their preservation and enhancement rather than further degradation and incremental loss of character.

At intersections where widenings have been made, an attempt to bridge the gaps can be made. Taking the worst case of Poplar Level Road at Eastern Parkway, the proposed cross section in [3] shows a potential resolution. Four rows of trees at offset 40 foot spacing can be replanted even within an area of 16 to 24 feet. The section shows the pedestrian sidewalk and a multi-use land proceeding through the center of the double tree rows. A modest amount of space for the tree plantings is available with trees placed at least 4 feet off the central drive. These trees, planted in a restricted area, should have a continuous trench prepared as detailed above. The new trees should be planted within 20 to 25 feet of the intersection helping to bridge the openness of the wide pavement.



EASTERN PARKWAY PROPOSED SECTIONS:

3. Proposed section of Eastern Parkway. (Landscapes, 1993)

## Resolving Private Encroachments

An important issue to be addressed in the renewal of the parkways is the removal of private encroachments. Many abutting owners use the parkway right-of-way for private uses that degrade the condition of the turf and trees. A series of photographs selected from various areas along the parkways shows the nature of this degradation. In many residential areas owners park their cars between the tree rows. Some residents have added loose gravel to these parking spaces while others park in areas of mud and compacted earth and still others have constructed asphalt areas as parking spaces on parkway lands. Some commercial and institutional uses encroach on parkway green space with paved or gravel parking areas. In one area along Southwestern Parkway an apartment complex has paved the area from the sidewalk back to the buildings for resident parking usurping a significant area of greenspace for private use. In commercial areas parking abuses on parkway land are also evident, such as the use shown in the view at the beginning of Algonquin Parkway [4] where a substantial number of cars are parked on degraded parkway turf.

The process of reclaiming the parkway land has to be undertaken in an organized manner. Adjacent owners and residents should be notified of the intent of the city to return the parkway lands to a good condition as a public resource. Schedules will need to be set for the removal of private changes, such as gravel areas or paving. One approach would be to require the removal of private encroachments on a schedule with the replacement of topsoil and the planting of grass. This approach would put the burden directly on the property owner to undo the damages they have caused. One benefit of this approach is the relatively quick time frame in which it could be achieved, without waiting for capital improvements to take place. It is potentially flawed in that the performance of each owner will be variable and the results may be less than adequate to remove soil materials and relieve compaction. Another approach would be to address these removals and upgrades in coordination with the development of continuous pedestrian paths and bicycle ways along the parkway corridor. The city would remove the encroachments to a uniform standard. A standard fee paid by the owners could be collected for this removal.

Another type of private encroachment is the private driveway. Driveways make multiple crossings over the parkway green space diminishing its expanse. A driveway policy needs to be adopted. The Park Commission set forth regulations governing the cutting of private driveways across parkway grass plots in the early days. They called for concrete driveways eight feet in width flaring to not more than eighteen feet, placed without interfering with trees, catch basins or sewer openings. The spacing, width, flare and non-interference aspects of driveways should be addressed anew with contemporary factors in mind. The driveway policy should include:

- spacing between driveways of 60 or more feet
- use of one driveway by two owners when feasible
- concrete or asphalt construction
- maximum width of ten feet crossing parkway right-of-way
- maximum flare of sixteen feet at the joining with the parkway
- no interference with surface and subsurface drainage
- distance of not less than six feet from parkway tree;
- allowance for new private driveways when only rear access is not feasible

In addition to this policy, private driveways across the parkway should be reviewed for possible removal in favor of rear access, or grouping of two driveways when major improvements are made to the parkway. In addition, construction specifications for driveway paving should be clearly set forth to guide new construction and rebuilding.

## Developing Consistency of Signage and Furnishings

A vocabulary of elements has been recommended for use in the parks and along the parkways. These elements consider function, durability and aesthetics. Traffic and regulatory signage should be grouped together at intersections to be as unobtrusive as possible while relaying the needed information. Identification and interpretive signage for the parkways and neighborhood groups should follow the guidelines set forth in Chapter 8 using the appropriate size and type of sign. The benches, small shelters, bollards and any other furnishings used along the parkways and in the three small parks should also conform to the agreed vocabulary of elements. The use of this uniform vocabulary unites the parks and parkways in yet another way.

These elements have particular appeal for private funding because they are of limited cost and are clearly defined. One approach to the change-over of signage and furnishings to this consistent vocabulary is for the Conservancy and Metro Parks to develop an annual wish list of elements, which could include these items and donated trees. The wish list, in the form of an attractive brochure or information sheet, could be promoted for individual and community donations at a fairly modest level of cost.

A second approach, which could be undertaken simultaneously with a donation effort, would be to include furnishings and signage within each project that affects the parkways. For example, the current project to upgrade the Eastern Parkway and Bardstown Road intersection should be using the agreed vocabulary of elements as a prototype. Individual projects are unlikely to cover the entire length of the parkways in a consistent manner. Over time gaps will need to be identified and a furnishings and signage plan developed to effectively address all the areas that need upgrading to the accepted standards.

## Addressing Variances and Adjacent Development Impacts

A process should be set in place for project review when abutting owners undertake significant changes that will affect the parkway. Encroachment on the public right-of-way should be avoided. Visual and physical continuity of the parkways is the goal and projects should not be allowed to violate the public green space. The question of what changes are acceptable arises in this area of concern. In general continuity of the linear parkway composition is the key. Areas where variances were given in the past, such as the medical facilities and appointments on Eastern Parkway at Poplar Level Road, demonstrate the disastrous results of substantial variances—destroying the continuity and parkway character. Project review, following the accepted format will safeguard against negative impacts in the future.

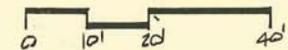
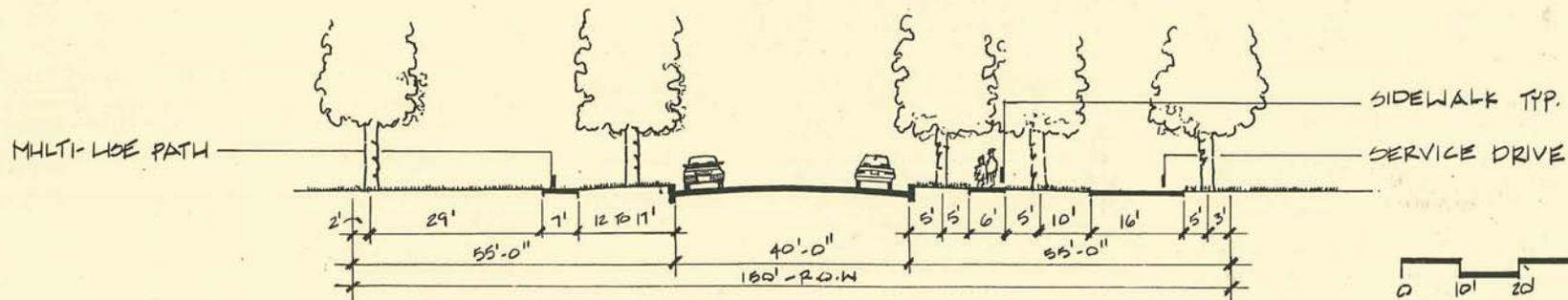
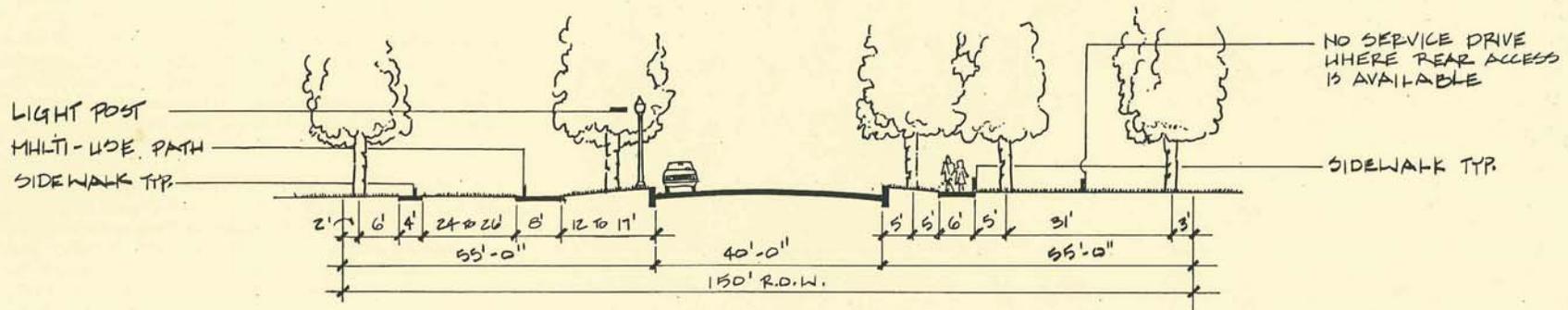
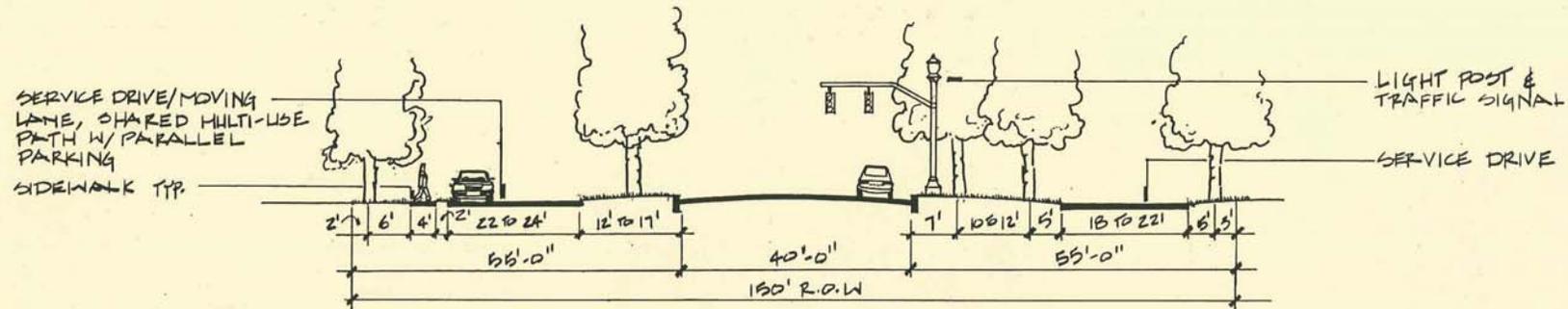
## Renewing the Parkways

In this section each of the parkways is addressed as a unique linear landscape within a group of parkway corridors. The right-of-way, existing drives, pedestrian paths, trees and other features for each parkway are variations on a theme and as such deserve special attention. Each one is addressed in current and proposed cross sections. Willow and Wayside Parks, two small parkway related green spaces, are also addressed in this section. General recommendations for each parkway and these small parks are set forth.

### Southern Parkway

An historic view of Southern Parkway [5] portrays the formal, linear quality of the parkway with the central drive, curbed with angled limestone block, five rows of trees, flanking a pedestrian path on the left and a bridle way on the right. The sequence of central drive, tree rows then access drives is an important part of the historic organization. One Cherokee Park light pole is visible in the left foreground. In this early twentieth century view the trees appear to be about 15 years old.

The 150' right-of-way along Southern Parkway, the first to be constructed, has been rehabilitated through a series of recent projects. These projects have addressed all but four blocks of the parkway system. Figure [6] shows one of the remaining areas with an irregular gravel and compacted earth service drive between two rows of parkway trees. The design for the remaining blocks is progressing and will be constructed in the near future. Because of this recent Southern Parkway work there is little need for further planning of the parkway organization of drives, service ways and jogging-bicycling lanes. The central drives width, tree spacing, service drive, pedestrian sidewalk and jogging-bicycling lane are interrupted only at the intersections of Southern Parkway with Interstate 264, where extra turning lanes change the parkway organization.



### SOUTHERN PARKWAY: TYPICAL SECTIONS

4. Typical cross sections of Southern Parkway, showing the general layout of trees, drives, paths and grass panels. (Landscapes, 1993)

## 6. The Olmsted Parkway



5. (Top) Southern Parkway, c. 1920/30, showing five rows of trees along the parkway. (University of Louisville, Photographic Archives, Caufield & Shook Collection)

6. (Bottom) Portion of Southern Parkway showing a remaining gravel and compacted earth service drive between the trees. (Landscapes, 1993)



7. An original parkway tree that has grown to the point where the trunk extends nearly to the drive edge. Concrete curbing has stopped at either side of the tree to avoid major root damage. (Landscapes, 1993)

Figure [7] shows an original parkway tree trunk extended nearly to the drive edge line, with the new concrete curb stopping on both sides to avoid major root damage. The concrete curb cross section, shown in Chapter 8, is 18 inches deep and requires trenching that can cause significant damage to mature trees. As these trees are removed and replaced slightly farther back from the drive, curbing should be continued to fill the gaps.

Missing parkway trees have been replanted, with some variations on the historic organization. To protect tree trunks from vehicle damage along the center drive spacing has been moved back from the curbs to 7 feet, from a historical placement of 2 to 3 feet. Figure [8] shows the relationship of the placement of recently planted trees, 7 feet off the curb, to the earlier ones, 2 to 3 feet off the curb.

The bicycle, jogging and walking lane provided along one side of the parkway varies from a shared surface along access lanes to designated paths of 7- to 8-foot width. This route follows only one side and pedestrian sidewalks are discontinuous on both sides as well, creating a lack of continuity for all non-vehicle traffic. The multi-use path arrangement is not ideal—conflicts occur and the lane width is narrow. Over time the continuity and width of this route should be upgraded where possible and the concept of multi-use for both sides of Southern Parkway should be tested for feasibility.

Overall continuity of Southern Parkway has been upgraded in the recent work, as can be seen in [9], looking toward Iroquois Park. This view shows the regular central drive width, the linear grass panels and the evenly spaced trees. However the light posts and the traffic signals [10] are of a modern, utilitarian vocabulary that is serviceable but not consistent with the intended parkway character. Tall poles with shoebox lights line the center drive. Standard traffic signals are found at intersections. A new vocabulary of light standards and signals has been proposed and should, over time, replace the utilitarian ones along Southern Parkway.

There are three typical cross-sections along Southern Parkway that portray the general situation found along its length, although a few unique areas are not shown, see [4]. Note that in all three cross sections the organization of central drive, tree rows, access drive or path is consistent. The top one shows the standard 40-foot center drive, with service drives to each side and a 4-foot sidewalk on the left with five tree rows. Section two shows areas where no service drives are located. To the left is an 8-foot bicycle-jogging path and a 4-foot sidewalk while to the right a 6-foot pedestrian path is provided and a grass panel replaces the service drive. This situation occurs at block ends or along sections that are accessible from rear alleys. The final section shows, on the left, a double tree row and grass panel with the multi-use path at a 7-foot width and a separate, 6-foot sidewalk and 16-foot access drive on the right between three tree rows.

In each of these cross sections the organization of spaces on the right and left are sometimes grouped differently along the parkways than they are shown here. The section with wider pavement at Interstate 264 is a limited situation that is not portrayed. Note that on these sections the preferred light posts and traffic signals are shown and that no plantings other than trees and turf are indicated.

### Western Parkways

The western portion of the parkway system was the last to be developed. The 1928 aerial photograph, seen in part on the Shawnee Park aerial view in Chapter 3, indicates that the parkway was partially complete at that date with portions of the Algonquin segment still under construction. The 120 foot right-of-way brings the parkway lands close to adjacent residences and commercial structures. No historic views have been located to confirm the early organization of the western parkways although four trees rows and one center drive are visible along many areas in the 1928 aerial photograph.

The Western Parkways, including Algonquin, Southwestern and North Western, begin from Winkler Avenue, about six blocks west of 3rd Street, heading west then turn northward after the Interstate 264 underpass, joining Shawnee Park at Broadway and bending around the park to the center of the north edge where it extends to the Interstate 64 bridge, functionally ending at that point. The final segment is one-way heading south from the Interstate 64 barrier. The area from the interstate northeast loses parkway character and is a parkway segment in name only. Cobra head lights on metal or wood poles light the Western Parkways.

While many of the segments of the Western Parkways are organized along a central drive, with double rows of trees to each side and residences forming a continuous row of facades along the edges of the right-of-way, there are several notable gaps in parkway continuity. A typical residential parkway segment, seen in [11], shows four tree rows in turf, a central drive and private driveways to access the residential lots. Figures [12], [13] and [14] show specific situations along Southwestern Parkway where the parkway vocabulary has been lost and adjacent industrial and commercial uses infringe on parkway character. For example, in [12] an open area with a few trees remaining, a compacted earth path in the foreground shows little resemblance to [11]. Figure [13] portrays an intrusion on the parkway at a junk yard where the parkway right-of-way is used for parking, two mature trees are evident and unmown grasses and wildflowers fill the greenspace. Figure [14] presents another aspect of Southwestern Parkway where an on-grade railroad crossing marks the foreground and a former oil refinery dominates the views. The parkway vocabulary of drive, trees, turf, pedestrian ways and furnishings is entirely lost along this segment for a considerable distance.

These views make the point that the greatest gaps in the parkway system occur along the Southwestern portion of the Western Parkways and

while the right-of-way is presumably available, the character and visual quality of the linear parkway system is lost for extended distances. It appears that much of this segment was never fully built although the opportunity to construct it in the future still remains. Funding sources should be investigated and this construction, with the elements and furnishings proposed, should proceed when possible.

There are three typical cross sections proposed for the three Western Parkways as shown in [17]. The first one at the top shows the standard, 40-foot center drive with limestone curbs, light post, four tree rows, and 8-foot multi-use lanes on both sides. The tree rows are 25 feet apart in a staggered pattern and 30 to 40 feet on center depending on the surrounding spacing. At some locations a grass swale provides for drainage. Note that the trees nearest the drive are shown at 7 feet off the curb, an increase from the historic placement that should help prevent trunk wounds from vehicles.

The second section shows proposed solutions for several commercial intersections where the parkway drive surface has been widened to provide an additional turning lane and trees have been lost. In this situation the tree spacing tightens to 20 feet apart and the dual multi-use lanes are placed between tree rows on both sides. As this section shows, the four row organization is narrowed but still achievable when the green space has been reduced from street widening.

The third section shows a unique situation with sloping grades on both sides in the vicinity of an underpass. The existing condition, without trees, is shown in [15]. The proposed section shows the ability to plant trees in a prepared, continuous trench along the drive edge and a second tree row on each side moves up the slope 20 feet from the driveside trees. The multi-use paths can be provided continuously but will likely require some regrading or perhaps narrowing at the steepest areas. With this approach the break in the parkway vocabulary for a considerable distance will be bridged effectively blending with the parkway and improving continuity.

### Eastern Parkway

The continuity of Eastern Parkway in the early days is verified in the 1928 aerial view [16]. This partial view reveals a standard central drive and four trees rows for most of the parkway length. Toward the left end of the view the section with a center median and two narrower drive surfaces is also evident. The parkway winds through developed residential areas and relatively open ones with flanking cultivated fields.

Eastern Parkway originates at one entrance to Cherokee Park and continues to Third Street. The area from Crittenden Drive to Third Street is bridged and narrow along the University of Louisville frontage. It lacks parkway character and is a parkway in name only.

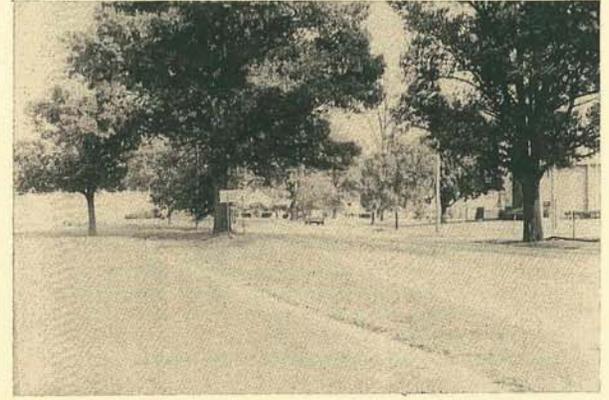
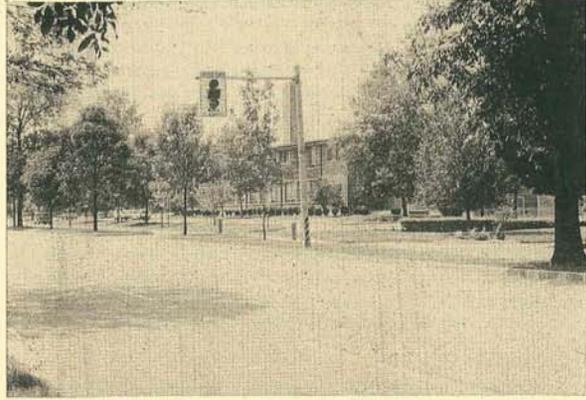
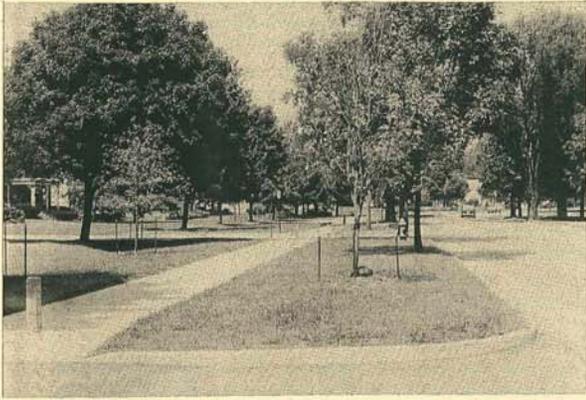
Eastern Parkway is generally continuous with a 40-foot central drive, with some widenings of pavement, and four rows of flanking trees. The median section is also relatively consistent in character, as shown in [18]. However there are several areas along the parkway length that have lost character-defining elements and are compromised. For example, [19] shows an area where overhead electric wiring and cobra head lights dominate the scene, trees are lost and a commercial sign is prominently placed. The uncharacteristic openness of this section is matched by the open sense on the significantly widened parkway drive at the Poplar Level Road intersection [20]. Six traffic lanes and a small median create an expanse of paved space. Parkway trees are lost along the drive margins and pedestrian walks are discontinuous. Figure [21] shows the clutter on a commercial corner along Eastern Parkway, with a bus shelter, trash can, benches and cobblestone paving patched with asphalt.

The proposed sections for Eastern Parkway, shown in [3], seek to regain lost character and renew the vocabulary of appropriate elements. The first section shows a standard 40-foot wide drive with the first two rows of trees placed 7 feet away from the limestone curb. Tree rows are 20 feet apart in a staggered pattern. Multi-use paths, 8-foot wide, are located along both sides generally replacing a 5-foot sidewalk on one side and adding a paved route on the other. The proposed light post is indicated.

The second section shows a typical area along the median with two, 24 foot drive surfaces with limestone curbed edges, and a 34-foot median. The median contains a double tree row 20 feet apart, also on staggered spacing. A central path, with a 10-foot width, serves as a multi-use lane. Topography along this parkway segment slopes sharply up and down so that additional walks are not possible. Rows of trees at each side are also shown with a preferred 7-foot clearance from the drive if topography allows.

The third section shows an approach to the inclusion of parkway trees, the multi-use lanes at an extra wide drive, like the Poplar Level intersection. The pavement surface leaves from 24 to 27 feet each side still within the right-of-way. In this limited area a double tree row on each side is still possible at 16 feet apart on a staggered pattern at 40 feet on center. Dual multi-use paths are provided between these double tree rows.

6. The Olmsted Parkway



8. (Top) New parkway trees have been replanted 7 feet from the curbs while historically the parkway trees were planted only 2 to 3 feet from the curbs. (Landscapes, 1993)

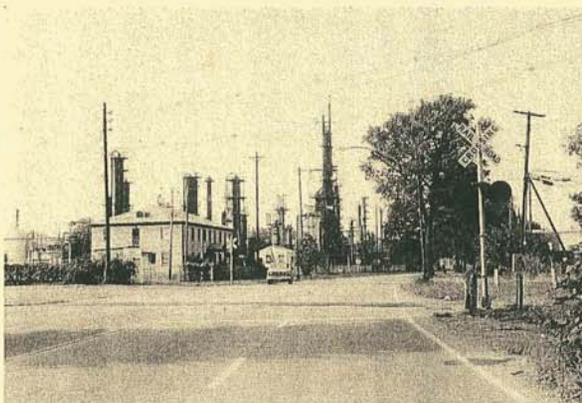
9. (Bottom) View along Southern Parkway towards Iroquois Park. Trees are evenly spaced in linear grass panels along the central drive consistent with the historic design intent. (Landscapes, 1993)

10. (Top) View along Southern Parkway of modern light post and traffic signal which is not consistent with the intended parkway character. (Landscapes, 1993)

11. (Bottom) Typical view along Western Parkway showing four rows of trees set in turf, along the edge of the parkway in a residential area. Private drives bisect the turf panels. (Landscapes, 1993)

12. (Top) Commercial area along Southwestern Parkway. Notice the gaps in the rows of trees and the loss of the turf panels, which have become compacted earth paths. (Landscapes, 1993)

13. (Bottom) Commercial area along Southwestern Parkway adjacent with a junk yard encroaching on the parkway right-of-way. (Landscapes, 1993)

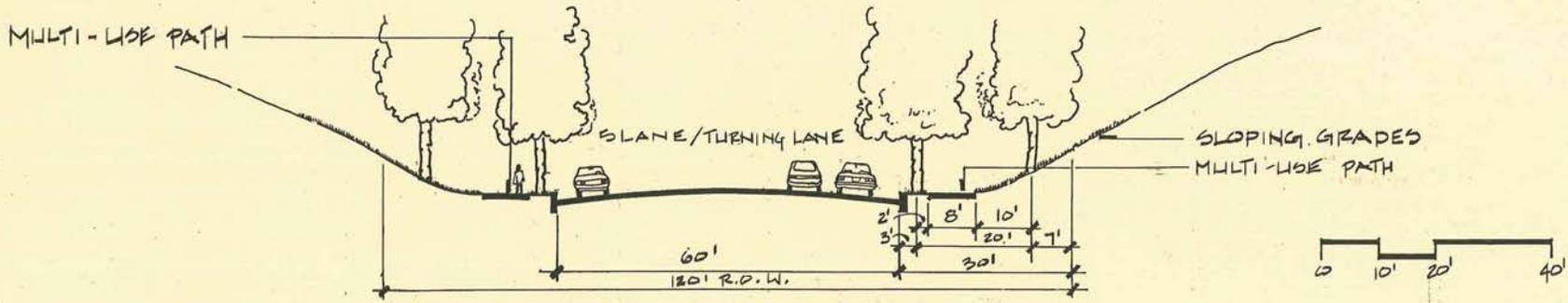
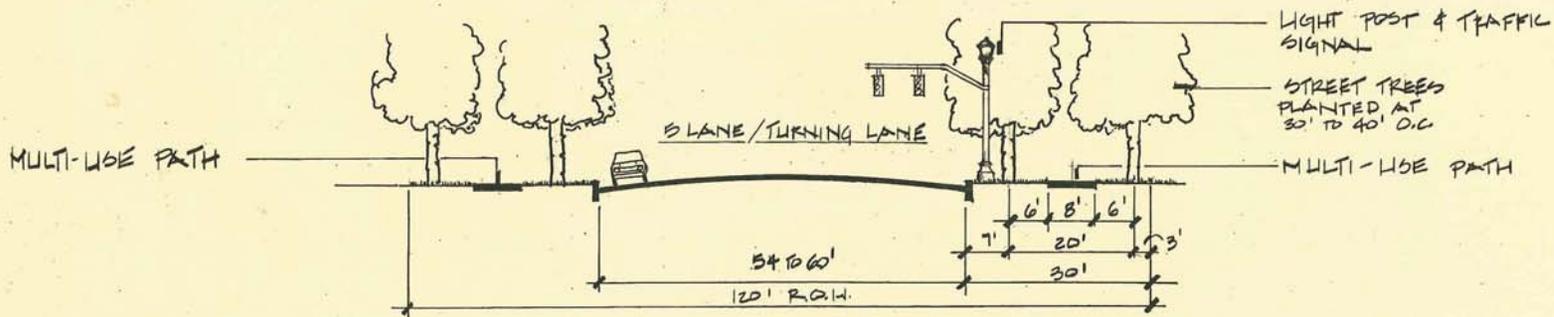
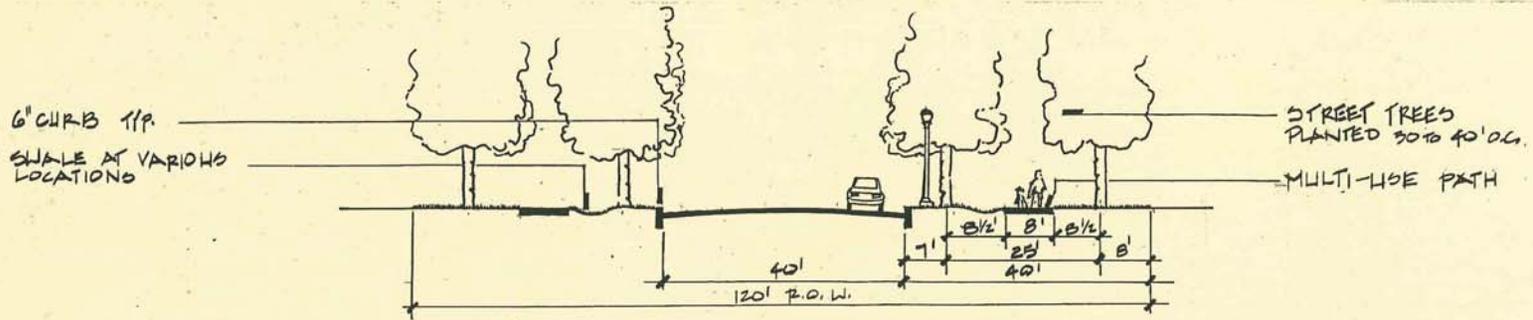


14. (Bottom) On grade railroad crossing along Southwestern Parkway. Notice the loss of trees, turf, pedestrian ways and furnishings. (Landscapes, 1993)



15. (Bottom) Portion of Western Parkway near to an underpass. Notice the lack of trees along the parkway edge. (Landscapes, 1993)

16. (Top) 1928 Aerial of Eastern Parkway. (Bowman Park Aero Co., Inc.)



ALGONQUIN, WESTERN, SOUTHWESTERN & NORTHWESTERN PARKWAYS

17. Cross sections of Algonquin, Western, Southwestern and Northwestern Parkways. (Landscapes, 1993)

## Cherokee Parkway

A wide median and two drive section of Cherokee Parkway extends for two blocks from the park entrance to the General Castleman Statue. This segment of Cherokee Parkway is quite intact from its original construction. The apparent width of parkway is 129 feet to the back of the sidewalks on each side, shown in the typical section in Chapter 8, although it may extend beyond these edges to a wider public right-of-way. The center drive and median are both 40 feet wide and an 18 foot service drive on the north side allows parking against the original limestone block angled curb. Both sides of the main drive also have the angled block although the at-grade base block is not apparent, perhaps it remains but was paved over. Two tree rows are planted along the median and trees are located on both tree verges between the curbs and sidewalks. Figure [22] shows this median and two drive surfaces. A mixture of original, middle aged and young trees is found along this short parkway segment.

The Castleman monument [23] is the terminating feature of the parkway. This view shows a cast aluminum interpretive sign and an electric meter surrounded by an evergreen shrub mass underplanted with daylilies in the foreground and a shrub and herbaceous planting around the base of the Castleman monument. Both of these plantings are overly decorative and out of character with the parkway. Simplified plantings or turf panels up to the base of the markers would be preferred.

This portion of Cherokee Parkway remains essentially as it was originally designed and constructed. It should be preserved, with curbs repaired as needed over time and the flat blocks curbs on the main drive uncovered. The large, old trees should be replaced in-kind as they are lost. Significant changes to this historic parkway should be avoided.

Cherokee Parkway officially extends along the western edge of Cherokee Park from the park entrance to Lexington Road. This segment is not a true parkway, having instead a standard street width. This paved street of a 40-foot width, is flanked by predominantly residential properties on the west and park frontage on the east. Angled limestone curbs remain along this section from early construction, although some are lost and others should be reset. Historic plans show a formal arrangement of two tree rows, one along each side of the drive surface. This organization is only partially present today.

This section of Cherokee Parkway should be upgraded, to reflect the historic intent, in the future. Repair, resetting and replacement of the curbs, replacement of street lights with the parkway fixture, tree plantings and construction of an 8-foot multi-use way on the park side are all recommended.

## Willow Park, Wayside Park and Neighborhood Parkway Spaces

At three points along the parkways small green spaces are found. These include Willow and Wayside Parks and an unnamed triangle along Algonquin Parkway. There are also spaces on Southern and Eastern Parkways that have been embellished by neighborhood groups. Along Southern Parkway at the intersection of Woodlawn Avenue, the Beechmont Neighborhood Association has developed an enclosed park space with shrub and perennial plantings and a raised Gazebo [24]. These plantings are dense and enclosing and the Gazebo adds a structural mass to the formerly open parkway. At the corner of Bardstown the Deer Park neighborhood has developed a shrub and flowering tree planting around two neighborhood signs [25]. Both these neighborhood spaces change the parkway character, breaking the linear quality and simplicity of the parkway into smaller, more intensively developed landscapes. Over time these plantings should be removed and a more open character, with simpler plantings should take their place.

The historic view of Cherokee Parkway and Willow Park [26] reveals a very simple green space, open and uncluttered. Olmsted designs intended shrub plantings along portions of Eastern Parkway and at Wayside Park (Ruff Memorial) and Willow Park. The plan for the Ruff Memorial is shown in [27]. These plantings could be applied directly to the two parks and can also provide guidance for areas where planting is desired along the parkways. For example, on Southwestern Parkway, one industrial owner has planted a row of hemlock trees along the property boundary. This planting is a linear monoculture that provides screening but is not in character with the intent. Another example is the geometrically pruned shrubs in front of a bank as shown in [28]. These plantings are also out of character and are within the parkway right-of-way. The Eastern Parkway approach, with somewhat irregular masses of mixed shrub plantings would provide a screen that reflects the Olmstedian approach to the problem of creating a visual barrier at the parkway edge. Similar shrub plantings would be appropriate for the screening of parking lots that abut the parkways in various areas.

As a policy the neighborhood spaces developed along the parkway should respect the continuity of the linear pattern of the parkway and interfere with the open space as little as possible. The character of the parkway is a tree and turf landscape with appropriate circulation ways moving along it. In general these areas should remain simple, without a clutter of elements.

Neighborhoods may want to modestly develop simple areas along the parkways that support the intent of multiple use by walkers, joggers and bicyclists. These areas should respect the linear organization of the parkways, limiting clutter and mass. No fussy plantings should be added, such as beds for perennials and annuals. Shrub masses or ground covers should be kept to the edges of the parkways rather than expanding across the entire green space. All signage, such as neighborhood



18. (Top) Median strip along Eastern Parkway showing two rows of flanking trees. (Landscapes, 1993)

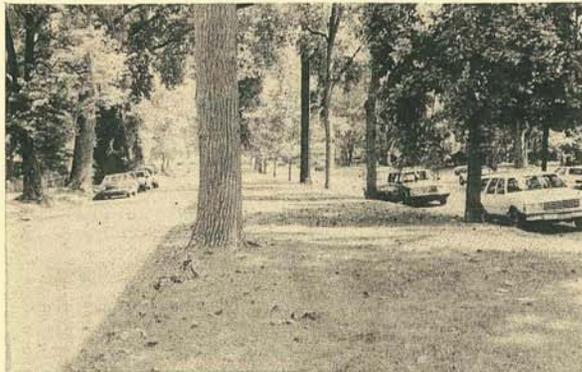
19. (Bottom) Portion of Eastern Parkway where the character defining elements have been lost. Notice the lack of trees, the intrusion of overhead electric lines and the addition of cobra head lights. (Landscapes, 1993)

## 6. The Olmsted Parkway

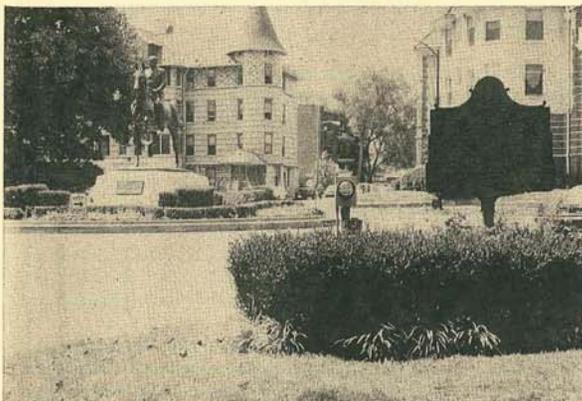


20. (Top) Poplar Level Road intersection along Eastern Parkway. Notice the uncharacteristic openness and lack of trees in this section, caused by the widening of the parkway drive. (Landscapes, 1993)

21. (Bottom) Corner of Eastern Parkway with an assortment of elements (trash can, benches, bus shelter) cluttering the area. (Landscapes, 1993)



22. (Top) Portion of Cherokee Parkway showing the relatively intact nature of the parkway with a median and two drive surfaces. (Landscapes, 1993)



23. (Bottom) Out of character plantings around the Castleman monument at one end of Cherokee Parkway. (Landscapes, 1993)

signs and maintenance provider recognition signs, should be within the recommended vocabulary of signs set forth in Chapter 8. Seating should be on simple benches, carefully placed with the length paralleling the parkway rather than running perpendicular to it. Gathering places could have one small shelter modeled on the wayside shelter in Chapter 8. It would be a smaller mass than the existing gazebos, more appropriate than the plexiglas and metal bus shelters and with a roof overhang to provide for handicapped access and use.

In spaces that have been recently developed, over time the clutter of vegetation, furnishings and built elements, should be simplified by subtraction of elements. The gazebos at Beechmont and Willow Park are both raised above the grade and could potentially be taken off their foundations and lowered to make them accessible. Signage and furnishings should be changed over to the accepted park and parkway standard.

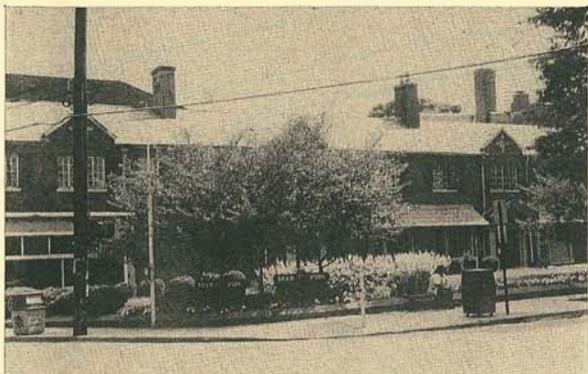
All designs for these kinds of spaces should retain the linear qualities and visual continuity of the parkways. Elements that clutter this linearity, such as benches, small shelters or shrub plantings should be located far to the edges of the parkway right-of-way. A bench or two could provide a place to sit. An accessible, modest shelter with an integrated sign, could be provided as deemed necessary.

### Conclusion

The Olmsted Parkway System of Louisville is an invaluable urban resource. This historic and natural environment lends a quality of graciousness and ease to the city that must be cherished. As shown in the view from Iroquois Park looking down along Southern Parkway in [29], these parkways are shapers of the city. Parkway renewal should proceed in concert with that of the parks. They are irreplaceable assets of the City of Louisville that deserve the protection and care of its citizens.

### Historic Character

The parkways were developed over some thirty years as a system of green corridors meant to provide pleasure travel throughout the city. The intended links in a complete system were never fully carried out and today the parkways are in varying conditions. The character of the parkways is first defined by the width of the right-of-way of 150 feet for Southern and 120 feet for Eastern and Western Parkways. The spatial organization of this linear landscape consists of continuous tree rows, turf, sidewalks and drives. This is a constant rhythm of repetition of trees and turf flanking central drives. Views are open to the adjacent properties. In general the facades of the residences or commercial buildings form an enclosure to the parkway space just beyond the right-of-way.

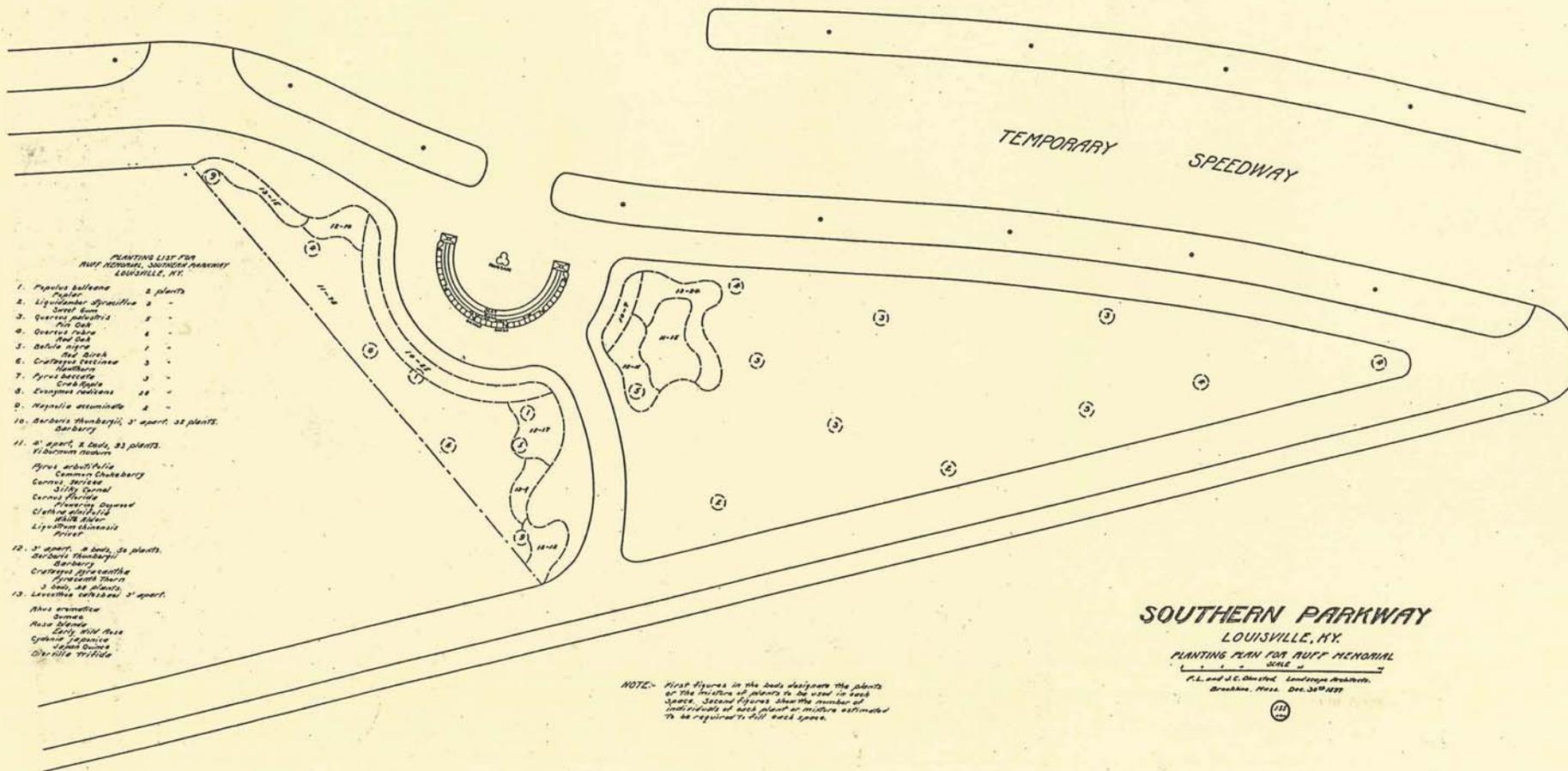


24. (Top) Beechmont Neighborhood Association park space along Southern Parkway. Notice the dense shrub and perennial plantings surrounding the raised Gazebo. (Landscapes, 1993)

25. (Bottom) Dense planting of flowering trees and shrubs at the corner of Bardstown in the Deer Park neighborhood. (Landscapes, 1993)



26. Cherokee Parkway and Willow Park c. 1920/30 showing the open character of the park as designed by Olmsted. (University of Louisville, Photographic Archives, Caufield & Shook Collection)



27. Planting Plan for Ruff Memorial, Southern Parkway by F.L. and J.C. Olmsted, Landscape Architects, December 30, 1897. (FLONHS)



28. Geometrically pruned shrubs planted along Southwestern Parkway which are not in keeping with the intended parkway character. (Landscapes, 1993)



29. View from Iroquois Park through foliage overlooking Southern Parkway, c. 1920/30. (University of Louisville, Photographic Archives, Caufield & Shook Collection)

6. The Olmsted Parkways



30. 1928 Aerial view of the Southern Parkway in the vicinity of Churchill Downs. (Bowman Park Aero Co., Inc.)

The Olmsted firm recommended linear tree rows, two each of three species, along Southern Parkway. Limited early records indicate that this approach was not strictly carried out for any of the parkways. The actual vegetation along the parkways was comprised primarily of tall maturing, deciduous canopy trees, generally of several species, with an emphasis on oaks, maples and elms, and a lesser number of additional species including sycamore, ash, basswood, sweetgum and others. These trees were arranged in two rows each side along the Eastern and Western Parkways and in five rows across along Southern Parkway. These trees were placed on green turf panels. In limited areas along the parkways shrub masses were planned for use although historic research does not confirm that shrub masses were actually planted. The trees and turf together created a green environment with a shady, pleasant appearance combining a relatively level ground plane with the vertical height and canopy of the trees. There were generally no other vertical elements along the parkways except light standards.

The circulation systems along the parkways are also an integral character element. Central drives for each parkway were developed at 40 feet in width and many remain at that width today. Slanted limestone curbs were constructed along Southern, Eastern and Cherokee Parkways. This central paved surface, of a regular width with limestone curbs, is a character-defining feature of the parkways. An additional service drive was developed along one side of Southern Parkway with a bridle way along the other, continuing the linearity of the parkway circulation. Sidewalks were also intended to provide a separate pedestrian way along at least one side of the parkways, but these were not fully constructed.

The topography along the parkways to each side was generally level or slightly sloping up to the adjacent residences. However, in some areas along Eastern Parkway topographic changes required steeply sloped edges to the parkways, both up and down. Clarification of the parkway right-of-way should identify these slopes as within public or private lands. The original topography of the parkways, as level or sloping ground, is a component of the historic character and should be respected and retained.

The furnishings along the parkways were limited historically to widely spaced, globe luminaire light posts. No signage, benches, trash cans, bus shelters, etc., were present earlier although they are a parkway component today. The lighting placed on the parkways is therefore an important character element and other furnishings should be as limited and unobtrusive as possible.

In summary, the spatial organization, continuous enclosed views, vegetation, circulation systems, topography and furnishings are all components of parkway character creating an uncomplicated, formal, linear green space. Remaining historic character-defining elements should be retained in the future. Renewal efforts should respect this vocabulary of elements and the organization of the space to the greatest possible extent as the parkways are renewed.

## Integration City-Wide

The parkways were intended to be linked in two ways, at a junction of the three parkways at 3rd Street and using the Broadway corridor as a tree lined city street in a secondary linkage. The concept of linking the parkways is valid today. The existing conditions, that fail to link and lose continuity should be knitted together along available city streets. In addition a unified system, that links the parkways to downtown and to Churchill Downs, an important site within Louisville, can be developed using a compatible vocabulary of street trees, lawn panels, and lighting. The 1928 aerial view of the parkway junction zone [30] details the condition in this vicinity; the pattern of surrounding streets signaling the lack of effective linkage to 3rd Street, Eastern Parkway and Algonquin Parkway. The proposed linking network includes:

- 3rd Street from Downtown to link with Southern Parkway
- Central Avenue from Crittenden Drive to 3rd Street, with some bridging to cross needed railroad corridors, to link with Eastern Parkway
- 3rd Street to Taylor Boulevard with a median tree planting and some street edge green space along the Churchill Downs frontage and parking lots
- Rodman Street to link with Algonquin Parkway

Along these corridors, that integrate and extend the parkways, trees can be planted to create a continuous green ribbon. The overall plan shown in [1] portrays the intended system. On these connecting streets only single tree rows, in continuous trenches, can generally be achieved. Placement will be on each side of the street, with center median placement along Central Avenue. Large street trees, chosen from the parkway tree list included later in this chapter, will eventually reach considerable stature, effectively continuing the green canopy created by the parkways with their multiple tree rows. The use of the downtown light post and luminaire is recommended along these public ways to link them with the downtown system. The parkway lights will have the same post and a different luminaire, the modified acorn with a metal lid, shown and described in Chapter 8. In this way while the systems are linked, there will be a visible difference that distinguishes between the actual historic parkways and these linking elements.

## Multiple Uses

Today the parkways predominately serve as vehicle corridors for traffic movement. While Southern Parkway includes segments of dedicated jogging/biking path and a nearly continuous system for multi-use on shared surfaces, the Eastern and Western parkways accommodate pedestrians in a discontinuous manner, with gaps in sidewalks and do not accommodate bicycle uses. The central drive pavement surfaces on the Eastern and Western Parkways provide only for moving traffic lanes with insufficient room for safe bicycle use of pavement margins.

The quality of the parkway experience and its extension through the city should be adapted for a broader level of use. As linear routes that allow movement through the city, pedestrians, joggers and bicyclists should be equally provided for within the parkway corridors while respecting their historic design and character. The intent of the ISTEA legislation is to support intermodal systems and the provision of continuous pedestrian and bicycle ways along the parkway system is a project with potential funding sources. The sections show the general manner in which pedestrian (5') and multi-use (8') paths can be provided on opposite sides of the central drives, between the tree rows. Some variations in this approach can be accommodated as required by unique conditions. For example if pedestrian paths already exist on one side of the parkway in a different location than the one shown in the typical cross sections, these can be retained and potentially linked to new pedestrian path segments. Where pedestrian paths exist on both sides of the parkway, one side could be replaced with a wider, 8 foot, multi-use lane. Multiple uses for the parkway corridors should extend, as possible, along the proposed parkway linkage corridors providing an integrated system. Existing bicycle routes, as shown with the parkway system [31] would connect to or be replaced by this safer, linked system.

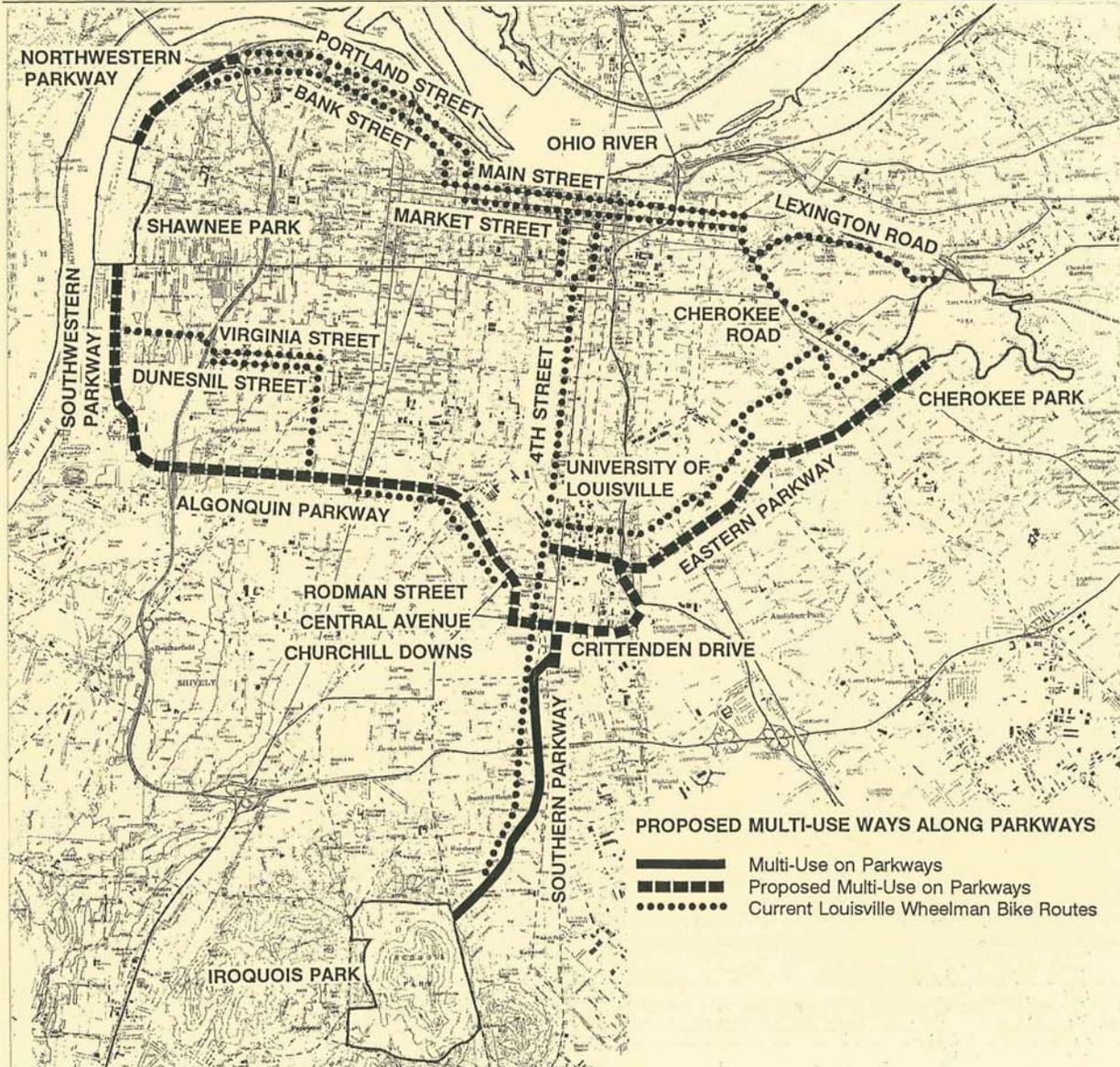
## Environmental Values

In recent years there has been increased research and education on the environmental values of trees in the city. The four to five rows of trees on the parkways provides a concentration of these beneficial effects. The parkways are also linked to the parks—important open spaces within the city that contain a concentration of trees. Trees provide several important functions within the urban environment. Trees improve air quality by using carbon dioxide and giving out oxygen. They decrease noise but deflect it with their leaves. Trees provide shade, tempering the urban heat island effect and reducing temperatures. Along the parkways the rows of trees create cooler, cleaner air as well as reducing noise and provide a pleasing environment.

## Real Estate Values

Trees improve the appearance of any urban area and positively impact real estate values. Street trees help reduce the large scale of urban streets, enclosing and framing views. Tree-shaded streets are more pleasant to walk or bicycle along. Several studies have attempted to quantify the effect of greenbelts and open spaces and parks on property values. It is difficult to isolate the proximity to open space as a factor of property value. Results do indicate an increase in value. For example homes in the neighborhood of Cox Arboretum in Dayton, Ohio were 5% higher in selling price than their more distant counterparts and in the area of Whetstone Park in Columbus, Ohio 7.35% of the selling price was estimated to be based on the proximity to the park and river. Distance from the resource is a factor and in Philadelphia's Pennypack Park, a 1,300 acre open space, 33% of the land value was related to the 40 foot distance from the park, while 9% of the value equated with parcels 1,000

6. The Olmsted Parkway



31. Proposed Multi-Use Ways along the Parkway, on a drawn over USGS base. (Landscapes, 1993)

feet away and 4.2% equated with lands 2,500 feet away. Within this distance context, the effect of the parkways on property values would likely be relatively constant over their length given considerations of parkway conditions and equivalent residential or commercial structures. It is also possible that as parkways approach parks property values would experience some increase, based on the amenity value of the park and its condition.

At a larger scale, the impact of park improvements on the overall economy is also noted in the anticipated gains in property values and taxation rates in the State of California where a \$100 million dollar annual return into local economies was anticipated from a \$330 million dollar park bond act. These returns were expected to come from both property value increases and stimulate business and over a relatively short period would more than equal the amount expended on park work.

The Louisville Olmsted Parkway not only provide an attractive setting for abutting owners but the value of these open spaces, with broad lawns, trees and pedestrian/jogging ways for active recreation use close at hand, is an enhanced quality of life. This value transfers, potentially, into a higher real estate value for nearby property owners.

## Inventory and Analysis Summary

The following areas of concern were inventoried and analyzed by the Andropogon Associates master planning team in the fall of 1992:

### Natural Resources

- Even-aged canopy trees are in decline—approximately 1,000 trees are in need of remedial care and replacement
- Lacks equipment to perform deferred maintenance.
- Lacks tree care program.

### Infrastructure and User Conflicts

- No formal review process for the various parties involved in construction along the Parkways that addresses protection of existing trees as well as compatibility with the historic character of the Parkways (see “The Multijurisdictional Overlap on the Louisville Olmsted Parkways”).
- Paths introduced by Public Works are inconsistent; curbs installed by Public Works ostensibly to “protect” mature trees are likely to cause more damage to mature trees.
- Incorporation of bicycle path system and pedestrian paths is inconsistent.
- Private property owners have built asphalt bridges across gutters and, in general, are not aware of the historic character of the Parkways that should be preserved.
- No formal review process for the various parties involved in construction along the Parkways—present process is ad hoc.

### Historic Resources

- Entire system was not carried out and continuity is lacking; breaks in continuity also occur along established portions due to variances, development and commercial property encroachments.
- Historic materials and furnishings being replaced by contemporary ones without thought for compatibility or system-wide standards.
- Trees are mature, in decline, or newly planted; planning for tree replacements is inconsistent and care for mature trees is inadequate.

## Parkways Survey

From the interviews and public forums held in 1991 and 1992, by Susan Rademacher, Executive Director of the Louisville Olmsted Parks Conservancy, and The Halvorson Company, the following issues were identified and ranked by participants—representing both users and non-users.

### Major Features of the Park as the Public Sees Them

The parkways are the linking feature of the Olmsted park system. Without them, Louisville would not have a system, nor would the city have grown as it did and developed into the nearby neighborhoods that benefit directly from the parkways.

Bicyclists and others advocate fulfilling the parkways’ potential to serve as safe recreational corridors. Currently, only portions of the system have designated bikeways; and there are many sections which don’t even provide a sidewalk. The public wants to enjoy a continuous parkway system of interconnected bikeways and walkways. Heavy trucks detract from the pleasure and safety of using the parkways.

Some people don’t know that the parkways actually lead to parks. Distinct signage is needed to celebrate the Olmsted system and value the parkways as a special part. Each parkway has its own route and purpose. This concept could be used in a public awareness campaign to create a strong identity for the parkways. Citizens are especially concerned about abuses by residents who may not be aware of their rights and responsibilities as parkway abutters. Illegal parking and garden encroachments have reduced the quality of these linear parks. Parking in the public right-of-way hinders visibility for neighbors who may be exiting access roads or driveways. Parking off pavement kills the grass and damages tree roots. Many tree trunks bear signs of damage by lawn mowers and weed whips.

Majestic tree canopies provide a parklike experience. However, there are numerous gaps, individual and lengthy, in the rows of trees awaiting replacement. The public is disturbed that the trees are not immediately replaced, and that some stumps have remained for years.

Citizen groups can make a visible difference, such as the Deerpark Neighborhood’s “Brightsite” effort at Eastern Parkway and Bardstown Road, where a vacant building was effectively and attractively screened pending development. The Beechmont Neighborhood Organization, which has: (1) conducted a complex participatory planning process in conjunction with the Department of Public Works. (2) donated large, high-quality trees to Southern Parkway; (3) monitored and cared for the trees.

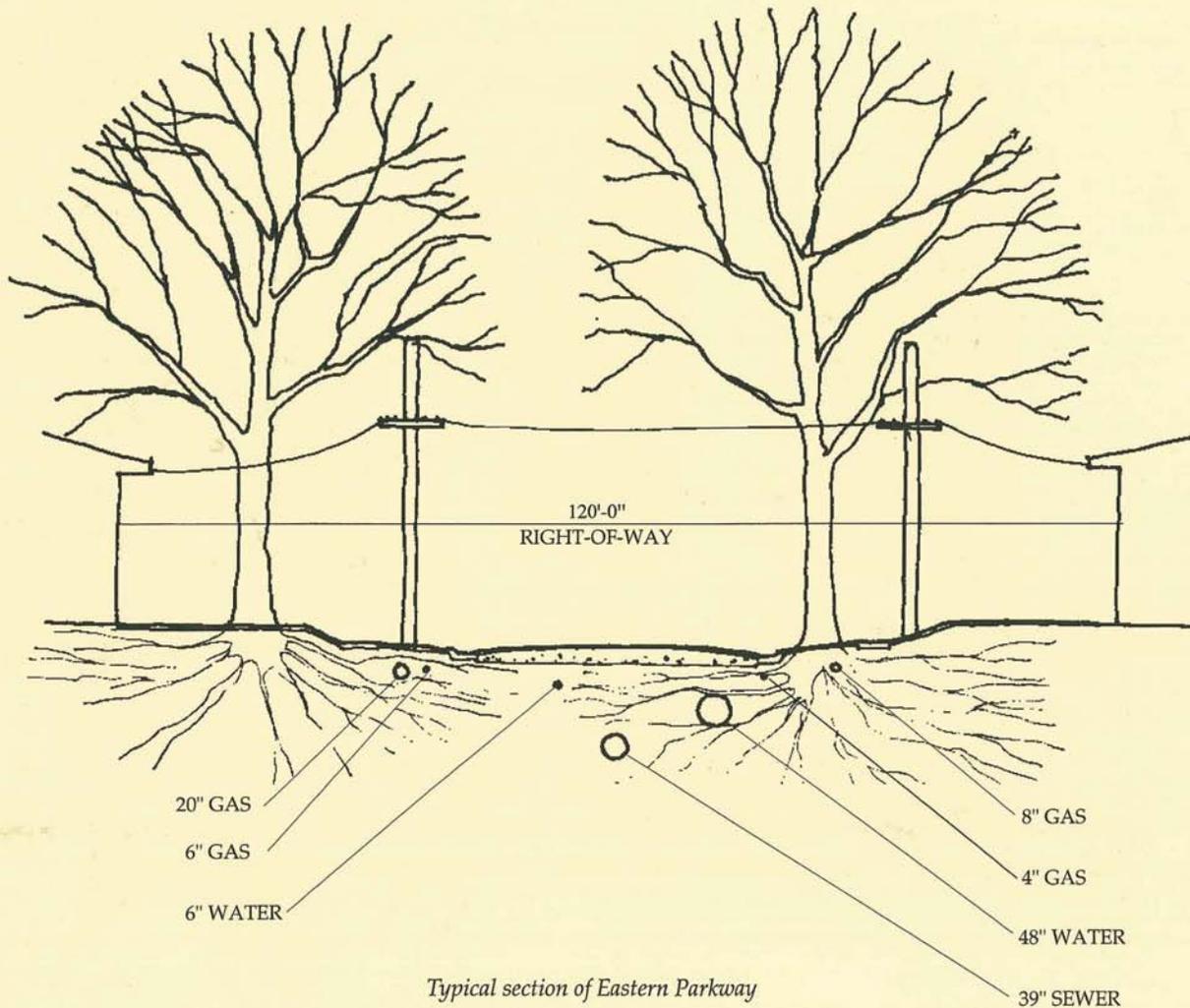
The parkways are currently regarded as poorly maintained by Metro Parks and the State Department of Highways. The public wants to see more interest on the part of public agencies in the maintenance and beautification of the parkways. The public favors an ongoing program of preventive maintenance, soil restoration and tree replacement as individuals are lost, rather than a wholesale removal and replanting effort.

### Projects Suggested by the Public

- Develop interconnections among the parkways.
- Maintain integrity.
- Restore trees and add botanical labels.
- Develop nursery operation to provide parkway trees; plant large trees, not saplings.
- Trim trees and take deadwood away.
- Connect parkways for bicycles, with separate bicycle trails and racks.
- Add sidewalks where they are missing.
- Improve maintenance of interstate highway interchanges.
- Collect and remove fall leaves.
- Install “no parking” signs so that restrictions can be enforced.
- Add flowers.

### Programs Suggested by the Public

- Reclaim commercial encroachments, both visual and physical, i.e., the industry and junkyard along Algonquin Parkway.
- Establish a local preservation district consisting of all Olmsted parks and parkways.
- De-emphasize use of the parkways as arterials for heavy vehicles, to restore residential character and increase safety for recreation.
- Name a “Parkways Coordinator” at Metro Parks.
- Begin an ongoing program of public education targeted to abutters.
- Offer hayrides or trolley tours on weekends.



## The Multijurisdictional Overlap on the Louisville Olmsted Parkway

Prepared by Andropogon Associates, Philadelphia PA

### Jurisdictions

**Metro Parks**—Maintains trees, cuts grass, snowplows; reviews proposed developments, driveways, and other alterations as requested by Planning and Zoning on ad hoc basis; fallen limbs are picked up by Sanitation Department, City of Louisville

**Department of Public Works**—Maintains paving and common sidewalks; pays for street lighting; for utility work, they permit and dictate traffic control measures and replacement work standards; permits for driveways; no formal process exists for review of planned work.

**Metropolitan Sewer District**—Maintains sanitary and combined sewers; cleans catch basins; MSD coordinates with Public Works regarding traffic, sidewalk, and trenching issues; no formal process of review exists for planned work.

**Kentucky Department of Transportation**—Maintains paving along state routes on the parkways; there is no money in KYDOT maintenance to maintain curb and gutter.

**Planning & Zoning**—Reviews proposed developments only when zoning changes involved, driveways, and other alterations along the Parkways; follow-up on projects is difficult because of limited field staff.

**Louisville Landmarks Commission**—Reviews proposed developments in Preservation Districts along the Parkways (a portion of Eastern Parkway is a local preservation district, requiring Landmarks approval).

**The Kentucky Heritage Council, The State Historic Preservation Office**—Limited protection against adverse action by federal agencies and eligibility for federal tax benefits from depreciable historic structures as specified in the Economic Recovery Act of 1981; performs 106 reviews.

**Louisville Gas & Electric**—Maintains gas and electric lines under sidewalks and overhead electric lines; installs and maintains street lighting; no formal review process of planned work.

**Louisville Water Company**—Maintains water lines under Parkways; no formal review process of planned work.

**Private Property Owners**—Cut grass within right-of-way when this comprises their front yards; install (without review) asphalt bridges over gutter to prevent car fenders from scraping the driveway at gutters; maintains their utility service after connection point to the main service line; sidewalks in front of residences are responsibility of property owners.

Ownership of most of the ROW has been abdicated to Public Use; some private ROW was acquired by the Park Commissioners in the early 1900s; other strips are owned by the State Highway Department.

## The Parkways—Key Issues

Prepared by PDR Engineers, Louisville KY

### Development Policies

The Olmsted Parkways are listed as a historic district on the National Register of Historic Places. The level of development review that occurs along the parkways is not in keeping with their historical significance.

There are no formal, written policies for development along the parkways. When development issues arise that involve zoning changes, Planning and Zoning sends the plans to the Parks Department for review and comment. Planning and Zoning tries to be sensitive to the Parks Department concerns; however, they are not legally obligated to follow the recommendations of the Parks Department.

Planning and Zoning is currently developing an update to their Parkway Policies. These policies pertain to all designated Parkways in the city except for the Olmsted Parkways.

### Parkways Utilities

There is currently no overseeing body for routine infrastructure work along the parkways that will coordinate between various city agencies and see that work is in accordance with the overall vision of the Parkways.

There are currently no formal policies for lighting and signage along the Parkways. Lighting is generally "worked out" between LG & E and the Public Works Department. They are willing to listen to suggestions. Traffic and route number signs, are dictated to a degree by the State on the roads that are State maintained.

There are no formal policies for utility excavations along the parkways, or for tree trimming at overhead utility lines. When utilities are to dig close to the root system of large trees, they will contact the Parks Department for advice. Utilities will trim branches that extend over overhead power lines to minimize the possibility that branches will fall on power lines. They sometimes contact the Parks Department for advice but not consistently.

Roadside curbs and gutters interfere with the root system of large trees. Tree roots sometimes heave the curb and gutter section preventing proper drainage in the gutter. Tree roots also tend to grow around sections of the gutter which may damage the tree. When new curb and gutter sections are installed trenching adjacent to the road (and to the trees) may cut structural roots of the trees. This has occurred at some locations along Southern Parkway. Although in other locations the curb installation has been stopped leaving a gap at a major tree. In this way some root damage has been avoided.

In addition, grades adjacent to the curb and gutter make it difficult for homeowners to enter their driveway without "bottoming out" their car on the road. Some homeowners have placed asphalt transitions in the gutter to ease access; however, the transitions have blocked the free flow of water in the gutter.

For Olmsted Parkways it is necessary to understand the current role of the various agencies on the parkways. Through discussions with the Public Works Department, Metro Parks, Planning and Zoning, Landmarks, and the individual utilities, the following agency jurisdictions were determined to exist:

### Metro Parks

- Maintains trees along parkways, fallen limbs are picked up by Sanitation.
- Cuts grass except in front of private residences. Along Southern Parkway. They cut between the bridal path and the road.
- Snowplows 1/3 of the City. Public Works, Sanitation, and the Parks Department split the City geographically into thirds for snowplowing. Parks' portion has nothing to do with park locations. The Parks Department is responsible for plowing in the parks; however it is a low priority.
- Reviews proposed developments, driveways and other alterations when requested by Planning and Zoning. They do serve on an ad hoc basis, i.e., review plans and provide feedback.

### Department of Public Works

- Except for parkways that are State maintained, Public Works maintains paving from face of curb to face of curb. The curb itself is in a gray area where no one knows the responsible agency.
- Sidewalks in front of private residences are the responsibility of the property owner. Sidewalks in common areas are the responsibility of Public Works. It is our understanding after talking with Public Works, that the Parks Department requested that Public Works maintain the sidewalks. Public Works has received no direction on how to maintain the sidewalks, therefore they are trying to maintain sidewalks with "like construction." This may explain the asphalt sidewalk installation in the median of Eastern Parkway.
- Traffic control measures dictate—sidewalk replacement standards, and require standard trench details (not specifically related to Parkways' issues).

### Metropolitan Sewer District (MSD)

- Maintains sanitary and combined sewers under the parkways.
- Cleans catch basins of debris.
- Most of MSD's work along the parkways involves maintenance, and not the installation of new lines. There is no formal review of their planned work (specifically related to the parkways' issues).
- MSD coordinates with Public Works regarding traffic, sidewalk, and trenching issues at utility excavations. Public Works pays for street lighting, LG&E installs and maintains the lights.
- There is no formal review of what Public Works proposes.
- For utility work along the Parkways, Public Works permits and dictates all work.

### Kentucky Department of Transportation (KYDOT)

- State maintained routes on the parkways:
  - Algonquin from I-264 at 40th Street to Winkler Avenue.
  - Cherokee from Willow Avenue to Grinstead Drive.
  - Eastern from 3rd Street to Willow Avenue, including ramp from Floyd Street to the south side of Eastern Parkway.
  - Northwestern from 38th Street to 33rd Street.
  - Southern from Kenwood Way to 3rd Street.
  - Willow Avenue from Eastern Parkway to Cherokee Parkway.
- Maintains pavement from curb to curb. Again the curb and gutter maintenance is a gray area. There is no money in the KYDOT maintenance fund to maintain curb and gutter.

### Planning and Zoning

- Reviews proposed developments, driveways, and other developments along the Parkways that involve a change in zoning. There is no specific zoning for parkways, much of the parkways are zoned residential.
- The typical review process is:
  1. Developer applies for a building permit from the City Inspections, Permits, and Licenses Department (IP&L).
  2. If no change in zoning is required, Planning and Zoning does not get involved. IP&L will review entrances and exits and parking (i.e., traffic issues), setbacks, etc. An approval stamp is required from IP&L's Landscape Architect stating that the development complies with the City 1987 Landscape Ordinance.
  4. If the development is in a Preservation District, approval is required from Landmarks.
  5. If the development requires a zoning change, then Planning and Zoning gets involved. IP&L will remain involved and their approvals are still required.

## 6. The Olmsted Parkway

6. If the development involves the parkways, Planning and Zoning notifies the Parks Department and seeks their input (remember P&Z is not legally obligated to address Parks' concerns).
  7. Planning & Zoning does not directly notify Landmarks; however, they are on P&Z's mailing list and receive a copy of all zoning dockets. Landmarks then gets involved in cases that are of interest to them.
  8. Planning and Zoning sometimes conducts public hearings on development issues.
- Follow-up on projects is a problem. According to P&Z, 99% of their follow-up is in response to complaints from the public when they (the public) feel that P&Z conditions for development have not been followed by the Developer. The Landscape Architect tries to review projects; however there is a problem with lag time.

### Landmarks

- Reviews proposed developments, driveways, and other developments in Preservation Districts along the Parkway. A portion of Eastern Parkway is a local preservation district; Landmarks approval is required for development in this area. Landmarks provides input to Planning and Zoning on development issues, and mitigation measures in zoning cases.

### Louisville, Gas, & Electric (LG&E)

- Maintains gas and electric lines under pavement and overhead electric lines.
- Installs and maintains street lighting.
- No formal review of construction procedures. There is contact with the Chief Forester, at Metro Parks when tree issues are involved; however, there is no formal process followed.
- LG&E coordinates with Public Works regarding traffic, sidewalk, and trenching issues at utility excavations.
- There is no specific review of parkway issues (other than mentioned above) regarding utility work.

### Louisville Water Company (LWC)

- Maintains water lines under pavement.
- No formal review of construction procedures. There is contact with the Chief Forester at Metro Parks when tree issues are involved; however, there is no formal process followed.
- LWC coordinates with Public Works regarding traffic, sidewalk, and trenching issues at utility excavations.
- There is no specific review of parkway issues (other than mentioned above) regarding utility work.

### Private Property Owners

- Cut grass within right-of-way when this comprises their front yards.
- Install (without review) asphalt bridges within curb and gutter to prevent car fenders from scraping the pavement.
- Maintain their own utility service after connection point to the main service line.

### Who owns the Rights-of-Way?

- According to Brian Bobo (City Engineer) the ownership of most of the ROW have been abdicated to Public Use. Some strips are owned by the State Highway Department.
- Brian also stated that early in the century some private ROW were acquired by the Park Commissioners. He does not know if the ownership was then turned to Public Use.
- It sounds like it would take some research to determine ownerships for a specific section of ROW.

## Historic Landscape Analysis

Prepared by Landscapes, Westport CT

### Introduction

The parkways of Louisville were conceptualized as a system to link the three major parks, Shawnee to the west at the river, Cherokee inland to the east and Iroquois to the south at the city edge. In his 1887 speech Andrew Cowan proposed a system of parks and parkways for Louisville, based in part on his knowledge of other such systems in American cities. The Olmsted firm also recommended a system in 1891 and local leaders agreed in concept, but the complications were many and funding short. Rights-of-way had to be obtained that ran through open and built-up lands. Local leadership, rivalries, private owner objections, lack of funding and other problems shifted routes and caused delays. Rising land values and prior development in rights-of-way added to the complication of the task. The securing, construction and planting of the parkways was led by the Park Commission. The historic record of parkway development was an incremental process of securing right-of-way areas, initial development in segments and later refinements or changes over a period from the 1888 to the 1930s. Only partial oversight from the Olmsted firm was directed to these parkways, although sections that did involve design can serve as models for other areas.

Over the period from 1888 to the 1930s, more than 50 years, a substantial portion of a parkway system was developed. The actual routes were redirected over time and some important connections were never made. More recent changes have also been carried out under the aegis of the various municipal and state departments working within the parkways.

In the following brief historical summary an attempt is made to understand this complex history as a basis for the discussions of historic character, as-built conditions and existing conditions. To address their varied developments, the parkways are divided into three groups, Southern, Eastern and Western Parkways. The existing network functions primarily as three more or less continuous segments rather than an integrated system.

### Parkway History

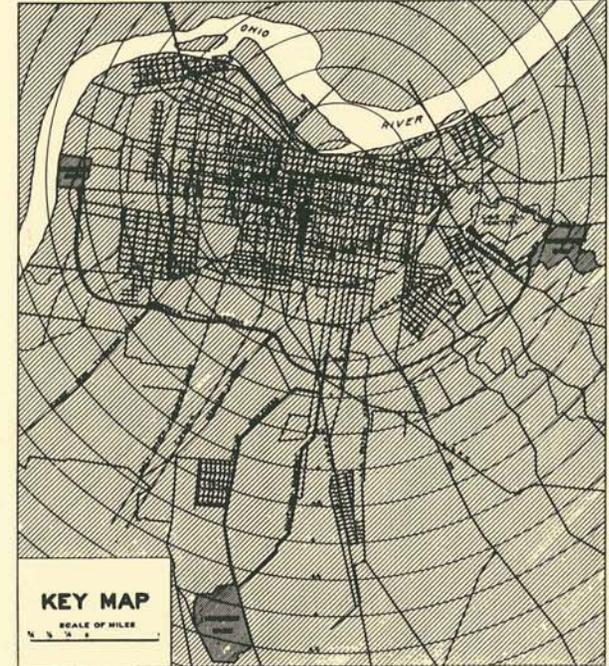
This history summary is drawn from the research work and descriptive text developed by Charles Beveridge and Arleyn Levee for the Conservancy. It is summarized here because the evolution of the parkways was incremental and confusing. The overall parkway system concept is portrayed on a Key Map [1] from the 1897 Iroquois Park General Plan. The map, with parkway routes and parks enhanced in bold lines, shows the three intended segments of the system: (1) Southern Park-

way (formerly Grand Boulevard) extending from Iroquois Park northward on its actual alignment; (2) Western Parkway sweeping to the southwest corner of Shawnee Park from the intersection with Southern and Eastern; and, from the same intersection, (3) Eastern Parkway curving to the southeast corner of Cherokee Park. In addition, Broadway was intended to function as a link from the city center east and west to Shawnee and Cherokee Parks. This use of Broadway paralleled the use of Delaware Avenue in the Buffalo parkway system, developed in the 1870s. Delaware Avenue was a predominantly residential street lined with some grand homes near downtown. The tree-lined verges and sidewalks were organized within a narrow right-of-way but building setbacks gave some sense of openness and green. Broadway was to function in this manner. All of the parkways were intended for pleasure traffic, not commercial uses, with service drives used for necessary deliveries and residence access, with many homes also accessible through rear alleys.

Frederick Law Olmsted Sr. and Calvert Vaux first developed a parkway concept in their work in Brooklyn in the 1860s. Later Olmsted & Vaux and the Olmsted firm planned for parkway systems in other American cities in connection with the development of parks. Olmsted's ideal width for a parkway was a 200 foot right-of-way. This width allowed for the accommodation of: (1) three drives, a central drive for passing pleasure travel and two smaller side drives for property access; (2) two green medians between these drives containing two or more tree rows each, grass verges, and pedestrian, bicycle and/or bridle paths; (3) a pair of grass verges on each side with additional trees and additional sidewalks nearer the residences. This ideal was achieved only in part in Louisville as the right-of-way widths were from 120 feet for Eastern Parkway and the Western group to 150 feet for Southern Parkway allowing for fewer of the intended elements. The Olmsted firm involvement in the development of Louisville's parkway system varied with each segment and time period, as detailed in the following discussion. A section on each parkway is followed by a chronological listing of events. The chronology information is drawn from "Louisville's Olmsted Park Legacy: Selective Chronology for Cherokee, Iroquois and Shawnee Parks and The Parkways," compiled by Arleyn A. Levee and copies of a selection of Park Board records used in her research.

### Southern Parkway

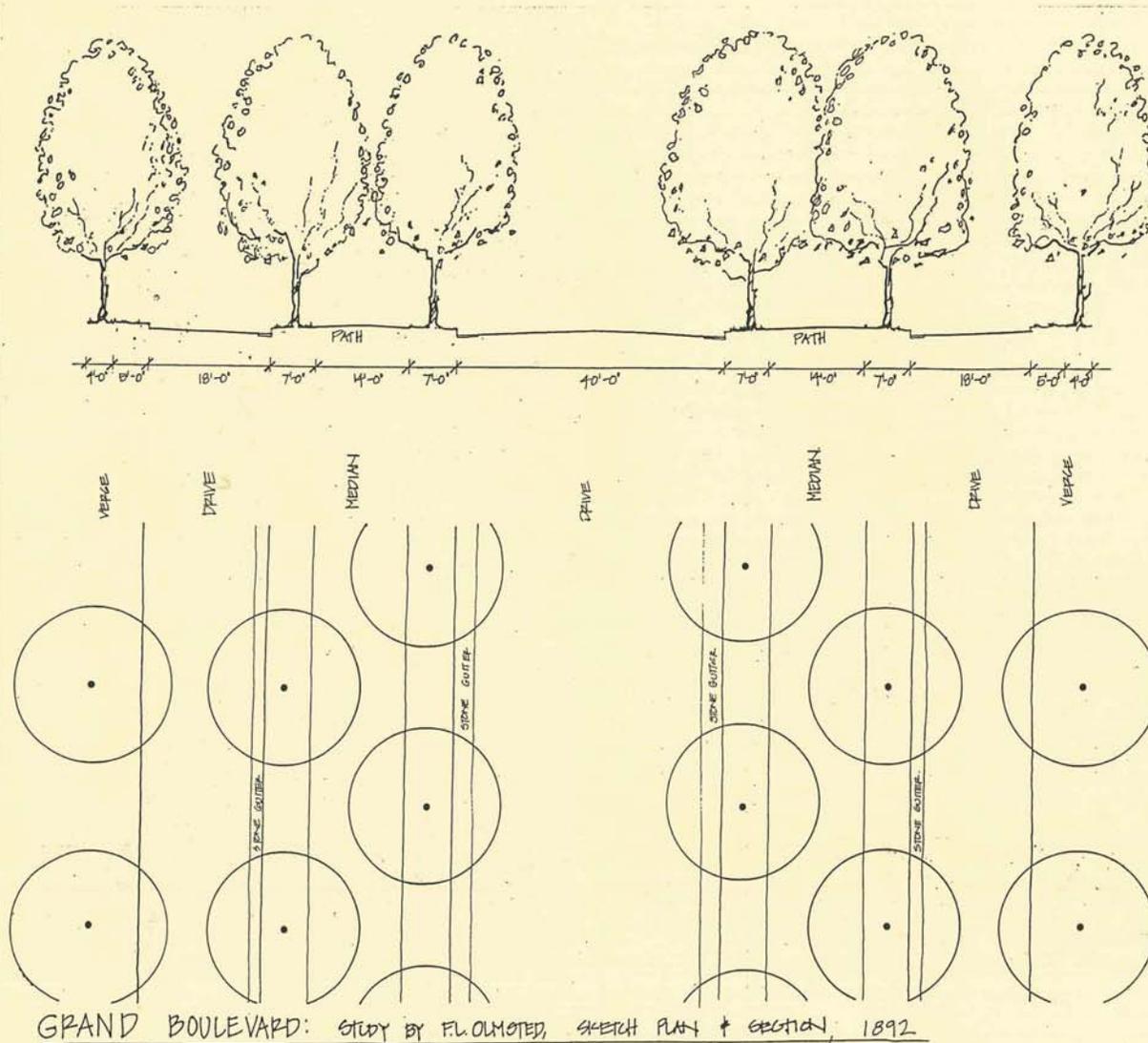
The concept of a broad avenue leading to a park began with Mayor Charles Jacob in 1888 when Jacob Park, later Iroquois Park, was purchased and a route leading to it secured. The Mayor negotiated the purchase or donation of a 150 foot right-of-way from Third Street at Shipp Street to the park. Jacob's legal boundaries were unclear in some areas and later ownership conflicts arose. It was initially called Grand Boulevard and an early postcard view shows part of this broad, straight route with people promenading, and horses and cars on the drive surface [2]. Essentially a north-south route starting at Third Street, it bends westward for three segments to intersect the northeast corner of Iroquois Park. The route is shown clearly, in the context of the city and the three parks, on the Key Map.



1. (Top) Key Map, General Plan, Iroquois Park, F. L. & J. C. Olmsted, 1897. (FLOHNS)

2. (Bottom) Grand Boulevard early postcard view showing people promenading, and horses and cars on the drive surface, c. early 20th century. (University of Louisville, Photographic Archives)

6. The Olmsted Parkway

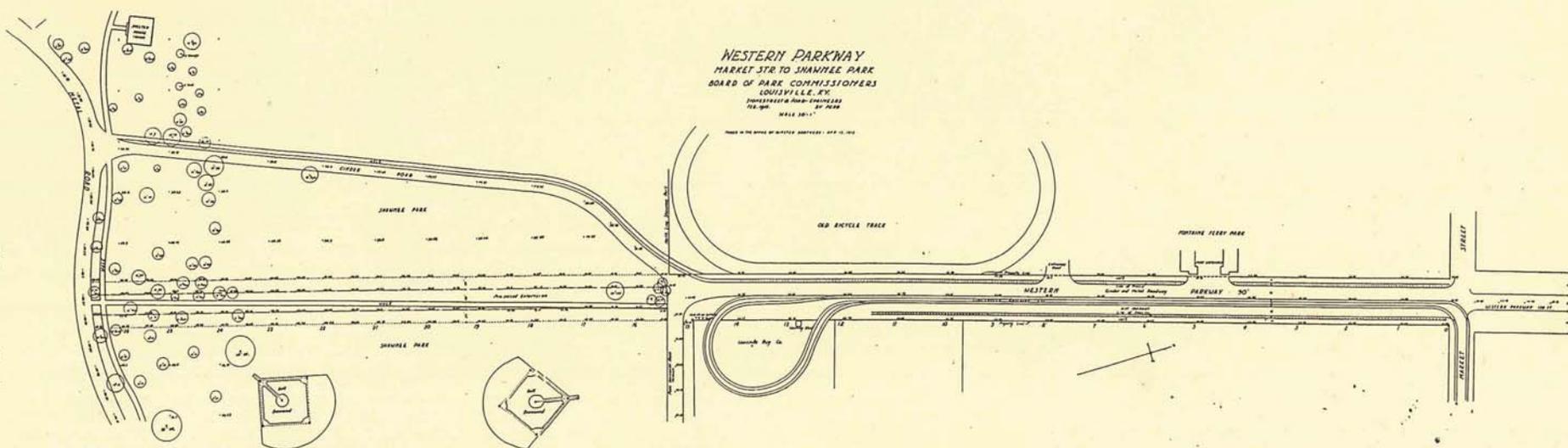
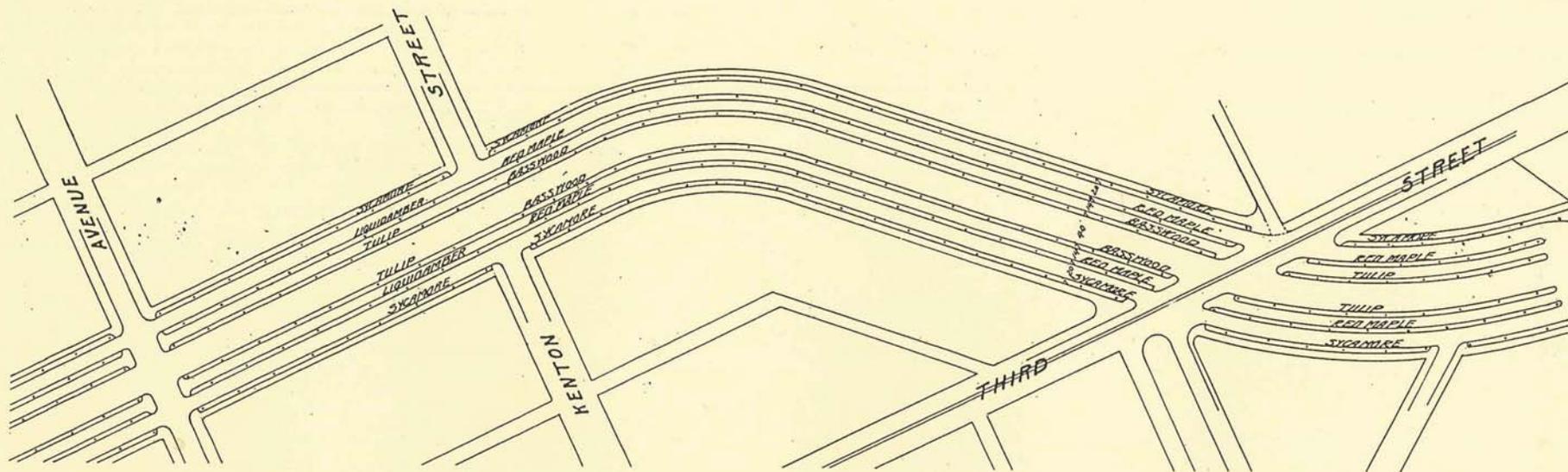


3. Study for a Plan and Cross Section of Grand Boulevard, June 26, 1892, F.L. Olmsted, redrawn from poor quality original. (Landscapes, 1992)

Frederick Law Olmsted proposed the organization of this 150 foot right-of-way as: (1) a 40-foot central drive for pleasure traffic, (2) a 28-foot median to each side, each containing a 14-foot central path with a row of trees on each side for four tree rows overall, (3) a 20-foot service drive beside each median on each side for residential access, (4) a 7-foot planting strip outside the service drives with another tree row; (5) beyond the 150-foot area, on private property, a sidewalk for residential access was intended. This section was modified slightly in the "Study for a Plan and Cross Section of Grand Boulevard, June 26, 1892" [3] which was redrawn from a poor quality original). This drawing portrays the residential roadways as 18-feet wide and the outside planting verges as 9-feet wide with the other elements remaining the same. The plan shows the intent to offset the four inner tree rows while the two outer rows match the adjacent tree spacing. The center drive is crowned with stone gutters at each edge, while the two service drives cross drain away from the abutting private property to a stone gutter at each median. Each drive edge is shown as a vertical line, indicating the use of some built edge, although a specific curb is not shown. While this detailed section was not fully constructed it portrays the historic design intent for the 150-foot parkway.

Warren Manning, superintendent of plantings for the Olmsted office during this period, recommended the parkway plantings with the broadest trees in the center, where more room was available, with the outer two rows to be medium size trees. Beveridge writes in "The Design Concept of Louisville's Olmsted Parks: A Report," that Manning described the parkway as "a purely formal and symmetrical affair and this formality should be carried out in the arrangement and selection of trees." The continuity of the effect was to be secured by using a single tree species for each row, altering the tree type in each row only at six points where the parkway curved. Manning recommended Sycamore trees to be continuously planted on both sides along the outer row. The center pair of tree rows was specified in six segments as: Tulip tree, Basswood, Tulip tree, Pin oak, American elm and Silver maple; and the middle row of each side was to be Red maple, Red maple, Sweet gum, Red elm, Kentucky coffee tree and Red maple for a segment of this plan [4] shows two sections of tree selections. Manning also recommended that the parkway trees be well formed with strong central leaders and symmetrical shapes. He actually suggested that a nursery be developed to grow properly formed parkway trees to meet the city's needs.

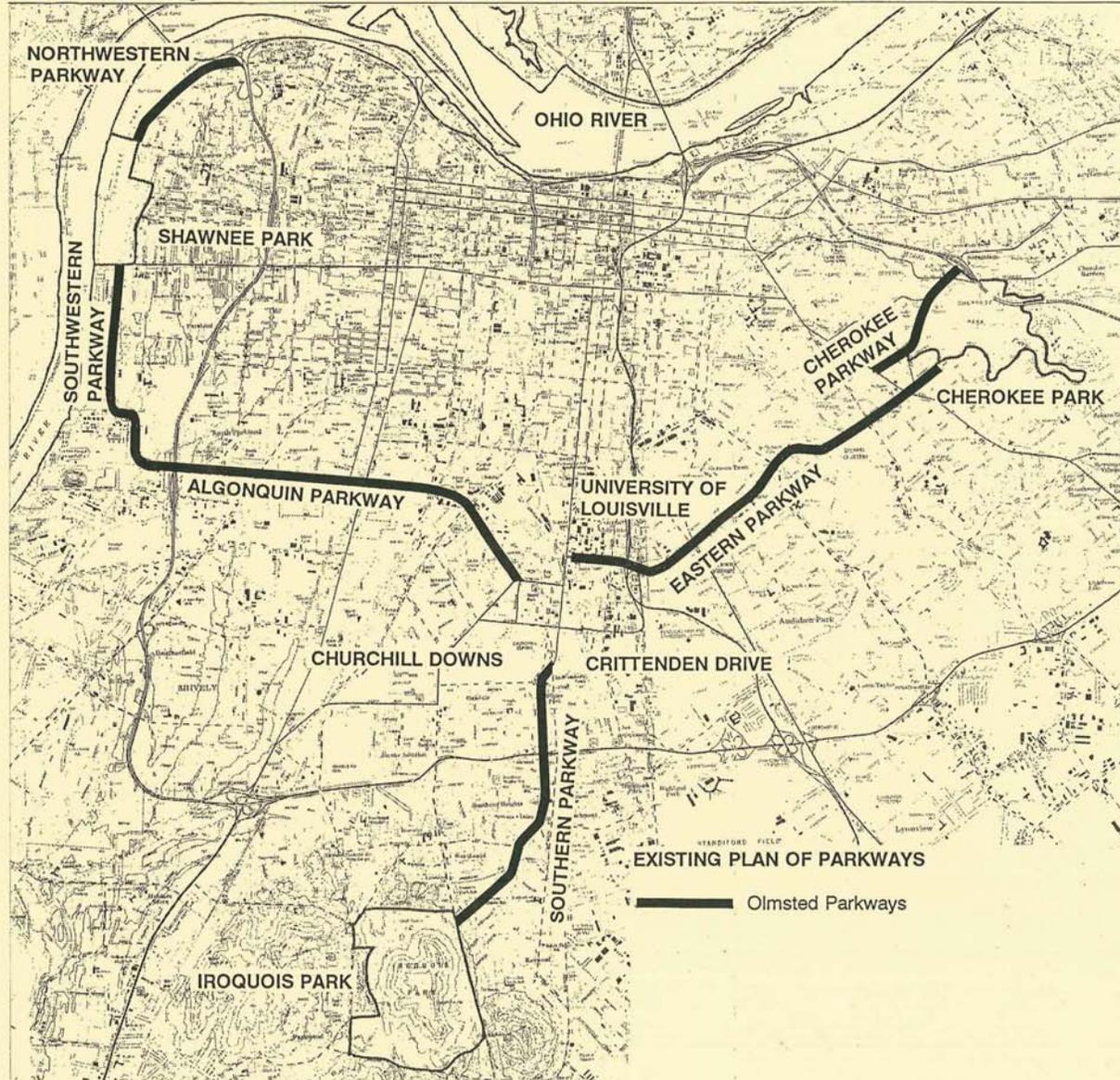
The Olmsted firm also worked on the articulation of this parkway at two intersections that included adjacent public spaces. These two nodes were the subject of designs—the Ruff Memorial Fountain, later Wayside Park at the junction of Third Street and the House of Refuge public park areas, later Triangle Park and the University of Louisville. Plans for these two areas are in the Olmsted archives. The Ruff Memorial/Wayside Park Planting Plan portrays a fountain and large semi-circular seat with bicycle racks on the outside which was designed as a Wheelman's memorial. Plants include oak, birch, poplar, sweet gum, hawthorn and crab trees, with large shrub masses and euonymous ground cover areas.



4. (Top) Portion of plan for Southern Parkway showing layout and tree selection. Olmsted firm, April 22, 1895. (FLOHNS)

5. (Bottom) Western Parkway, Market Street to Shawnee Park, showing proposed reorganization of parkway and park entrance. Olmsted firm, 1915. (FLOHNS)

6. The Olmsted Parkways



6. Existing Plan of Parkways, on a drawn over USGS base. (Landscapes, 1992)

While initial development of Southern Parkway (Grand Boulevard) took place from 1891 to 1900, several additional periods of change in the 1910s and the 1930s are documented in Park Board records. These records indicate that while the central drive and tree rows were put in place, use and condition of the service drives shifted over time. The following chronology outlines the Southern Parkway development and use from 1891 to 1940.

*Southern Parkway Chronology*

- 1891-2 Grand Blvd graded, 3 rows of trees, 1,123 in all, planted and water pipe laid under road bed. By 1893 center roadway is noted as 40' wide; Third Street end is still impassable.
- 1894 Bicycle races were held on the parkway from Third Street to Iroquois Park.
- 1895 Southern Parkway heavily used for bicycle races.
- 1896 Report notes grading needed to plant 4 rows of trees, central road of gravel with cobble gutters, dirt road graded to north side for use of horsemen. Olmsted & Eliot working on plan to provide 14' wide path for bicyclists, grading reviewed, turf strip between central road and speedway widened, reducing latter to save on expensive maintenance.
- 1897 Some areas of ground prepared for planting; insufficient funds to do it all properly; Southern Parkway noted as the "most used and most generally appreciated feature of park system." E6, Vol. V-5/24/97, Ruff Memorial planned.
- 1898 Cinder path constructed along length of parkway for bicycles but is too spongy; cyclists use roadway instead, 1500LF sewer pipe laid on north side with gutter and catch basins. Tulip trees died, parkway well used after sunset, lighting is needed. Noted as popular drive and bicycling place, planting mostly complete but trees too deep need to be lifted.
- 1899 Resurfacing with gravel. J.C. Olmsted praises condition of parkway concourse at end of parkway graveled.
- 1900 Sycamores look best, elms look scraggly, tulip trees poor. Road in good condition.
- 1908 Central drive macadamized; side roads still in soft earth; trees to be replanted in gaps; sidewalks to be built by landowners; planting strips regraded. Need to establish driveway crossings over planting strips where appropriate.
- 1910 Money spent on roads and walks.
- 1912 Lamppost color changed from blue-green to brown.
- 1913 Southern Parkway area noted as 50.5 acres.
- 1915 Central drive used for pleasure vehicles, west drive kept in soft earth for speedway; east drive not constructed, sidewalks not constructed, gaps are evident in the lines of trees. Good residences erected along the parkway by this time.
- 1917 Report indicates that parkway is 2.7 miles long. Wayside Park, an area of 1.6 acres, is constructed along the speedway at Oakdale.

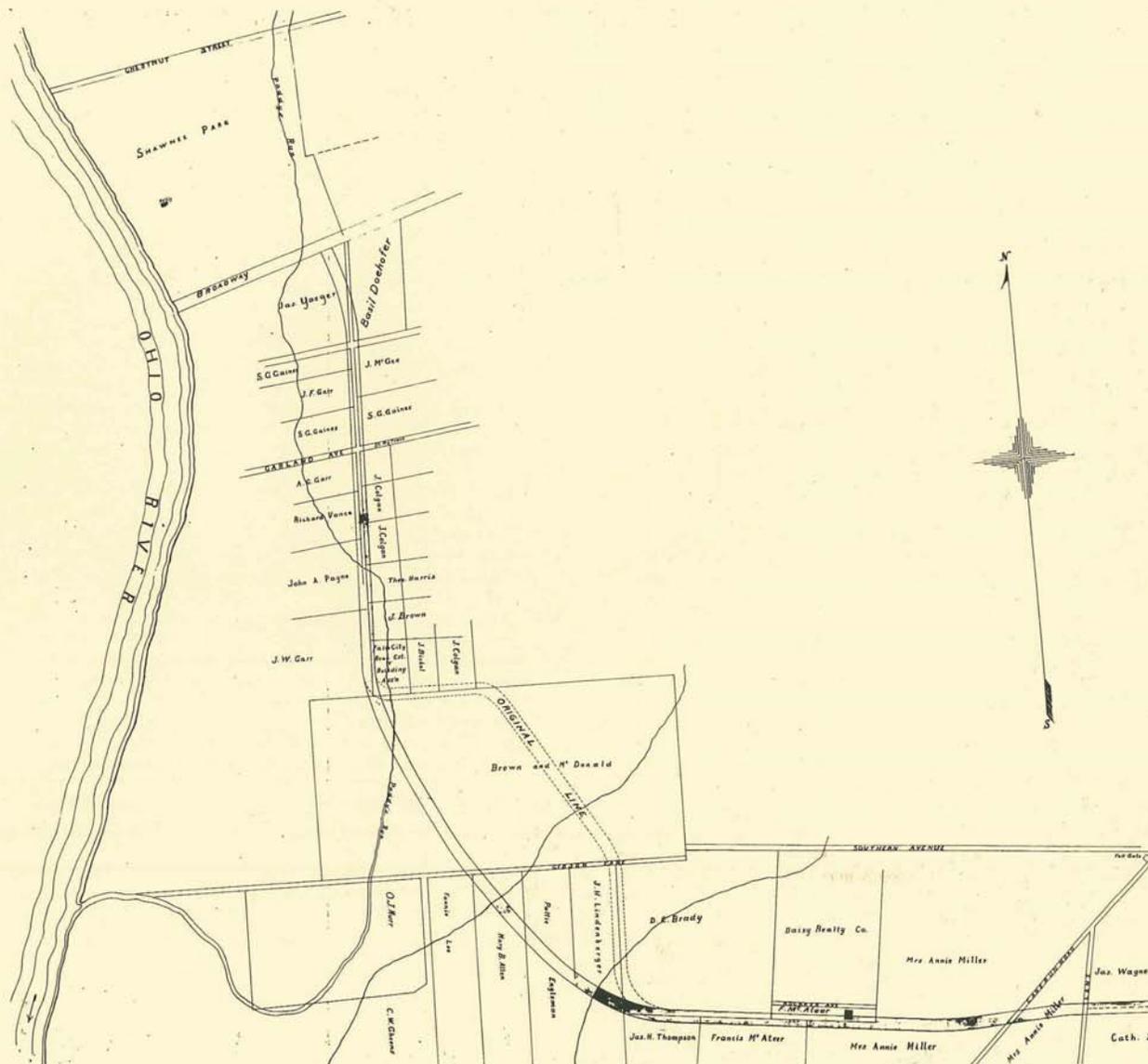
- 1925 2.7 miles of bridle paths are noted.
- 1928 Residents along parkway complain about the dust raised by the large number of equestrians suggesting that this nuisance be alleviated by the oiling of the path.
- 1932 Zoning Commission Report recommends construction of macadamized roads along each side of parkway in areas now unimproved or used as bridle paths. Bridle paths to be 12' wide area in median between central and side roads. Present situation of driveways crossing over to center is dangerous and unsightly. Inner row of trees cannot be planted as driveways need to be widened.
- 1934 Dawson recommends FERA project to build service roads originally intended, with bridle path on one side and walk on other in grass plots. Also replanting of trees and enriching of soil where needed.
- 1935 FERA project monies used to correct bad curve at Ashland Avenue.
- 1937 Bridle path oiled.
- 1938 Bridle path oiled, catch basins and associated subsurface drainage constructed to eliminate flooding, walks cindered, trees removed or trimmed.
- 1939 Plans made to resurface drive within next year.
- 1940 Resurfacing of drive carried out. Bridle path oiled.

### Western Parkways

This parkway, originally intended as a sweeping arc was developed instead in segments starting from north of Shawnee Park. Northwestern, Western, Southwestern and Algonquin were developed over an extended period. This sequence ends at Winkler Avenue failing to connect with Eastern or Southern Parkways. The current organization of the parkways is shown on [6] Existing Plan of Parkways, which includes three Parks and shows Broadway, 3rd Street, Central Avenue, Rodman Street and Churchill Downs.

The design of these Western Parkway segments progressed under the direction of the Park Commission. Detailing was carried out over a period of years by Cecil Fraser, Stonestreet and Ford, and city engineers. Fraser and later Stonestreet & Ford worked with the Olmsted firm on park and private projects as Louisville-based engineers. No job number or plans for the western parkways are in the Olmsted archives today. John Charles Olmsted, reporting on a visit to Louisville in 1908 reviewed Northwestern Parkway (then called Portland Parkway) north of Shawnee Park, stating that:

"The Board never consulted us about it. I think Fraser worked out the lines under General Castleman's direction. It is 125 feet wide, with a macadamized driveway . . . 40 feet wide in the center and level grass plots on each side, each with two rows of trees."



7. Portion of Preliminary Survey of Proposed Parkway showing ownership along parkway route. Olmsted firm, October, 1892. (FLOHNS)

## 6. The Olmsted Parkway

John Olmsted recommended additional plantings of vines and shrub beds, also recommended on portions of Eastern Parkway where banks or more intensive development intruded on the parkway. When lands to the north were added to Shawnee Park the Olmsted firm developed a plan in 1915 that adjusted the meeting of Northwestern or Portland Parkway and the electric railway with park drives and paths to blend these elements more effectively. However, these more appropriate connections were not fully executed. Figure [5] shows the plan entitled "Western Parkway, Market Street to Shawnee Park," that portrays these circulation elements. Note also the details within Shawnee Park of trees, baseball fields, walks and drives and the "Old Bicycle Track" and entrance to Fontaine Ferry Park.

Southwestern Parkway, running from the southeast corner of Shawnee Park southward along Chickasaw Park then eastward to Third Street, was acquired and developed in stages. Figure [7] shows a portion of a survey of the right-of-way, dated October 1892, with the multiple ownerships along the route that were affected by this parkway development. The intended 120-foot right-of-way was secured and graded for 4.5 miles by 1925.

Algonquin Parkway, making up the section from the bend near Gibson Lane and the state fair grounds to Winkler Avenue, was named in 1928. The 120-foot wide cross section allowed for a central drive of 40 feet with 40-foot grass plots and trees to each side. The central drive was initially built about 20 feet in width. The 1934 park report notes that soft maples (likely red maple) and pin oaks were planted along Algonquin Parkway and that the narrow width needed to be widened to accommodate automobile traffic.

The Western Parkways were developed last in the overall system. The timing of this development increased acquisition and construction costs substantially. The central drive of the three parkways was constructed and flanking trees planted in four rows for all or the great majority of the parkway length. As in Southern Parkway the service drives were developed inconsistently and homeowner driveways crossed the tree and grass plots at frequent intervals. The following chronology indicates the process of acquisition, development and later improvements for the Western Parkways, Northwestern, Southwestern and Algonquin.

### Western Parkway Chronology

- 1904 To be graded.
- 1905 Construction of drives and walks, plantings.
- 1907 Significant construction of drives and walks.
- 1908 Portland (Northwestern) Parkway, 40' macadamized drive with grass plots and 2 tree rows in place; raw banks on parkway sides still to be planted.
- 1911 Built area maintained; Park Board plans to construct parkway from Market Street to Shawnee Park.

- 1912 Parkway in place along eastern border of park, adjacent house lots being sold, request Board to allow driveways across grass strips, Olmsted Brothers agrees if all drive uniform and interference with tree avoided.
- 1913 Board votes to take needed land, 120' width 40-foot drive, 40-foot grass plots both sides; plans suspended due to lack of money; right-of-way acquired for Simmons property, \$8,500.
- 1914 \$6,000 owed for right-of-way previously secured; right-of-way secured between Third Street and fairground to west; plans requested for area from Greenwood to Broadway with J.C. Olmsted to visit.
- 1915 \$3,000 owed on Simmons right-of-way; improvement planned between Market Street and Shawnee boundary.
- 1916 Lights ordered from Broadway to Chestnut Streets; \$3,000 owed for right-of-way purchases.
- 1917 Western Parkway to be extended from Broadway beyond Kettig Avenue and to be staked from 4th to Fairgrounds. Railroad track removal requested. Report indicates that Western Parkway is 3.5 miles long but is incomplete ending at Shawnee Park. Potential industrial development is expected in the area and connection to Eastern Parkway is urged. Condemnation proceedings begin.
- 1920 Right-of-way acquired for 1-mile extension at south end from State Fair Grounds eastward toward Third Street. Estimated cost of construction is \$40,000 per mile.
- 1922 Double railroad tracks are allowed over the parkway to connect to an industrial property. The Park Board reserves the right to acquire gates on the tracks after the parkway is opened to public use.
- 1923 Grading and drainage is undertaken of the fourth section of the parkway from Cane Run Road to Broadway at a cost of \$40,000 with an additional \$4,000 needed for trees and grass. This parkway needs to be completed to prevent property from reverting to owners with \$270,000 estimated over a four-year period to surface 4.5 miles and \$20,000 required for 75 light standards.
- 1925 Western Parkway noted as 3.5 miles long and still incomplete, while Southwestern is indicated as 4.5 miles long from Third Street to Shawnee Park entrance.
- 1927 Portions remaining to be constructed with property owners paying half of costs with Park Board to pay totally for intersections.
- 1928 Street car tracks to be installed from Market Street to Shawnee Drive. Southwestern Parkway from Winkler to State Fair Grounds renamed Algonquin Parkway.
- 1929 Algonquin Parkway built as a direct link between Eastern and Western Parkways. 4.21 miles of road constructed for \$21,000 on former farmland with underpass (at railroad?) for safety. Street car line constructed on Western Parkway to Market Street at a cost of about \$25,000.
- 1930 Olmsted firm still working on improved entrance for Shawnee Park coordinated with Western Parkway and Broadway.

- 1934 Dawson recommends FERA project for Algonquin to widen drive for traffic which may require tree moving.
- 1935 Trees planted; sixty pin oaks and one hundred soft maples (red maple) on both sides of road. Surveys made to widen Western Parkway at junction with Algonquin.
- 1936-7 Road cracks on Algonquin repaired. Fifty pin oaks replaced.
- 1938 Trees planted on Algonquin, 127 overall including 12 pin oaks. Portion of Western Parkway resurfaced from Greenwood Avenue to Fish Hatcheries.

### Eastern Parkway and the Related Cherokee Parkway

The initial concept for the Eastern Parkway was another broad, gently curving alignment from Third Street east that would intersect the park at Willow Street by enlarging East Broadway. This route was not possible and alternatives were developed. Planning for this parkway proceeded under the Park Commission, General John B. Castleman, President. The Olmsted firm was consulted on the arrangements and developed designs for selected areas along the parkway with planting plans and detailed area plans documenting this work. Cecil Fraser, engineer, was also involved in the development of Eastern Parkway. The shift to a mid-park parkway entrance, rather than the one at Willow Street, took place around the turn of the century and began to appear on plans at that time.

This shift in location also led to the development of a short parkway segment near Willow Street, from E. Broadway along the north side of Cherokee Park, called Cherokee Parkway. This segment was renamed Finzer Parkway in 1892 but later shifted back to Cherokee Parkway. A circle arrangement with a statue of General Castleman was developed near the park as a part of parkway construction.

Notes from a 1902 visit by John Charles Olmsted indicate that "a parkway 120 feet wide is planned to run along the Barringer [property] and lot owners facing Sherwood Avenue, who will each give half." In the early twentieth century, property subdivisions in the areas to the south and west of Cherokee Park were moving forward and the opportunity for obtaining the parkway lands was timely. This subdivision activity influenced the final parkway route. In addition the Park Commission requested that the electric railway bring lines down Eastern Parkway to provide more ready public access to Cherokee Park.

The Olmsted archives hold plans for portions of Eastern Parkway. A 1907 plan for Castlewood Avenue to Baxter Avenue, shows a 40-foot drive with 40-foot setbacks to each side which included dense plantings of shrubs as well as trees. Figure [8] shows a portion of a plan for Eastern Parkway at the junction of a linear street tree area and an area that was to include shrub massing. The same treatment, a tree row backed by massing of shrubs, is proposed in the "Study for Portion of Castlewood Avenue". However, available early views do not record these dense plantings. Other parkway segments were designed for formal tree rows, four overall.

The initial development of Eastern Parkway began in 1895 while construction was pushed forward vigorously from 1905 through 1912. This 120-foot right-of-way was developed with a 40-foot central drive and flanking double rows of trees in grass plots. The intended service drives were again developed inconsistently. In the 1930s walks are finally constructed along the parkway edges. The timeline for Eastern Parkway is summarized in the following listing.

### *Eastern Parkway Chronology*

- 1895 Tulip poplars are ordered for planting on Finzer/Cherokee Parkway.
- 1896 Circle at Finzer extended to 350' to give outlet to Bardstown or Baxter; park needs another approach.
- 1900 Entrance from Baxter Ave to Circle to be graded and metalled.
- 1904 To be graded; 1905 construction of drives and walks.
- 1906 Working on 40' road bed, grass strips planted with 2 outer rows of sycamore and 2 inner rows of pin oak.
- 1907 Significant construction of drives and walks, paved at 40' to 200' west of Baxter where it ends due to land acquisition difficulties; parts graded but not macadamized or planted; East of Baxter planted 2 rows of trees and sod. Completed from Cherokee Park to Baxter and Castlewood portion. Rough graded in Ferndale area, funds low, no money to condemn land, J.C. Olmsted working on intersection at Castlewood where drives do not align.
- 1908 Planting Norway maples along Cherokee Parkway instead of sycamores, Olmsted firm objects.
- 1909 Condemnation of some land in Ferndale. Planning for planting beds, some houses which project into parkway right-of-way moved back, agreements with land owners ran out in 1907, cooperation voluntary, revised planting study developed by Olmsted Brothers.
- 1910 Roads, walks developed, buildings moved back, Norway maples on Cherokee Parkway removed causing resentment among neighbors.
- 1911 Some planting done
- 1912 Construction being extended from Castlewood west to Shelby Road, to go beyond 3rd Street toward Shawnee Park. Parkway is 120-foot wide with 40-foot planting spaces on each side, two rows of trees to be planted each side, Olmsted Brothers advise use of sweet gums as substitute for sycamores in planting of outer rows. Bids received for Bridge over Beargrass Creek.
- 1913 Louisville Lighting Co. proposal to supply arc lights on the parkway. Olmsted Brothers prefer mazda lights. J.C. Olmsted consults on location for Castleman statue at circle at Broadway and Finzer Avenue. Parkway completed to Castlewood. Castleman statue dedicated. Houses moved back at homeowner expense. Olmsted plans for lighting developed.
- 1914 \$16,000 owed for right-of-way.

- 1915 Money spent on underpass. Eastern Parkway is deemed too narrow to meet necessary transportation needs to bring people to Cherokee Park. Development of the electric railway on a parallel commercial street is recommended.
- 1917 Report indicates that parkway is 3.9 miles long, with a 40' wide drive and 40' grass plots on each side. Cherokee Parkway from Willow Avenue to Daisy Lane is scheduled for electric light installation.
- 1924 48" water main is installed in the north side grass plot with the Park Commission reimbursed for construction damage. Louisville Gas & Electric is to extend a gas main between two lanes of parkway trees.
- 1925 Parkway noted as 3.9 miles long substantially complete with the area south of Valley Road near Castlewood still in need of work. Permission to lay a 60" sewer pipe granted. Some business owners between Baxter and Bardstown refuse to move buildings back. Park Board moves to condemn these properties.
- 1934 Dawson recommends FERA project to build sidewalks on each side of drive with curbs at driveway edge. Curb is stated as cobble edge or limestone blocks, sidewalks as bituminous with peastone finish.
- 1935 Construction of walks between Goss and Preston Streets and in island by Castlewood.
- 1936-7 Section reconstructed from Floyd Street to Cherokee Park with modern curb-gutter, catch basins and parkway lights. Federal assistance monies cover most of cost.
- 1938 100 yards of sod planted. Bituminous walks constructed along south side of parkway.
- 1940 Drive resurfaced from Baxter to Preston. Public bus service initiated on a trial basis.

### *Parkways As-Built Conditions*

The 2.7 miles of Southern Parkway were developed originally from 1891 to 1908 with various additions and reconstructions during the early twentieth century. Work on the 3.9 mile Eastern Parkway began in 1895 and was pressed forward from 1904 to 1912. In the 1930s rebuilding of the central drive with a concrete curb and integrated gutter, and additions of walks and lighting took place under a work relief program. The Western Parkways were the least consistently developed, with segments of construction spanning the years from 1904 to the 1930s. The historic records provide assessments of the overall parkway conditions and major changes at several points in time. Several examples of these records are described in the following paragraphs. The 1928 aerial views included under the previous three chapters show segments of the parkways as they existed at that date.

In 1915 John Olmsted indicated that the parkway system was "inadequate" and commented that the "lack of power and money to do what should have been done" was a lost opportunity. John Olmsted wrote in detail about the need to take lands and restrict development to residen-

tial uses in order to achieve the linked parkway system and to protect the intended character of the route. Other cities had shown that parkways increased land values as well as making aesthetic improvements. He lamented that after some 25 years of effort a complete system of pleasure drives with links from the city center was still lacking. Also in 1915 the Park Board voted to have Louisville Gas & Electric install, maintain and operate lighting systems for both the parkways and the parks. The report does not specify the type of lighting to be used.

A 1917 report of the Park Board Committee on Parkways indicates the need to complete the parkway system. The end of Western Parkway had become impassable due to the development of a network of railways. Concessions were granted to adjacent owners that were detrimental to the public in managing the parkways. The Committee recommends that private driveway access to the parkways should be regulated by the Park Board, a fee of \$100 should be charged and driveways should be separated by 100' to 200'. This distance of separation, while desirable, was not practical. Properties facing the parkways were generally less than 100 feet wide and service drives had not been fully constructed which would have allowed several abutting owners to share a driveway. Over time drives were developed crossing the grass plots at frequent intervals.

Reporting in 1920 indicated that Eastern Parkway and parts of Southern and Western were in need of rebuilding with costs of construction estimated at \$200,000. Additional rights-of-way were being acquired. Regulations governing the cutting of private driveways across parkway grass plots were adopted calling for concrete driveways eight feet in width flaring to eighteen feet, placed without interfering with trees, catch basins or sewer openings. The rules for Southern Parkway crossings of the bridle "speedway" called for cinder driveways to retain continuity for the bridle path.

In 1923 a permit was granted to the Louisville Railway Company to run jitney buses on the parkways which was a continuation of the acceptance of the electric railway on the parkways as a means of bringing the public to the parks.

In 1926 the Park Board established the Department of Public Works as the overseer of all sidewalk and curbing construction along the parkways, specifying an apportionment of costs to abutting properties. No details of the materials or sizes of such improvements were indicated. The Park Board clarified the use of the term "parkway" to refer to Southern, Eastern, Western, Southwestern and Cherokee Parkways, Shawnee Drive, Tyler Park Drive and Tyler Parkway. A 25 mph speed limit for parkways and 20 mph one for parks was established. Commercial traffic for deliveries was restricted to daytime use before 2 p.m. No parking was allowed on the central roadway.

Postcard and photographic views record the development of the system in the early twentieth century. The available 1928 aerial photographs indicate with relative clarity the state of the portions of the

## 6. The Olmsted Parkway

system shown at that time. Segments of each parkway are included although their entire extent is not. These sources aid in understanding the differences between the intended parkway development and their early twentieth century reality.

Later in the twentieth century development and reconstruction of parkway elements continues. In 1942 the Board of Park Commissioners was abolished and a Department of Parks and Recreation created. The parkway and park roads came under the jurisdiction of the Department of Public Works. Parkway trees were the responsibility of the forestry division. In 1974 extensive tornado damage was sustained along portions of Eastern Parkway, as well as damage to Cherokee Park. The process of acquisition, development and improvement for each portion of the parkway system was an individual one. This process for each of the three major parkways spanned a period of years. The visual materials that record the condition of portions of each parkway is discussed and detailed to the degree that research findings to date allow.

### *Southern Parkway*

Early twentieth century views and postcards indicate a broad roadway edged with a slanted curb, probably limestone block, flanked by at least two rows of trees on each side. One view shows a graded, secondary path or drive on the right of the view between the two tree rows. This path is referred to as a speedway and a bridle path in historic documents. Later, as bicycle use became popular a 14-foot path in the grass plot was recommended for bicycle use. The gravel central drive and limestone curbs are evident in several historic views.

The 1928 aerial photograph shows the entire length of Southern Parkway from Iroquois Park to Third Street planted with four rows of trees. The central drive is apparent as is another paved surface entirely along the west side. This service drive or wide bridle path is flanked by the western pair of tree rows. Along the east side of the parkway a grass panel extends between tree rows which is crossed at intervals by private driveways.

James Dawson noted in a site visit to Louisville in 1934 that the center drive and one cinder bridle path of the parkway had been constructed. The service road areas were grass or dirt creating a "very unkempt and undignified appearance." While alley access was possible residential owners had built garages accessed from the parkway rather than the alley. Dawson recommended that construction of the service drives and tree replacement begin with available depression recovery funds.

### *Western Parkway*

Postcard and photographic collections that have been uncovered to date do not include views of the Western Parkways. The 1928 aerial view shows a fully constructed Northwestern Parkway from Shawnee Park north with four tree rows and a central drive. This section appears

to be fairly mature with larger trees. Southwestern Parkway from south of Shawnee Park is shown for a short distance in the same form—central drive and paired tree rows. It appears to have been recently developed through mostly open country with small trees. Algonquin Parkway is shown only as a somewhat unclear route without edge definition or tree plantings at this date. Records indicate, however, that it was developed with the same organization as the others. A contemporary view of Algonquin Parkway near Winkler Avenue shows some mature trees planted in the 1930s, the broad, central drive and the private uses of the service drive areas that exist today.

### *Eastern Parkway*

Early views of Eastern Parkway often show the parkway in the foreground with the entrance to Cherokee Park and its central circle; note the globe topped light standards around the perimeter [9]. A typical section of Eastern Parkway is organized with a central drive, flanked by rows of trees and the globe-topped light standard as the lighting fixture. Another view of Eastern Parkway near Castlewood was located in the Caulfield and Shook collection showing the central drive and double tree rows very clearly. The undeveloped countryside along the parkway is evident and a bridge appears in the foreground.

The 1928 aerial views show all of Eastern and Cherokee Parkways. Eastern Parkway is organized in the standard form with a central drive and flanking double rows of trees in lawn except for one area, between Baxter and Barrett Avenue, where a central green median is flanked by two smaller drives. Both developed and open areas are seen along this route. In the developed areas each residence has a driveway access onto the parkway, which in some cases are very close together. Cherokee Parkway takes the form that it has today, with a service drive to one side edged with a tree lawn, a turf median with two tree rows, a broader public street and a second tree lawn.

## *Historic Character of the Parkways*

While the parkways are similar, they vary somewhat in size of right-of-way and design. Each one is an attempt to create a formal green corridor through the city with links to larger parks. The width of right-of-way, at 120 to 140 feet, establishes the open space of these circulation corridors. The character of the parkways is defined by the organization of space that they create—a uniquely wide streetscape within a city of tighter spaces. The broad setbacks along the parkway routes establish the edges, while the multiple tree rows create a vertical scale and provide a quality of shade and light. The central drives used in each parkway sets up a geometry of symmetry. The grass plots to each side balance the area of center pavement with twice the amount of green.

The large, older trees are important character elements providing height and breadth of canopy. However, the existing vegetation varies considerably in size and type. The historic intent was to develop a formal

pattern of trees in lawn with groups of single species used for each area to reinforce this formality. Where substantial stands of older trees remain or more recent replantings have been carried out all at once this formality is retained.

## *Parkways Existing Conditions*

Varied conditions exist along the parkways today. The width of the central drives on the parkways generally remains at 40 feet with widened areas at some intersections ranging up to about 72 feet. Four tree rows, two to each side, usually flank this drive although some areas have only two tree rows and six rows is the average along the wider Southern Parkway. Other situations exist along the parkways including areas where only a single tree row is present and replacement trees have changed the scale dramatically. A mixture of large, old trees, missing trees and younger trees of various sizes make up the vegetation. One section of Eastern Parkway near Cherokee Park was entirely replanted in the 1970s after the tornado destroyed the trees.

No historic shrub masses are seen along the parkways. At some intersections neighborhood groups have developed shrub plantings and garden beds. These areas also contain neighborhood signs. In very limited sections original limestone block curbs remain.

Concrete curb and gutter systems are the common edge treatment along Eastern Parkway. Vertical concrete curbs have been recently installed along most of Southern Parkway. The limestone block curb that lines Cherokee Parkways was the original curb material seen in historic views of Eastern, Cherokee and Southern Parkways. No views of the early years along Western Parkway were found. This curb is comprised of two blocks one laid into the grade flat, about 16" wide and 30" long, and one at a 60 degree angle laid into the adjacent soil, about 5" thick, with a 6" to 8" reveal. These angled blocks range from 16" to 30" in length. This curb along Cherokee Parkway has functioned effectively for about one hundred years.

Sidewalks are found along the parkways, often to one side. Much of Southern Parkway includes a paved bicycle lane. Along Southern Parkway service drives provide access to abutting residences. Most of these service drives are paved while a few sections of loose gravel remain and limited areas have no service access. Along Eastern Parkway many areas have driveway access over the parkway green space and in some cases these driveways block drainage flows. In other areas residences are accessed from rear alleys. Alleys also provide access to some areas of the Western Parkways although many sections have driveways crossing the green space. Residential owners in a large number of properties park cars on the parkway space and many have added loose gravel fill. The general appearance of these areas is poor.

Three different areas along the parkways were inventoried as samples to develop a sense of the details related to the existing conditions of these several mile long corridors. Sketches were made in plan and section to portray these areas. Figure [10] shows the area on Cherokee Parkway that was sampled. It shows a nine-foot-wide sidewalk, at both edges, two six-to seven-foot wide tree verges beside the walks and a forty-foot main drive, forty-foot median and an eighteen-foot service drive. This is the area from the Willow Avenue corner of Cherokee Park to the Castleman statue that includes a broad drive and a narrower service drive. Note the remaining limestone curbing shown in the section on both sides of the main drive and one side of the service drive.

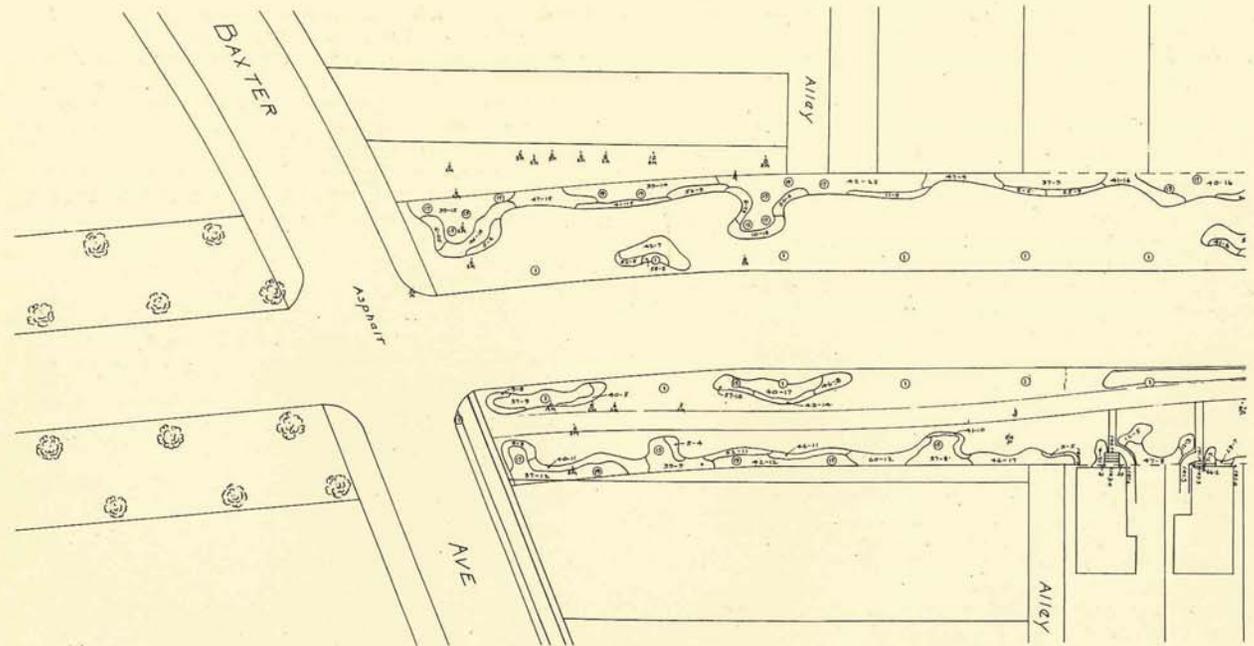
Figure [11] shows the sample area with a central median and two flanking drives shown both in section and plan. This area reveals some parkway problems, such as the loss of trees with unorganized replacement on inappropriate spacing, the intrusion of utility elements like the pole with a guy wire on the median, and the narrow center walk, recently added but without historic precedent.

The third sample area, also on Eastern Parkway, is shown in plan and section [12]. This more typical area includes a central drive with flanking grass plots. Again older trees are mixed with replantings. The newer plantings are both within the historic pattern and contrary to it. Note the Ilex (holly) that was likely planted by the abutting property owner within 4 feet of the sidewalk. Currently a collar of limestone is found in a crescent shape around a few large trees. It is possible that these stones were original curb material that was placed around the tree during the construction of the concrete curb and gutter. Another problem is the close proximity of the historic trees to the curb.

The combination of these existing conditions and the historic record reveals a series of issues that need to be addressed in future parkway planning.

### Parkway Preservation Planning Issues

The original intent of the parkways was to create a series of corridors, unlike the surrounding city streets, where the citizens of Louisville could travel to and from the three major parks along a pleasant, green route. The system was linked and continuous as built with a few weak areas and obstacles. Over time the parkways have lost continuity along their length and in their connection to each other. For example, the continuity of Eastern Parkway is compromised at several points where commercial streets cross. At these points the green plots are sometimes paved, tree rows end prematurely and parking lots and signage intrude on the intended spatial and visual organization. The linkage between the parkways has also been lost through additional development of city streets and large properties near the juncture point.



8. Portion of plan for Eastern Parkway showing plantings. Olmsted firm, February 28, 1907. (FLOHNS)

## 6. The Olmsted Parkway



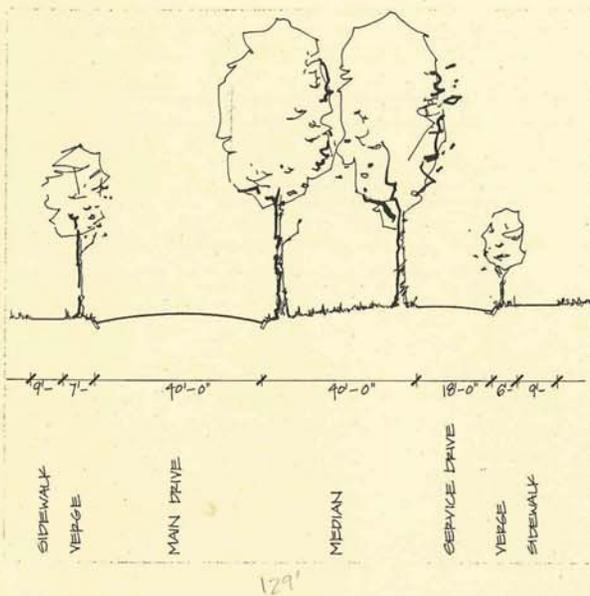
The double rows of trees to each side are a parkway signature. Over time trees planted in the late nineteenth or early twentieth century have matured. At various points tree root systems have been damaged in utility and curb projects. Many trees have died or are in serious decline. Replacement of lost trees is apparent along many stretches of the parkways, however, these replacements have not often been in-kind replications of the historic ones. New species have been added and historic spacing has often been abandoned. The additional change that occurs with individual tree replacement is the change in scale where a mature tree, over 60-feet in height, may be next to a 15-foot tree. This situation alters the intended formality of the parkway.

The detailing of the built elements of the parkways has also changed over time. While some important segments of limestone block curbs remain, many curbs have been replaced with a concrete curb-gutter system. Lighting fixture style and scale was an important issue in the parkway detailing that the Olmsted firm worked to influence. Today tall metal or wooden poles with cobra head lights are placed along much of the system. These light standards and luminaires have none of the intended qualities of scale, detail and modest illumination from under the tree canopies. The sidewalks along the parkways are also inconsistent today, with many areas of concrete sidewalk, other areas with no walks and some with remnant walks of other materials.

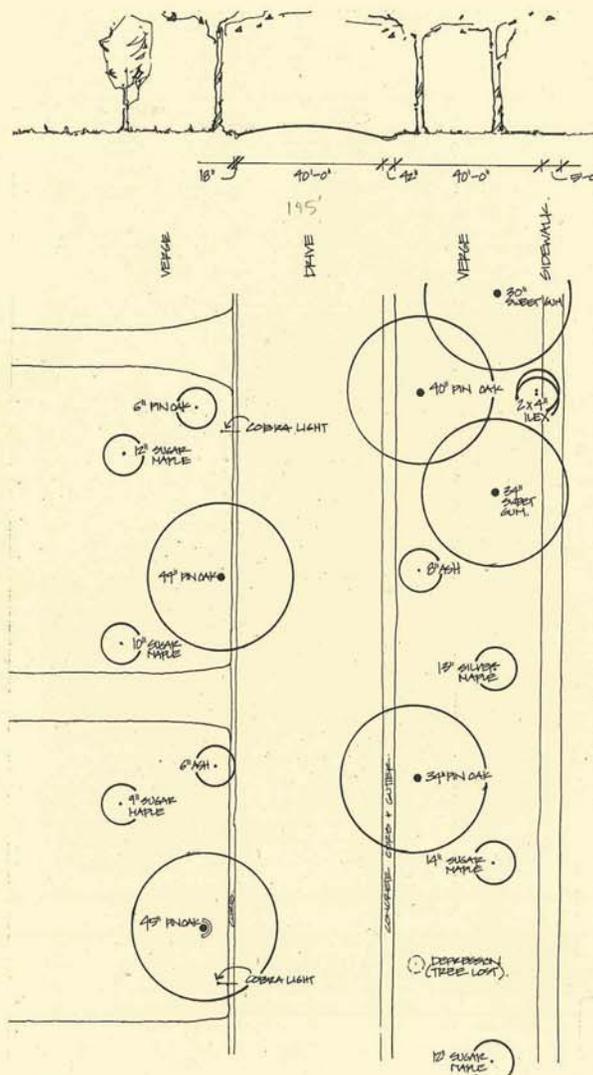
The parkway design, with a dominant, central drive and flanking service drives, was never fully realized. In many areas portions of service drives, often of compacted earth or gravel, are used by abutting property owners. These service drive segments are not fully functional and are unattractive. In other areas each owner has a driveway that crosses the green area of the parkway to access the central drive. Private property access without parkway degradation is an issue. While many parkway residences can be accessed from the rear along a service alley, a substantial number cannot. Current inconsistencies need to be addressed.

Multiple jurisdictions play a role within the parkway right-of-way. Utility lines run under the parkway lands. Various local and state departments address the traffic aspects of the parkways. The planning challenges of the parkways are complicated by the nature of the resources and the visible and subsurface elements of the parkways.

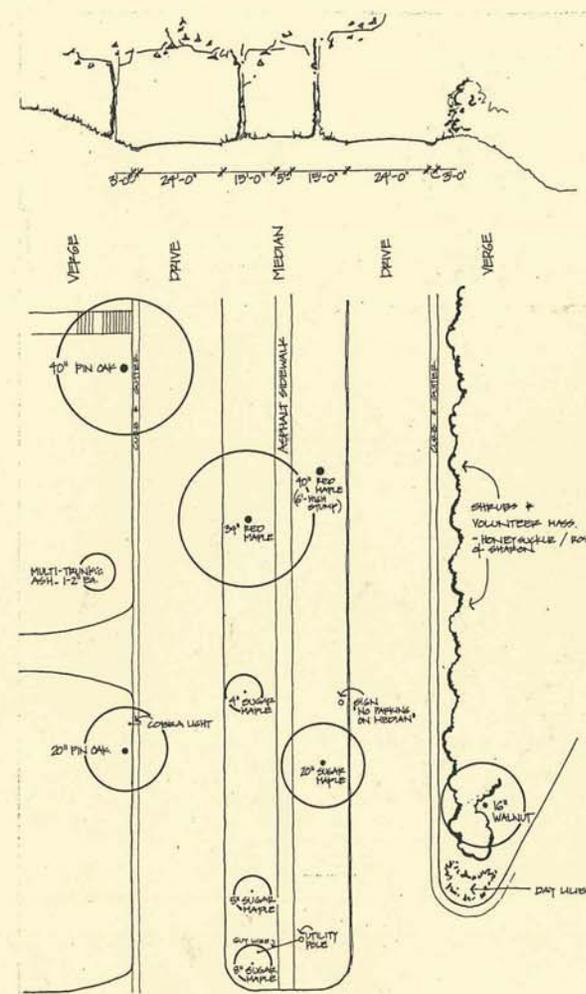
9. Caufield & Shook view of Cherokee Parkway at the entrance to Cherokee Park. Note the street lights around the perimeter of the circle, c. early 20th century. (University of Louisville, Photographic Archives, R.G. Potter Collection)



10. Typical Sketch Section of Cherokee Parkway, Louisville, Kentucky. (Landscapes, 1992)



11. Sketch Plan & Section of Eastern Parkway, Louisville, Kentucky. (Landscapes, 1992)



12. Sketch Plan & Section of Eastern Parkway at Cross and Valley Roads. (Landscapes, 1992)