



Historic Landmarks and Preservation Districts Commission

Report to the Committee

To: Clifton Architectural Review Committee
Thru: Joe Haberman, Planning Manager *JH*
From: Becky Gorman, Historic Preservation Specialist
Date: August 2, 2017

Case No: 17COA1159
Classification: Committee Review

GENERAL INFORMATION

Property Address: 115 Charlton Street

Applicant: Nikki Hamilton
RWSS Properties, LLC
2908 Brownsboro Road
Louisville, KY 40206
502.896.2557
nhamilton@advancedbusinesssolutions.com

Owner: John Dougherty
Charlton Company, Inc.
115 S. Charlton Street
Louisville, KY 40206
502-471.1120
johnd@loupaving.com

Architect: Eileen Van Hoose
Potter & Associates Architects
333 East Main St., Suite 500
Louisville, KY 40202
502.719.0163
evh@paarch.com

Estimated Project Cost: \$3,000,000

Description of proposed exterior alteration:

The applicant requests approval to demolish several industrial structures on site in order to construct a new building. Associated site improvements include new sidewalks, parking (145 spaces) and landscaping.

The structures proposed for demolition include the following:

1. Barrel roof metal garage with cement block garage addition
2. Metal garage
3. Steel structure
4. Metal garage
5. Canopy storage structure
6. Retaining wall
7. Metal shed structure (behind barrel roof garage)

The applicant requests the approval to construct a new 2 story commercial/office building with approximately 29,700 square feet. The new building will be a steel structure with a shed roof; and exterior finishes will be EIFS, metal panels, and storefront windows. The front elevation (south) will have a center main EIFS wall featuring a clerestory, the main entrance consisting mostly of glass and a modern shed roof. The main entrance wall is flanked on each side by 3 metal clad curved walls with vertical glass ends. The rear elevation (north) features metal cladding with 7 vertical glass columns. The east and west elevations feature metal cladding and 2 vertical glass columns, one of which provides egress.

Communications with Applicant, Completion of Application

The application was received on July 7, 2017. The application was determined to be complete and classified as requiring Committee Review on July 10, 2017. Staff met on site with the applicant and architect on July 18, 2017. A small shed structure behind the barrel roof was identified to also be demolished.

FINDINGS**Guidelines**

The following design review guidelines, approved for the Clifton Preservation District, are applicable to the proposed exterior alteration: **Demolition, New Construction–Non-Residential Guidelines, and Site**. The report of the Commission Staff's findings of fact and conclusions with respect to these guidelines is attached to this report.

The following additional findings are incorporated in this report:

Site Context/ Background

The property is located on the east side of S. Charlton Street and runs parallel with a double set of railroad tracks to the north and Payne Street to the south. Stoll Avenue also provides an access entry perpendicular to the site. The property is zoned M2 and in the Traditional Neighborhood Form District. The site

currently owned and operated by Louisville Paving and Construction Company, a family-owned business that started in 1919 originally as the Dougherty Coal Company. It is comprised of industrial manufacturing buildings, mostly metal garages used for storage and vehicle maintenance for large trucks. The site is surrounded by residential homes and other commercial buildings. Case 13COA1058 approved a new prefabricated open-ended metal canopy which is proposed to be demolished.

Conclusions

As stated in the background information, the site is comprised of industrial manufacturing buildings and structures, mostly metal garages used for storage and vehicle maintenance for large trucks. There are seven structures proposed for demolition which include: a barrel roof metal garage with a cement block garage addition, a metal garage, a steel structure, an open ended canopy structure, a metal shed and a retaining wall. The barrel roof metal garage is the only one that appears on the Clifton Preservation District map as a contributing building. However, staff believes that this is an error on the map as the building is not 50 years of age or older. Staff considers these structures to be non-contributing, and therefore, the proposed project generally meets the Clifton design guidelines for Demolition.

The proposed new structure is a contemporary design that is reflective of the business being housed in the structure and therefore does not strictly adhere to the New Construction- Non-Residential guidelines. Guidelines NC12-NC17 mostly refer to the historic streetscape and surrounding historic structures which do not particularly apply to this site because the site sits behind several historic residential structures that face Payne Street. There is limited visibility of the site from Payne Street which is the main thoroughfare here. New Construction- Non-Residential guidelines are more amenable to contemporary construction – architecture of its own time. NC6 states “Creative design is encouraged.” The central wall of the front façade has quite a bit of blank space. Staff suggests adding elements to break up the space. The proposed design meets NC6. The structure is set back on the lot which is fronted by residential structures and a commercial structure facing Payne Street. It is also in line with the DDW, The Color House (1901 Payne) commercial structure on the adjacent property. Given its location and context the proposed new building and site changes are appropriate for this particular site and generally meet the guidelines for New Construction- Non-Residential and Site.

RECOMMENDATION

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

1. Prior to applying for a building permit, the applicant shall consult with Planning and Design Services staff to determine if the proposed use and setbacks are permissible in the M2 zoning district.
2. All window glazing shall be clear.
3. Historic concrete mix shall be used.

	Guideline	Finding	Comment
	The Standard Design Guidelines for Demolition DE1-DE6 are replaced in their entirety with the following:		
DE1	Any structure in part or in whole 50 years old or older within the Clifton boundary should be preserved. The Landmarks staff will evaluate the demolition request. All demolition proposals must include photographic documentation by the property owner as part of the application submitted to Landmarks. Historic elements cannot be removed until after approval has been obtained.	+	The structures proposed for demolition are not 50 years old or older.
DE2	With approval, when demolishing a non-historic structure or addition, the existing non-historic building or addition should not be demolished in a manner that will threaten the structural integrity of any existing historic structure.	+	
DE3	With approval, when demolishing an addition to an historic structure, be mindful that a wall of the existing structure will be left exposed visually, and to the deteriorating effects of weather. Take steps to insure the structural integrity of this newly exposed wall.	NA	
DE4	With approval, when demolishing an addition to an historic structure, a wall that was once an interior wall may be exposed. Remove the interior finishes and make the wall suitable to be an exterior wall that matches the historic exterior of the structure.	NA	
DE5	With approval, when demolishing an addition to an historic structure, interior openings (such as door openings) will be revealed to the exterior. Retain evidence of exterior door, window openings, or architectural features not incorporated into the interior of the addition. Leave the window or door frame intact. Compatible exterior construction materials should be used.	NA	
DE6	The approved removal of a non-historic structure or an addition to an historic structure will create a new land area as a result of their demolition. Take steps to grade and landscape according to the existing topography and landscaping of the historic property and to be consistent with the slope and grade of adjacent properties.	+	New construction of a 2 story commercial/office building proposed with parking and landscaping.
DE7	The approved removal of an addition to an historic structure may change the look of the street-facing façade of the existing historic structure. Take measures to re-establish the street-facing wall through the use of low fences, walls, and/or vegetation.	NA	
DE8	Where demolition of an historic structure has been approved, or in the event of an emergency Metro-ordered demolition, documentation of the structure to be demolished will be required. The staff or ARC may set the degree of documentation required according to several factors: primary vs. secondary structure, historic value, and historic contribution to the Clifton neighborhood. Documentation may be subject to the following requirements: 1. Measured floor plans for the first and each additional story, and drawings of exterior elevations showing views of the front and one side. These drawings shall be drawn at the standard architectural scale of 1/4 or 1/8 inch per foot. Measurements should be accurate to the nearest 1/4 inch and should indicate rough openings. Representative examples of original trim and other finish details shall also be measured. Drawing shall be on acid-free paper and indicated original vs. added construction. Additions 50 years old or older shall be shown by dashed lines for exterior walls only. If a primary structure has been approved for demolition, the ARC may require the above. If this is the case, the applicant is advised to hire a professional to fulfill these requirements. If a secondary structure is approved for	NA	

	Guideline	Finding	Comment
	<p>demolition, the ARC may amend these requirements to require less-stringent documentation (examples: property-owner supplied drawings, drawn by hand).</p> <p>2. Digital photographs showing: the physical relationship to surrounding resources (streetscape); each façade; typical exterior details (e.g., moldings, brackets, rafter ends, brick patterns); typical interior details (e.g., door/window surrounds, staircases, mantels); typical construction details where visible; exterior landscape features; and outbuildings. A contact sheet shall be printed from the digital files on archival paper and submitted (along with the digital files on acceptable electronic media) to the Metro Landmarks Staff. If a primary structure has been approved for demolition, the committee may require the above. If this is the case, the applicant is advised to hire a professional to fulfill these requirements. If a secondary structure is approved for demolition, the ARC may amend these requirements to require less-stringent documentation (examples: property-owner generated digital photographs in an acceptable electronic media).</p>		

New Construction - Non-Residential

Clifton Design Guideline Checklist

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

	Guideline	Finding	Comment
NC1	New construction designs should conform to all applicable regulations including the Land Development Code, Zoning District Regulations, Building, and Fire and Safety codes, MSD, and any other regulatory agency. All new construction architectural designs will be reviewed by the Clifton ARC.	TBD	An application has been submitted to Planning and Design for variances for front and rear setbacks.
NC2	No structure should be demolished to make way for new or large-scale construction. All structures in the district will be identified as either contributing or non-contributing at time of application. The Landmarks staff and ARC will evaluate and review all demolition permit requests. See the Demolition guidelines for more details.	+/-	Staff has determined that the structures proposed for demolition are non-contributing.
NC3	Building height, scale, massing, volume, directional emphasis, and setback should reflect the architectural context established by surrounding structures.	+	
NC4	The scale of new construction should not conflict with the historic character of the district.	+	The contemporary structure is setback on the lot which is fronted by residential structures.
NC5	Building materials and design elements in new construction design should be sympathetic with surrounding historic buildings in the district. Materials should be of a complementary color, size, texture, scale, and level of craftsmanship.	+	See NC6. Modern materials are being used for a contemporary design are sympathetic to this site and surrounding structures.
NC6	Creative design is encouraged. Examples of materials to avoid include: ornamental pierced concrete masonry	+	A contemporary design is being used and is reflective of

	Guideline	Finding	Comment
	screens and walls, "antiqued" brick, wrought-iron porch columns, exterior carpeting, jalousie windows, glass block, picture windows, unfinished wood, and asphalt siding. Chain-link fences should not be installed where visually incompatible.		the business being housed in the structure.
NC7	New construction design should reflect and reinforce the human scale of the neighborhood by emphasizing the first floor or pedestrian level of the building.	+	
NC8	The pedestrian-oriented character of historic commercial districts should be enhanced in infill construction design. Commercial buildings should have a well-defined base at the pedestrian level with details conveying a sense of horizontality and progression along the sidewalk.	NA	
NC9	Important public views and vistas should not be disrupted in new construction design. See the Cultural Landscape guidelines for more details.	NA	
NC10	Appropriate tree species should be planted in front of new construction buildings to provide a visual sense of consistency along the streetscape. See the Frankfort Avenue Street Tree Master Plan for more details.	NSI	
NC11	Existing spatial patterns created by circulation routes, fences, walls, lawns, and alleys of trees, should be reinforced in new construction design.	+	
NC12	The spatial organization established by surrounding buildings should be reinforced in infill construction design. The character of historic streetscapes relies heavily on the visual continuity established by the repetition of similarly designed façades.	NA	This portion of the site does not have streetscape frontage.
NC13	The façade's organization should closely relate to surrounding buildings in infill construction design. Cornice lines, columns, and storefronts are other important character-defining facade elements. Imitating an historic style or period of architecture in new construction is not recommended, especially for contemporary uses such as drive-in banks or garages.	NA	Guidelines NC12-NC17 mostly refer to the historic streetscape and surrounding historic structures which do not particularly apply to this site because the site sits behind several historic residential structures that face Payne Street.
NC14	A new building's mass should have a similar sense of lightness or weight as surrounding historic structures. Mass is determined by the proportion of solid surfaces (walls) to voids (window and door openings).	NA	Guidelines NC12-NC17 mostly refer to the historic streetscape and surrounding historic structures which do not particularly apply to this site because the site sits behind several historic residential structures that face Payne Street.
NC15	Historic patterns of window and door proportion and placement should be maintained in new construction design.	NA	Guidelines NC12-NC17 mostly refer to the historic streetscape and surrounding historic structures which do not particularly apply to this site because the site sits behind several historic residential structures that face Payne Street.
NC16	Window design should be sympathetic to the window patterns of surrounding buildings in new construction design. Use of comparable frame dimensions, proportion, and muntin configuration is encouraged.	NA	Guidelines NC12-NC17 mostly refer to the historic streetscape and surrounding historic structures which do not particularly apply to this site because the site sits behind

	Guideline	Finding	Comment
			several historic residential structures that face Payne Street.
NC17	Front door design should be sympathetic to the door patterns of surrounding buildings in new construction design. Use of comparable frame dimensions, proportion, and panel and light configuration is encouraged.	NA	Guidelines NC12-NC17 mostly refer to the historic streetscape and surrounding historic structures which do not particularly apply to this site because the site sits behind several historic residential structures that face Payne Street.
NC18	The orientation of the main entrance should be the same as the majority of other buildings on the street in new construction design.	+	
NC19	Infill construction design should be compatible with the average height and width of surrounding buildings. The rhythm of the façade should reflect the characteristic rhythm of existing buildings on the street. Vertical elements such as doors, columns, and storefronts will reinforce the pattern.	+	The contemporary structure is setback on the lot which is fronted by residential structures.
NC20	Horizontal elements, such as band boards, brick coursing, window sills, or lintels, in new construction design should be within 10 percent of adjacent historic construction where the similar height of the horizontal elements is relatively consistent and a character-defining feature.	NA	
NC21	Set back upper stories that exceed the established cornice line into new construction design.	NA	
NC22	The historic rhythm of the streetscape should be maintained.	NA	This portion of the site does not have streetscape frontage.
NC23	Commercial buildings on corner lots should be built to the corner with an entrance oriented to the corner.	NA	
NC24	Historic building setback patterns should be maintained. To maintain the continuity of the streetscape, front setbacks for new construction should either match that of adjacent buildings where all share the same setback or be within 20 percent of neighboring structures in areas with varied setbacks.	+	The setback will match that of the neighboring commercial building.
NC25	Roofs of new buildings should relate to neighboring historic structures in pitch, complexity, and visual appearance of materials.	-/+	The roof is reflective of the contemporary design.
NC26	Rooflines for infill construction design should follow the precedent set by adjacent buildings. Where the predominant form is flat, built-up roofs are preferred. Where the predominant form is complex and steeply pitched, that is preferred. In blocks characterized by shallow-pitched roofs and pronounced overhangs with exposed rafters, these elements should be incorporated.	+	The roof is reflective of the contemporary design and complimentary to the neighboring commercial structures.
NC27	The orientation of the main roof form in new construction design should be parallel with the majority of other roofs on the street where roof forms are relatively consistent and a character-defining feature.	NA	Not applicable to this site because the site sits behind several historic residential structures that face Payne Street.
NC28	The existing cornice line on each block should be emphasized in new construction design where this is a character-defining feature.	NA	Not applicable to this site because the site sits behind several historic residential structures that face Payne Street.
NC29	Rooftops should remain uncluttered and mechanical systems should be obscured from public view in new construction design.	+	
NC30	Trash receptacles should be screened from public view with a four-sided enclosure.	+	There is a proposed dumpster

	Guideline	Finding	Comment
			enclosure.
NC31	Parking garages should be designed to relate closely to adjacent structures. Ramps should be hidden from view. Vehicles should be screened on upper floors. See Cultural Landscape guidelines for more details (CL9 - CL12).	NA	
NC32	Off-street parking should be located in rear lots and accessed from alleys or secondary streets wherever possible.	-/+	Building setback and parking match that of the neighboring commercial building.
NC33	At least 20 percent of a parking lot's property area should remain unpaved and planted. Perimeter landscaping, fencing, colonnades, or other construction that visually continues the building line along open sidewalks is encouraged.	+	
NC34	New parking should be designed to be as unobtrusive as possible and minimize the impact on the historic setting. Shared parking areas among groups of businesses are encouraged.	+	The parking matches that of the neighboring commercial building and this lot is located behind lots that front Payne Street
NC35	Storm-water management systems in new construction design and water runoff should not adversely impact nearby historic resources.	NSI	

Site

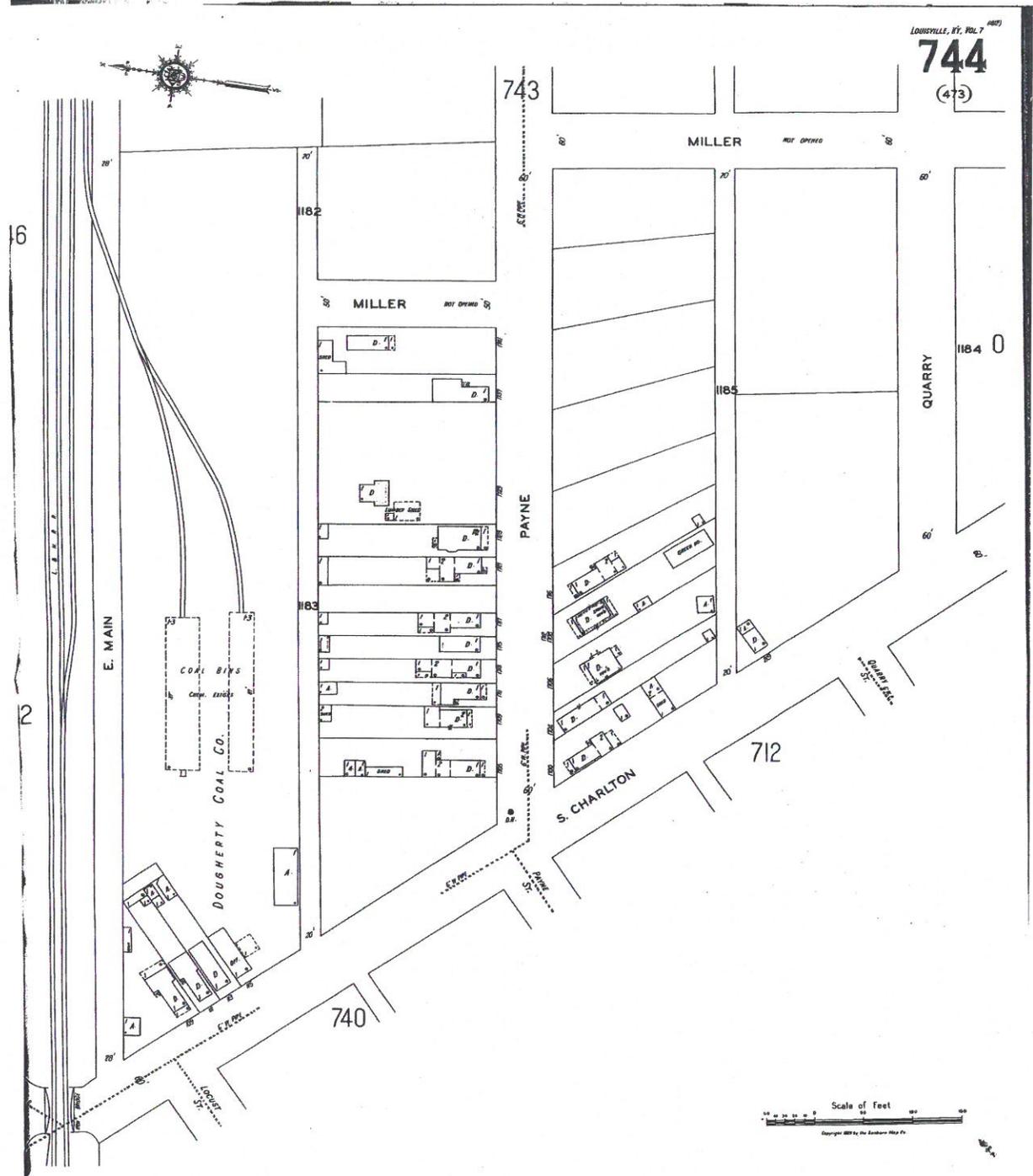
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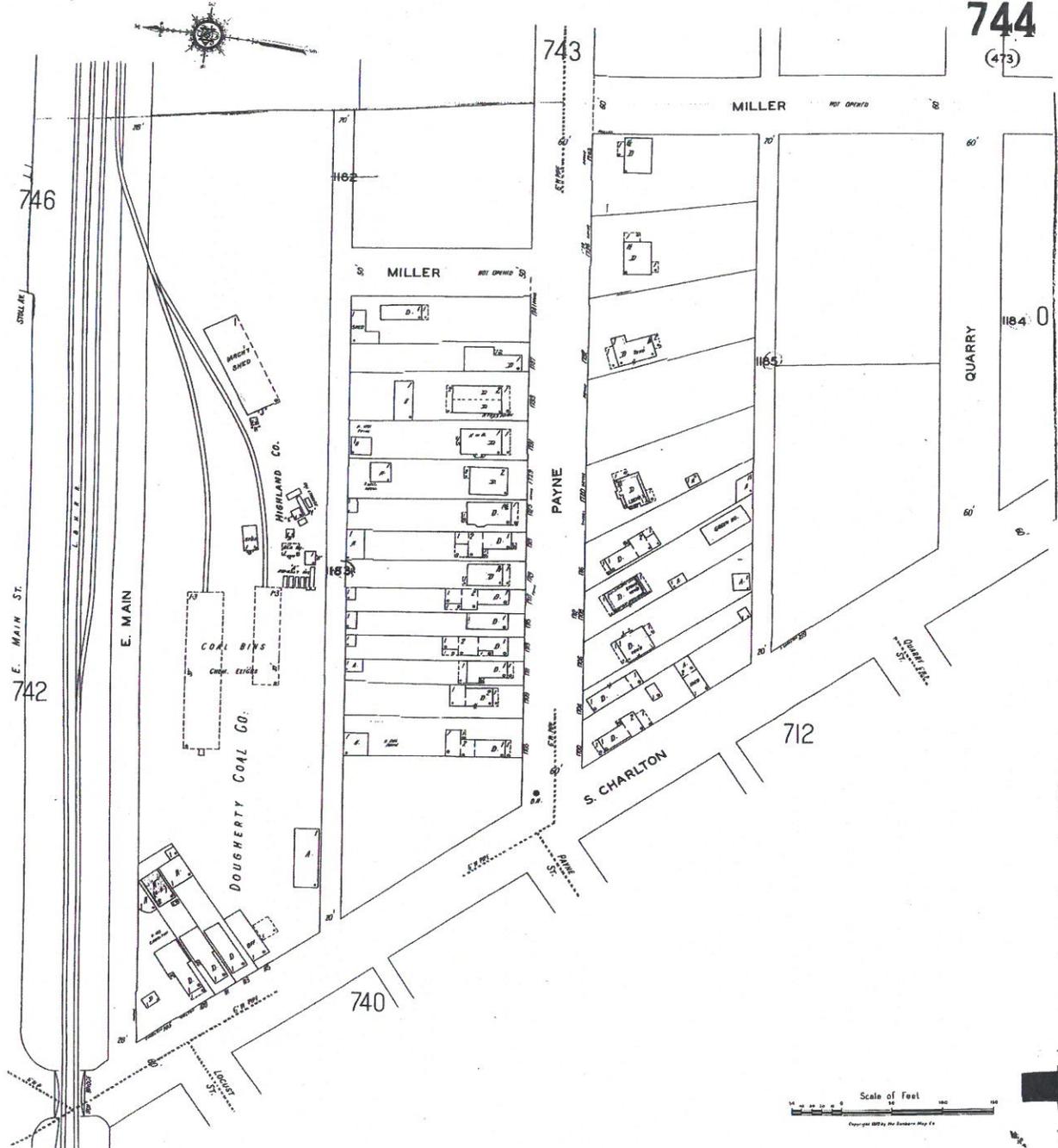
	Guideline	Finding	Comment
ST1	Paving materials (concrete, brick, paver stones, cobblestones, asphalt, gravel, stone, permeable or pervious materials) that are compatible with adjacent sites and architectural character should be used for private sidewalks, drives, and roadways.	+	Where concrete is used it shall be historic concrete mix.
ST2	Historic paving materials for streets, alleys, sidewalks, and curbing (brick, hexagonal pavers, cobblestones, limestone, granite, or natural stone) should be protected, maintained, restored, and reused. The historic relationship between the road surface and edging should be preserved. Replacement with historic materials is encouraged. If replacement with original materials is not technically or economically feasible, a substitute material may be used if it duplicates the color, texture, and visual appearance of the original. See Masonry M13 guideline for cement mortar mix recipe.	NA	
ST3	Steps on private property made of brick, stone, or poured concrete should be maintained wherever present. If replacement is required, original materials should be used. New construction should incorporate steps where they are a character-defining feature.	NA	
ST4	Paving companies and utility contractors shall not harm historic resources during road or underground utility repair projects.	NA	
ST5	Driveways, parking areas, and loading docks should be constructed or located to the side and rear of properties. Alley access is preferred.	-/+	The parking areas are located in the front and at the sides of the building. This does match that of the neighboring commercial building.
ST6	Maintain original front yard topography, including grades, slopes, elevations, and earthen berms where present. New	NA	

	Guideline	Finding	Comment
	construction should match the grade of adjacent properties. Do not re-contour front yard berms into stepped terraces. Do not use railroad ties, landscape timbers, or any other historically inappropriate material for retaining walls.		
ST7	Excavations, trenching or re-grading adjacent to a building or site should be performed cautiously so as not to cause the foundation to shift or destroy significant archeological resources. Every reasonable effort shall be made to protect and preserve architectural resources affected by, or adjacent to, any project.	NA	
ST8	Masonry walls in street-visible locations should not be installed unless they are used to retain earth at changes in grade, screen service areas, or unless an historic precedent exists.	NA	
ST9	Retaining wall and curbing should match the existing character of the original materials when carrying out limited replacement projects. If an exact match cannot be made, a simplified design is appropriate.	NA	
ST10	Fencing should match existing sections of fencing in material, height, design, and detail when carrying out limited replacement projects. If an exact match cannot be made, a simplified design is appropriate.	NA	
ST11	Iron fencing should be installed, historically compatible, and of a similar height where there is a demonstrable historic precedent.	NA	
ST12	Front yard fencing should not be installed where there is no historic precedent.	NA	
ST13	Rear yard or side yard privacy fencing should be installed with the finished side out and a side wall setback from the front of the house of at least two feet. Privacy fencing should be less than seven feet in height. Refer to the Land Development Code or contact the Department of Codes and Regulations regarding additional restrictions on fencing at corner properties.	NA	
ST14	Chain-link fencing painted black or dark color may be installed in residential front yards or along commercial corridors at the street where there is an historic precedent. Split-rail, woven-wood fencing, opaque fencing, painted or stained pressure-treated wood fencing, or recycled or reclaimed materials may be permitted with appropriate design. Synthetic or composite fencing that is durable may be considered.	NA	
ST15	Exterior lighting fixtures should not be falsely historical. The fixture should be attached to the exterior in a way as to not damage historic fabric.	NA	
ST16	Exterior lighting for parking areas, architectural features, or other site areas should be directed down and away from neighboring properties. Energy-efficient lights should be used to create a soft illumination and to minimize the impact to adjacent properties. Reference the Land Development Code for illumination restrictions.	NSI	
ST17	Parking lot design requires a portion of the parking area to be landscaped or buffered from adjoining properties. Reference the Land Development Code for specifics on parking lot design, maneuvering, landscaping, and buffering requirements.	+	
ST18	Auxiliary fixtures, such as air conditioning units, satellite dishes, rain barrels, greenhouse additions, and overhead wiring, should be located on secondary elevations (side or rear) so they do not detract from the street-address façade and the character of the site.	NA	
ST19	Trees in front yards should be preserved. Established street tree patterns should be enhanced by planting additional trees along the public rights-of-way in the grass area	NSI	

	Guideline	Finding	Comment
	between the street and sidewalk. Consult the city arborist or Frankfort Avenue Street Tree Master Plan to determine tree species that are suitable for placement near overhead wires. Removal of trees within or immediately adjacent to a public right-of-way or within public open spaces requires review by Landmarks staff unless directed by the city arborist for emergency or public safety concerns.		
ST20	Cellular towers and associated fixtures should be strategically located to minimize the impact on historic view shed(s), screened from public view, and should not damage historic elements when attached to structures.	NA	
ST21	Utility lines should be installed underground whenever possible.	NA	
ST22	The concrete mixture should match the existing or historic concrete mixture when repairing or replacing sidewalks or installing new sidewalks in the public right-of-way. Contact the Landmarks staff for the appropriate mixture and specifications.	NSI	Historic concrete shall be used.



Sanborn 1928-1941



Sanborn 1928-1951



1959 Historic Aerial of the project area.



1965 Historic Aerial of the project area.



1971 Historic Aerial of the project area.

Site photos:



Barrel roof metal garage:











#7 metal shed proposed for demolition