

Downtown Development Review Overlay

Report to the Committee Report of the Urban Design Administrator

Case No:

Classification:

16DDRO1010 and 16devplan1122

Non-Expedited

GENERAL INFORMATION

Property Address:

Additional Addresses:

120 S. Floyd Street

243-253 E. Market Street

Owner:

SLS Management

120 South Floyd Street Louisville, KY 40202

Applicant:

Nancy Vu

Choice Hotels Intl., Inc.

10750 Columbia +

Pike

Silver Spring, MD 20901

Architect:

Patrick D. Nall, AIA TBD + Architects

716 East 452 Market Street

Louisville, KY 40202

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Engineer:

John Addington

BTM Engineering, Inc. 3001 Taylor Springs Drive

Louisville, KY 40220 502-459-8402

Attorney:

Glenn Price

Frost Brown Todd LLC

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Louisville, KY 40202

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Estimated Cost:

\$27 million

DESCRIPTION OF PROPOSED DEVELOPMENT

The applicant requests approval for the construction and development of a six (6) story, 128-room hotel located at the northwest corner of South Floyd and East Market Streets. The ground floor of the building will house parking for 57 vehicles. Due to the "L" shaped configuration of the building, a portion of the parking area will be a surface parking area opens to above, with a high masonry wall wrapping around the property. Dumpster access is also located at the alley.

A six-story glass tower element with a tapered "fin" element and Cambria branding is a prominent façade feature located at the corner of South Floyd and East Market Streets. The balance of the facades includes a variety of materials including manufactured stone and brick.

The guest lobby and registration desk will be accessible from the parking area as well as from entrances located off Floyd and Market Streets. Guest rooms are located on floors three thru six, with hotel amenities including pool, fitness center, market and restaurant, and meeting rooms located on the second floor. Located within the tower are the guest welcome lobby, and 'tower suites' category of guest rooms.

Three existing buildings on the site are proposed to be removed for the new hotel building, two (120 S. Floyd Street and 243 East Market Street) of which are considered to be Contributing Buildings.

COMMUNICATIONS WITH APPLICANT; COMPLETE APPLICATION

Staff met with the applicant team several times prior to application submittal to review the application process and guidelines. The application was submitted on June 3, 2016 and was determined to be complete and classified as "Non-Expedited" on June 11, 2016. The application is scheduled for a joint hearing of the Downtown Development Review Overlay Committee and Development Review Committee on August 17, 2016 at 8:30 a.m. in the Old Jail Building Auditorium located at 514 W. Liberty Street.

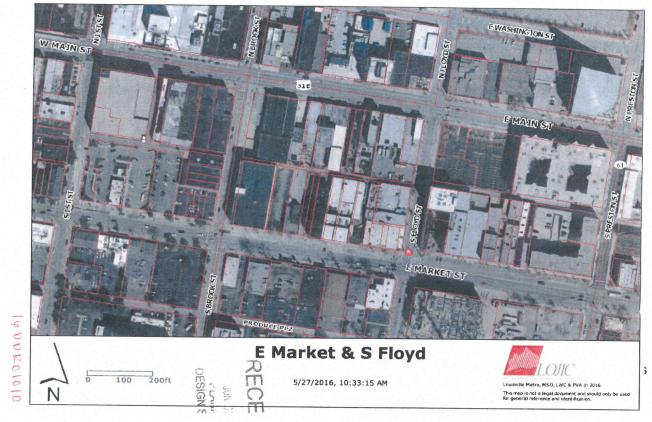
CATEGORY 3 APPLICATION AND TIMELINE

A Category 3 Plan Review was issued for this proposal on June 3, 2016. Agency comments were addressed and a revised Site Plan was submitted to Overlay Staff on July 25, 2016. Additional comments from Public Works and Transportation Departments led to further changes, and a revised Development Plan application was received on August 12, 2016 addressing these comments.

FINDINGS AND CONCLUSIONS

The following Principles and Design guidelines are applicable to the proposed exterior alteration: Principle 1- Site Planning, Principle 2- Building Massing, Principle 3- Building to Context, Principle 4- Building to Pedestrian, Principle 5- Parking, Vehicular Use and Access, Principle 7- Street and Sidewalk Character, and Principle 8 - Signage.

The report of the Overlay 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



The area shown above includes: 120 S. Floyd and 243, 245, 249, 251, and 253 East Market Street. The properties are zoned C3 and are located in the Downtown Form District. The parcels will be consolidated for a total site area of approximately .59 acres. The total building area proposed is 111,438 square feet, with 128 guest rooms.

Three structures on the site are proposed for demolition to accommodate the development as proposed. The structure located at 120 S. Floyd Street is a two-story masonry building dating to the early 1880s. The adjacent structure at 243 East Market Street is a one-story concrete block structure, built in 1920, that runs the length of the proposed site. Per Cynthia Johnson, Metro Historic Preservation Officer, both buildings have been identified as potentially eligible for listing in the National Register of Historic Places, and are considered to be contributing historic structures in terms of the Overlay Guidelines. However, both buildings have had some modification to their original structure. The remaining structure(s) on the project site (245, 249,251,and 253 East Market Street) is a two story commercial building along South Floyd and wraps the corner at East Market Street and steps down height to one story along East Market Street. This structure is not considered to be a contributing building.

Adjacent to the subject property along E. Market are a series of three and four story historic buildings with commercial storefront systems. Adding to the loss of historic context, continuing to the west of the site along East Market Street, is a surface parking lot. There has been some loss of historic building context along the west side portion of S. Floyd Street. Across the street from the site are the Mercantile Lofts at 121 South Floyd Street and the Cobalt building at 301 East Market Street (both constructed originally in the 1880s and since renovated, providing a string of historic structures. Crossing East Market Street to the south are a series of newer, low one story concrete block and masonry commercial buildings. The eight story JD Nichols Building (completed within the last 5 years) and associated structures are located to south east of the

proposed site at 300 East Market Street. A second eleven story JD Nichols Building was approved by the DDRO in July 2016, and will be located along the southwest intersection of Market and Preston Streets.

Conclusions

With the proposed structure's height and design elements, a strong presence is created at the corner of South Floyd and East Market Streets. The new construction is built to the front property line and extends the width of the property along both street both frontages.

The massing and scale of the building has been arranged to respond sympathetically and is compatible to its surrounding structures. The proposed design of the hotel reinforces the design of the surrounding historic buildings by placing an emphasis on cornice and window design and configuration. Architectural design elements and materials relate strongly to the Atria building and the rest of the NTS campus along the southwest corner of Floyd & Market Streets.

The building includes a well-defined base at the pedestrian level with differentiation in façade materials from Levels 3-6. However, although the building façade is well articulated with materials and openings, design elements such as retail storefronts, merchandising and display windows, street front open space with artwork or furniture, awnings, signage, and light fixtures are missing from the streetscape. Without these elements, the pedestrian is not being engaged at the street level along Floyd and Market Streets.

The applicant has provided a historic Building Analysis along with their application that details their justification for demolition of the existing buildings on the site. The applicant has demonstrated that the rehabilitation or adaptive reuse of the two contributing buildings would not be economically feasible as required by the project's structural and density requirements. The applicant has considered adaptive re-use of the building but has been unable to do so due to the building conditions and misalignment of the floors and structure with the proposed development. Although the Overlay Ordinance and guidelines support adaptive renovation and re-use of the historic properties located on the site, the same Ordinance and guidelines allow demolition of even historically contributing structures if the Urban Design Administrator and Historic Preservation Officer are satisfied that the removal of the structures and construction of the new will have a greater positive impact upon the economic vitality of the district.

RECOMMENDATION

The proposed changes generally comply with the applicable Design Guidelines for the Downtown Development Overlay District.

Considering the information furnished Staff finds that the proposal complies with the applicable Principles and Guidelines of the Overlay and recommends **approval** for an Overlay Permit with the following conditions:

- 1. Review based on drawing set dated 7/25/16. Any changes to the drawings to be submitted to Overlay Staff for review.
- 2. All signage shall be submitted to Staff for review and approval prior to installation.
- 3. Final exterior materials to be submitted to Staff for review and approval prior to installation.
- 4. Documentation of contributing buildings to be demolished to be prepared and provided to Staff per Historic American Buildings Survey (HABS) standards
- 5. Further articulate the building façade with design elements such as merchandising and display windows, street front open space with artwork or furniture, awnings.

8.12.2016	Ba
Date	Burcum Keeton Architectural Projects Coordinator
9.12.2610 · Date	David R. Marchal, AIA Urban Design Administrator

6. Streetscape design including light fixtures, street furnishings, street trees, and paving materials shall be submitted to staff for final review and approval.

Principle 1-Site Planning

Design Guideline Checklist

Objective

Each downtown site lies with a specific neighborhood, Adjacent to specific traffic corridors and intersections, And may be adjacent to areas of different intensity of Development; may be near public open spaces; may be near historic and/or significant structures; and may contain historic and/or significant structures. These basic issues should be evaluated for the project site and considered at the earliest stages of concept development.

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

	Guideline	Finding	Comment
SP1	Building placement and orientation. It is intended that Downtown develop as an urban environment with a consistent, animated street wall which defines a physical area that is friendly, active, and safe for the public. Generally speaking new construction should build to the front property line and extend the width of the property. Corner properties should be built to both frontages. Properties with 3 or more frontages should give consideration to the relative character of the frontages and focus development accordingly-primary consideration should be given to orientation toward major thoroughfares.	+	
SP2	Public space. Setbacks from the property line may be considered provided the setback area is developed as a Public Open Space and amenity or as a location for exterior activity related to ground floor usage of the buildings, such as outdoor dining or retail. Consideration should be given for providing Public Open Space on sites that align with other significant urban elements such as open spaces or vistas, significant neighboring structures or public institutions, axis or terminus or the street grid.	NA	
SP3	Preservation of Existing Structures. Existing structures that are identified locally or nationally as having significant historic character should be retained and incorporated into new development. Modifications to these structures shall be in accordance with the latest edition of the Secretary of the Interior's Standards for Rehabilitation. No application to demolish these structures shall be approved unless the applicant is able to demonstrate that: a) rehabilitation of the structure or its replacement will have a greater positive impact on the economic vitality of the district than preserving the existing structure and that the construction of the new structure would not be possible or economically feasible without the demolition of the existing structure; or b) that the applicant cannot obtain a reasonable economic return from the property or structure unless the existing structure is demolished.	-	Existing buildings located on the Overlay parcel are proposed to be removed. 2 structures are deemed to be Contributing structures but have been modified since original construction. Their removal has been reviewed by the urban Design Administrator and Historic Preservation Officer.

SP4	Site Access. Careful consideration should be given to vehicular site access, on-site circulation, parking, and sufficient access for storage and collection of waste and recycled materials to minimize impacts to the street wall, pedestrian environment, and the streetscape. Consideration should also be given for other types of access such as pedestrian, public transit, and bicycle.	+	
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Principle 2-Building Massing

Design Guideline Checklist

Objective

Develop an architectural concept and compose the major building elements and massing to reinforce desirable urban features in the surrounding area and district. Compose the massing of the building to create transition to the height, bulk, and scale of development in nearby less intensive zones.

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

	Guideline	Finding	Comment
BM1	Arrange the mass of the building in response to the following as applicable: a) Distinct and noteworthy characteristics of the district/neighborhood: b) Adjacent landmark or noteworthy building: c) major public entity or institution nearby: d) neighboring buildings that have employed distinctive and effective massing compositions: e) Public views and vistas: f) Potentially negative micro-climate issues such as extensive shadows and urban wind effect.	+	The mass of the building has been arranged to respond sympathetically and is compatible to surrounding structures. Architectural design elements relate strongly to the Nucleus structure at the southwest corner of Floyd & Market. Massing and scale is compatible with neighboring structures along Market Street.
ВМ2	Compose the massing of the building to relate strongly to nearby buildings and create a transition to the height, bulk, and scale of development in nearby less-intensive zones. Buildings on zone edges should be developed in a manner that creates a step in perceived height, bulk, and scale between the development potential of the adjacent zones. Factors to consider in analyzing potential height, bulk, and scale impacts include: a) distance from a less intensive district edge: b) differences in development standards between abutting neighborhood: c) type and amount of separation between districts, i.e. property line, alley or, street.	+	Building is built to compatible scale and height of nearby buildings
ВМЗ		+	A variety of materials are being used in the façade, including manufactured stone and brick. Prominent façade feature at corner of Floyd & Market Streets (tower element and fin) accenting hotel entry and street corner.
BM4	The building composition should include a well-defined base at the pedestrian level that fits well into its context. As a general minimum the base should be 2 to 3 stories.	+	Building base is at two stories with differentiation in façade materials from Levels 3-6. Arriscraft Adair Limestone is proposed at base level with Acme Brick at tower element.

To allow adequate light and air to reach the street level, high rise buildings (over 14 stories) should generally: a) be located about 100 feet from other high-rise buildings within the same block: b) have upper stories which are progressively narrower; the higher the story, the narrower.	NA		
Rooftops should not look cluttered from any pedestrian vantage point. All mechanical or utility equipment should be well-integrated into the overall design.	NSI	Not yet shown	

Principle 3-Building to Context

Design Guideline Checklist

Objective

A certain amount of architectural diversity is expected in any downtown. However, buildings should be "good neighbors" by relating well to the common patterns of windows, entrances, cornice lines and column spacing around them and reinforcing the overall character of their immediate surroundings. Develop an architectural concept and compose the major building elements to reinforce desirable urban features in the surrounding context and district.

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

	Guideline	Finding	Comment
ВСТ	Be compatible with the general character of nearby buildings in terms of façade organization, materials, finishes, scale of detail, and respecting established horizontal and vertical elements and spacing in the nearby context such as cornice lines and pier/column spacing.		Proposed building is compatible with nearby buildings;
BC2	Reinforce the character of nearby buildings having historic or architectural significance by developing designs that respect established cornice lines, horizontal and vertical façade organization, and massing of historic buildings in context.		Character of nearby buildings enforced with horizontal banding and differentiation in materials, emphasizing the vertical façade orientation.
BC3	Follow the rehabilitation standards in the latest edition of the Secretary of the Interior's Standards for Rehabilitation whenever historic or architecturally significant structures are to be altered, expanded, or when new construction is to occur adjacent to such structures.		Existing buildings on site are proposed to be removed.

Principle 4-Building to Pedestrian

Design Guideline Checklist

Objective

People should have strong visual connections to buildings as a strong building-to-pedestrian relationship helps make downtown feel more inviting and active 24 hours a day. Therefore develop the street level of the building's exterior to create safe, inviting, and active environments and spaces to engage pedestrians. These environments are defined by the used that occur within them, physical space for them to occur, and articulation of the physical surroundings.

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

	Guideline	Finding	Comment
BP1	Where sidewalk width is limited consider setting portions of the building back slightly to create spaces conducive to pedestrian-oriented activities.	NA	
BP2	Articulate the building façade to provide an engaging pedestrian experience with design elements such as open shop-fronts or arcades, multiple entries, merchandising and display windows, street front open space with artwork or furniture, awnings, signage, and light fixtures. In some instances raised landscaped beds may be appropriate. As a general rule 50 percent of the wall surface at the sidewalk level should be transparent, utilizing glazing that is not highly tinted or reflective.		Building façade is well articulated with materials and openings, however no design elements such as open shop-fronts or arcades, multiple entries, merchandising and display windows, street front open space with artwork or furniture, awnings, signage, and light fixtures are currently proposed.
BP3	Utilize building materials characteristic of the area having texture, color, pattern, and a higher quality of detailing.	+	
BP4	Variations on the façade plane such as inset entries, building piers, and other details can assist in providing relief to long expanses of building wall.	+	Main entrance is inset, with canopy above. Rendering provided by applicant shows some façade relief
BP5	Building entries should be clearly identifiable and visible from the street. Principle building entrances should face the street. Entrances should be inviting and easily accessible. They should have a high level of articulation and be well-lit. Canopies or awnings provide protection from the weather.	+	
	Changes in sidewalk material aid in defining exterior spaces and entryways.	NSI	
	Develop alley facing facades at least one bay into the alley to eliminate harsh contrasts in the street wall. Provide adequate lighting and signage for quick orientation by motorists and safety for pedestrians.	+/-	No lighting and signage proposed at this time.
	Exterior lighting should be designed to be visually integrated into the exterior design of the building. Lighting should be designed to provide illumination that creates a greater sense of activity, security and interest to the pedestrian.		Final lighting and signage plan not provided at this time

Principle 5-Parking, Vehicular Use and Access

Design Guideline Checklist

Objective

Parking garages, surface parking, and vehicular use areas should have the same qualities and characteristics as any other downtown developments. They should relate strongly to their context, reinforce the urban street wall, and be designed to promote comfort and safety for pedestrians.

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

NSI	Not Sufficient Information				
	Guideline	Finding	Comment		
P1	Parking garages. A parking garage visible from the street should be integrated into its surroundings and provide active and inviting street level appearance. The garage should: a) follow all Principles and Guidelines for building and site design: b) minimize the use of ramped floors visible from the street: c) openings and entrances should be in scale with people. Parking garage entries shall be minimized in size but fully articulated as an opening in the structure. Pedestrian entrances should also be fully articulated. d) screen parked cars from pedestrian view.	+	The building, while not a parking garage, does include a level of parking at grade. This level of parking has a high degree of detail and material usage quality		
P2	Surface parking lots and vehicle use areas. Generally speaking, development of downtown sites solely as surface parking lots or vehicle use areas is discouraged due to their negative impact on the street wall, streetscape, and pedestrian-friendly character of downtown. Specifically demolition of buildings for development of new surface parking lots is discouraged. Surface parking and vehicle use areas elsewhere, when deemed appropriate, should adhere to the following: a) surface parking and vehicle use areas should not create gaps along the street and sidewalk. They should be fully screened from pedestrian view through a combination of solid building like elements such as colonnades, decorative fencing, and dense decorative landscaping intended to continue the street wall. Dense landscaping intended for screening should be 3' high at time of planting and maintained visibility and safety. The screening may be also an opportunity for Public Art.; b) Provide adequate interior landscaping, especially shade trees.; c) When associated with a principal structure on the same site, surface parking, loading, and waste/recycling storage and collection areas shall be located fully behind the principal structure on the site.	,			
P3	Vehicular access and design: a) curb cuts and vehicular access shall be designed in conformance with the Access Management Standards and Design manual within the Land Development Code and appropriate Metro agencies: b) vehicular access should be designed to minimize conflicts between cars and pedestrians: c) access from the alley shall be utilized to the fullest extent possible, where the alley is unimproved or of insufficient width or length for the new development it shall be improved as part of the project for viable use: d) existing curb cuts that are not proposed to be re-used should be removed and replaced with walk and curb compatible with the current standard design for that location: e) existing curb cuts to be re-used should be minimized in width and number to the fullest extent possible: f) driveways should be located to be shared with adjacent properties whenever possible: g) driveways and vehicular entrances should not occur in dominant locations on the site: h) provide adequate directional information for motorists	9			

Principle 7-Street and Sidewalk Character

Design Guideline Checklist

Objective

Downtown streets and sidewalks should be safe and attractive for both cars and pedestrians. Getting from one place to another should be a pleasant, comfortable, and rewarding downtown experience.

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

	Guideline	Finding	Comment
S1	Developments involving new construction and or modifications to existing curb and sidewalk along the frontage(s) of the site should include improvements to the streetscape including sidewalk and curb in accordance with the current standards for that street and the Street and Road Side Design Standards of the Land Development Code.	NSI	None shown at this time
S2	Street furnishings. Street furnishings including but not limited to benches, news racks, bicycle racks, and trash containers shall conform to the standards established by the Downtown Streetscape Manual.	NSI	None shown at this time
S3	Lighting-Street lighting for public streets shall conform to the standards established by the Downtown streetscape Manual. On-site lighting should also be compatible with street lighting standards.	NSI	None shown at this time
S4	For the sake of visual continuity trees shall be planted in the right-of-way every 25' to 35' along the curb line in order to create a continuous canopy. Tree species and caliper and planting area shall conform to the standards established by the Downtown Streetscape Manual. A mix of ornamental and shade trees should be planted outside the right-of-way for both shade and visual variety.		None shown at this time
S 5	Pedways. The pedestrian environment is substantially impacted by the actual number of pedestrians engaging in activity on the street level. Generally speaking, the more pedestrians engaging in activity at street level the more the streetscape environment feels active, inviting and safe. Overhead pedestrian walkways (pedways) have real potential to negatively impact the street level environment by removing pedestrians from it. Overhead pedestrian structures therefore are generally discouraged.		

Principle 8-Signage

Design Guideline Checklist

Objective

Design signage appropriate for the scale and character of the Project and the immediate context. Signs should be oriented to pedestrians and /or persons in vehicles on streets in the immediate vicinity. All signs shall be sensitive to their surroundings, and their designs shall be mindful of color, intensity, technology and illumination so as to be compatible with the adjacent context. Signage that consists of changing image or video display technology is by nature very dynamic thereby requiring special design and implementation considerations regarding its impact upon the adjacent environment.

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

	Guideline	Finding	Comment
S 1	Signage should add visual interest at street level without being overwhelming and should not be out of character with the design and scale of existing surrounding signage.	NSI	Signage plan to be finalized
S2	Signage should be organized to increase legibility and communication while reducing visual clutter.	NSI	
S 3	All signs shall be constructed and placed so as to not obstruct sight lines for persons using streets, pedestrian rights-of way and drives.	NSI	Cambria branding at tower element and lighting accents
S4	Signage should be designed and attached to the building in a way that is complementary to the style of the building and its unique design features. Signage placement shall not obscure architectural details and shall be well-integrated into the overall design of a building's façade.	NSI	
S 5	Back-lit or internally illuminated signage shall have opaque, non-illuminated face panels. Only the individual letters and/or logos should be illuminated.	NSI	
S6	Signage that utilizes LED, video or other moving image digital technology is limited to Entertainment Attractions*.	NSI	
S7	No more than one changing image or video display sign shall be permitted on a property.	NSI	
S8	The use of sound is prohibited.	NSI	
S 9	Rooftop signage is not allowed. Signage attached to the upper portions of a building may be considered provided it is complementary to the design and style of the building.	NA	
S10	Freestanding signage shall be limited to portable sidewalk signage or monument style directory signage associated with a public plaza in front of a building. The public plaza shall fully conform to Principle 6-Open space. Free standing polemounted signage is not allowed.	NA	
S11	Projecting Signs: Buildings on lots which do not contain any permanent, freestanding, on-premises signs (other than incidental signs may not have more than one sign per business which projects perpendicular form the facade of the building. Projecting signs shall not project more than 8'-0" from the building's façade and must not extend below 9'-0" above the ground or sidewalk. The area of a projecting sign shall be part	NSI	

	of the total allowable signage allowed on any one façade of the building as listed in the Land Development Code.		
S12	Projecting Banner Signs that utilize a fabric material background shall not project more than 25" from the face of the building and not exceed a total area of 24 s.f. per side of the sign. The area of a projecting banner sign shall be part of the total allowable signage allowed on any one façade of a building as listed in the Land Development Code.	NSI	
S13	Exposed conduit, electrical transformer boxes, and electrical raceways should be concealed from public view, or painted to blend in with the background of the building.	NSI	
S14	Existing signage that does not conform to the current codes is encouraged to be removed or modified to conform to current requirements of the Land Development Code. Non-conforming signage that has been abandoned for a period exceeding 1 year shall be removed. Existing signage that is historic or possesses a character unique to downtown may be allowed to remain.	NSI	
S15	Outdoor advertising signs (billboards) are discouraged, but where permitted by zoning regulations should: a. Not block any views or vistas nor create a cluttered appearance. b. Be integrated into the design of a building or project. c. Relate strongly to the character of the district.	NSI	