



Bardstown Road/Baxter Avenue Corridor Review Overlay District

Report of the Urban Design Administrator to the Committee

From: Cynthia Elmore, Historic Preservation Officer
Through: David R. Marchal, AIA, Deputy Director / Urban Design
Administrator
Meeting Date: September 21, 2021

Case No: 21-OVERLAY-0024
Classification: Non-Expedited

GENERAL INFORMATION

Property Address: 1300 and 1306 Bardstown Road

Applicant: Jeff Rawlins
Architectural Artisans
213 S. Shelby Street
Louisville, KY 40202
502-582-3907
jr@architecturalartisans.net

Owner: Ben Botkins
Park Mile Partners
1281 Everett Avenue
Louisville, KY 40204
502-609-1968
benbotkins@gmail.com

Estimated Project Cost: TBD

Description of proposed exterior alteration

Note: The patio areas were previously approved in August 2019 (19-OVERLAY-0012). Due to changes in the proposed plan, the revised design is subject to this review. The applicant seeks approval to place a 30" brick retaining wall in a rectilinear form and create a patio area with Sweet Gum columnar trees in front of the building at 1300 Bardstown Road (The Ballet Building). This patio area will now extend 6' closer to the Corridor and will be 16" lower than what was originally proposed. The landscaping will now be within the patio enclosure.

Additionally, the paved area in front of 1306 Bardstown Road (the Police Station Building), which was originally proposed to contain bike parking and a ramp to the sidewalk will now be 14' by 24' patio enclosed with 3'-6" Corten steel retaining wall surrounding it with stamped signage incised into the street facing wall and the wall facing the ramp that leads into the bar space. The Corten steel wall will extend to the edge of the sidewalk. A patio bar will be installed under the existing porch roof of the Police Station building.

Communications with Applicant, Completion of Application

The application was received by on August 19, 2021. The application was determined to be complete and classified as requiring Non-Expedited review by Urban Design Administrator on August 23, 2021. The Committee will review the application at **Noon on September 21, 2021.**

FINDINGS

Guidelines

The following design guidelines, approved for the Bardstown Road/Baxter Avenue Corridor Review Overlay District, are applicable to the proposed exterior alteration: **Signage, Sign Mounting & Placement, Building Design, Site Planning, and Historic Preservation.** Guideline Parking is not a part of this application since it was previously approved. Guidelines 3-Awning, and 5-Public Art are not applicable. The report of the Design 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

The project site is located on the southeast corner of Bardstown Road and Rosewood Avenue. It is zoned C2 in the Traditional Marketplace Corridor Form District. The site contains two historic contributing structures listed in the Highlands National Register Historic District.

The building at 1300 Bardstown Road (known as the “Ballet Building”) was constructed in 1916 and originally housed the Highland Exchange Telephone Switching Office. This 2.5 story masonry structure is designed in the Classical Revival style. The distinctive two-story arches along the façade enframe the decorative window openings.



Staff Photo: 1300 Bardstown Rd. known as the Ballet Building

The masonry building at 1306 Bardstown Road was constructed in 1908 to serve as the Highland Police Station as indicated by the historic stone signage embedded on the façade above the second story windows. It was designed by architect J.B Hutchings in an Arts and Crafts architectural style and has a decorative front-gabled façade with a crenelated cornice line. The building has a projecting roof supported by wide stone columns to create a porch-like feature on the first floor.



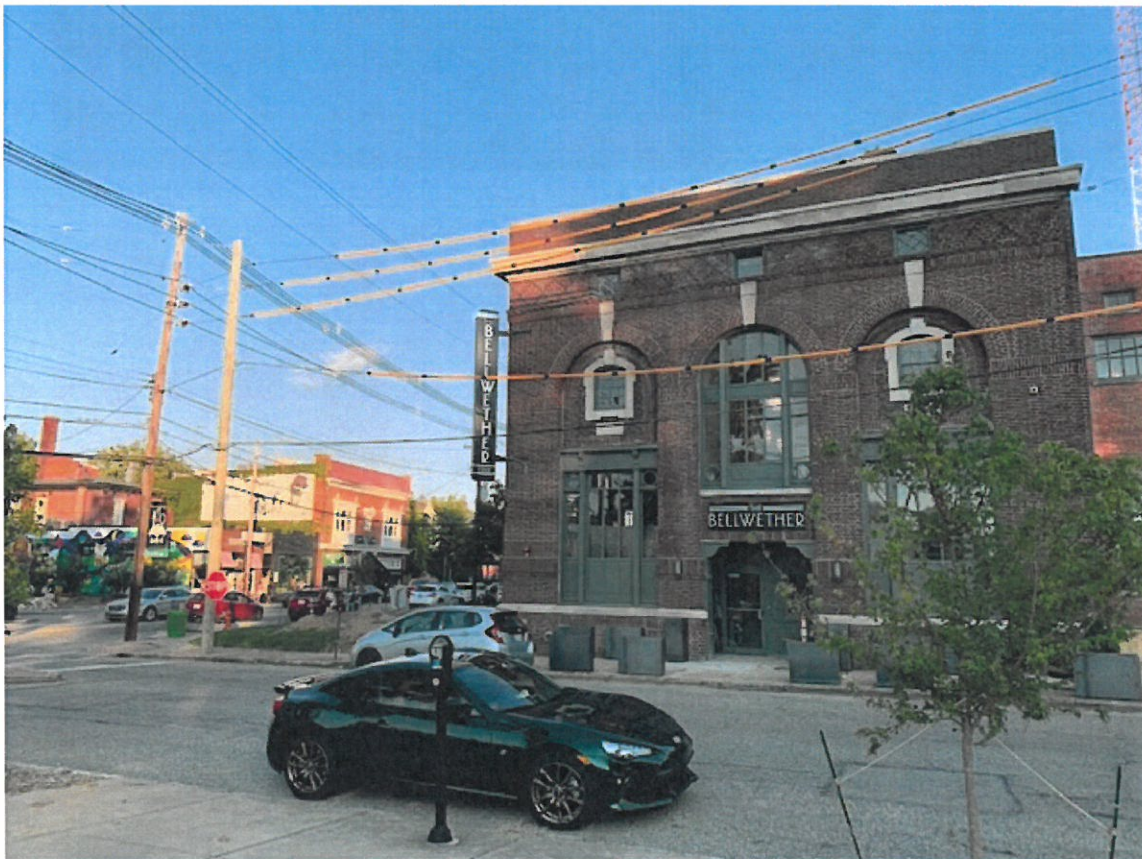
Staff Photo: 1306 Bardstown Rd. former Police Station

Both buildings are architecturally distinctive and retain a high-level of historic integrity. Since the buildings had institutional uses, they are setback from the sidewalk more than historic commercial buildings. The property has been vacant for a number of years but is now being adaptively reused.



Subject Property (LOJIC 2021)

Work previously approved at staff-level in August 2019 included new wood windows that matched the historic windows on the first floor and that operate as doors. A patio area in front of 1300 Bardstown Rd. with a 30" tall brick retaining wall. Brick retaining wall designed to have crenelated pattern. Sweet Gum columnar trees interspersed throughout the patio area along with string lighting on steel poles. A ramp on the west side of the patio will lead to the paved area in front of 1306 Bardstown Road, containing bike parking and a ramp to the sidewalk. A second patio was also included for 1306 Bardstown Road and screened with 30" hedges. This area already served as a paved drive. An ADA ramp located between the patio and the sidewalk with an ADA entrance on this elevation. New fire stairs were also proposed for this elevation. Parking is located behind 1306 Bardstown Road. The steel person door and overhead door at 1306 Bardstown Rd. were approved to be replaced with glass storefront doors and window systems were staff-approved under 20-OVERLAY-0006. Signage for 1300 Bardstown Rd. was approved under case 21-SIGNPERMIT-00176 for the "Bellewether" blade sign and attached sign.



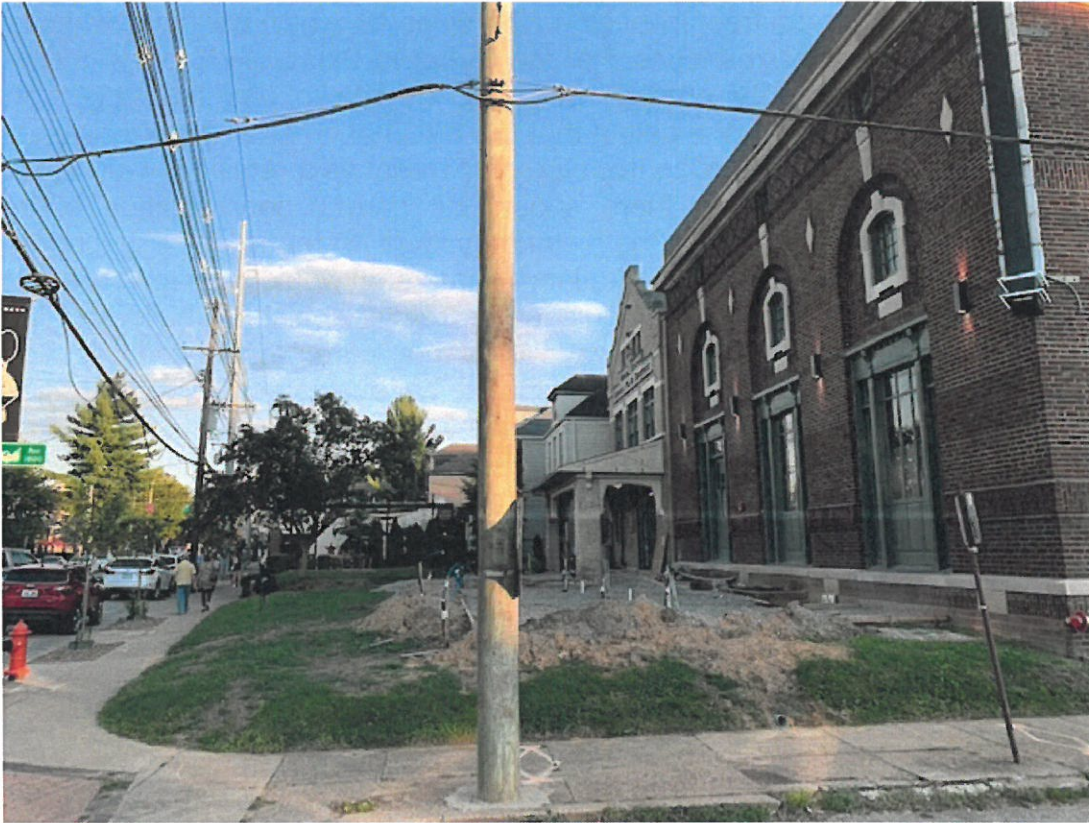
Staff Photo: current conditions



Staff Photo: current conditions



Staff Photo: current conditions



Staff Photo: current conditions

CONCLUSIONS

The project substantially meets the general intent of the Bardstown Road / Baxter Avenue Corridor Review Overlay District's Design Guidelines. The buildings are being converted into a hotel and bar which is a compatible adaptive reuse which aligns with the Secretary of the Interior's Standards for Rehabilitation per **Historic Preservation Principle A**. The existing setbacks of the historic buildings is conducive for a plaza-like area. The patios will function as outdoor spaces that are an extension of the historic buildings and will connect them to the Corridor. This also will serve to create an animated public space.

The modification to the masonry wall design of the patio at 1300 Bardstown Road will not substantially change the relationship to the building or the street. Additionally, there is still a generous landscaping buffer even though the wall is being located closer to the street. The Sweet Gum trees are shown on the submitted plan (though the renderings show them behind the wall) as being planted along the outside perimeter of the brick wall, as well as four additional trees being planted within the patio area. Additional shrubbery is also indicated to be planted along the outside of the brick wall. This will meet the intent of **Site Planning Principle L**.

The introduction of the Corten steel material for 1306 Bardstown Road is new to the Corridor and will be at street level along the sidewalk which will have a higher impact on the pedestrian experience. Per the **Building Principle E**, this material is considered a high-quality product which is an artistic use that gives an attractive appearance due to the patina that the material creates. The Principles, however, do not contemplate using this type of material as a retaining wall. Since it is a non-standard proposal, there should be careful consideration of its relationship to the Corridor and to the historic building. In terms of the Secretary of the Interior's Standards for Rehabilitation, the material would read as a product of its own time which clearly distinguishes it from the historic building. The proximity of the material to the public way will have a more pronounced effect on the pedestrian experience. This impact should be evaluated since it creates some incompatibility with the Design Guidelines in terms of connection to the as well as being a not a typical characteristic of the Corridor.

The Corten steel retaining wall is proposed to be located at the edge of the sidewalk with an approximately 16' landscape buffer area to the edge of the proposed patio. The existing tree will remain. This meets the intent of **Site Planning Principle L**. The lighting scheme proposed for the 1306 patio is also similar to the one already approved at 1300 Bardstown Road.

The proposed outdoor bar for 1306 Bardstown Road is located in front of the building which has some conflict with **Building Principle K**. In this case, the bar is situated under the historic canopy and tucked into the corner by a structural column. This will be setback significantly from the sidewalk and will not obscure significant architectural features of the building. The materials have not been selected for the bar structure.

The proposed signage for 1306 Bardstown Rd. is shown as a type of stencil incised into two sides of the Corten steel wall itself. There is no specific **Signage Principle** to address this type of configuration. The proposed location of the signage is closest to being considered a freestanding sign in this case. The preface to the **Signage Principles** emphasize that signs "should be attractive, artistic, well-proportioned and thoughtfully located in order to enhance the Corridor. Signs are to be designed as integral parts of the site and architectural design of a proposed project." In consideration of the intent of the Signage Principles, proposed signage is unique and creative, however, it's not typical to the Corridor's character. The embedding of the sign into the retaining wall also creates a permanence that is not common for signs on the Corridor. The location of the signage is located lower than a customary sign and is not as visible to the public way in a manner that is easily readable. In this way, the signage missing the intent of the Design Guidelines to be integral to the site and architectural design. This signage, however, will not obscure the building's architectural details including the historic Police Station sign on the building which conforms with **Sign Location and Placement Principle A**.

Given that the proposal of the integrated retaining wall and sign would be a precedent setting decision for the Corridor, specific Findings of Fact and Conclusions would be necessary to justify why this proposal is acceptable in this case.

RECOMMENDATION

Considering the information furnished, the Urban Design Administrator recommends **approval** of the application for an Overlay Permit with the following conditions:

1. **Intensity, location, color, and direction of outdoor lighting shall be sensitive to nearby residential areas.**
2. **The Corten steel wall and its sign shall be revised for improved compliance with the Design Guidelines and character of the corridor and resubmitted for staff review and approval**
3. **Pavement shall be permeable.**
4. **Final materials for outdoor bar shall be submitted for staff review and approval.**
5. **If the design changes, the applicant and/or their representative shall contact staff for review and approval.**

9/14/21

Date

9/14/2021

Date



Cynthia Elmore
Historic Preservation Officer



David Marchal, AIA
Urban Design Administrator

1 Signage

Checklist

Signage is important to every business. By posting signs you not only create a brand image for your business, but also create an opportunity to attract customers. The signage guidelines promote attractive, artistic, well-proportioned and thoughtfully located signs which will enhance the existing Bardstown Rd / Baxter Ave Corridor. Signs are to be designed as integral parts of the site and architectural design of a proposed project.

+ Meets Guidelines

NA Not applicable

- Does not meet Guidelines

TBD To be determined; insufficient Information

+/- Meets Guidelines with conditions as noted

Guideline	Finding	Comment
A Applicants are required to reuse and reface existing "significant or contributing signs". "Significant or contributing signs" are signs that are unique in design or material fabrication. These signs contribute to the history and diverse character of the BROD. For signage to be recognized as "significantly contributing" or for existing recognized signs to be removed or altered, an application must be submitted to the Overlay Staff.	NA	
B Contributing signs which have been painted directly onto walls and represent out of date logos or logos for businesses that are no longer in business are encouraged to remain in either their existing faded condition or restored to their original condition. These signs are recognized as contributing to the historic, artistic character of the Corridor and our community.	NA	
C Back-lit cabinet signs and monument signs including re-faced signs shall have opaque, non-illuminated face panels; only the individual letters and /or logos should be back-lit, not the entire surface of the sign.	NA	
D Freestanding pole signs are not allowed. Existing pole signs that are associated with a property that has not been abandoned or vacant for a period of less than one year may be restored or refaced.	NA	
E Signs that incorporate flashing text, animation, moving graphics, video, or LED text/ image signage with a text change rate greater than one hour are prohibited.	NA	
F Storefront window signage including temporary window signage and promotional advertising shall not exceed 25% of the total window area. Neon and hanging window signs are encouraged, and add to the "active atmosphere" for both vehicles and pedestrians.	NA	
G Projecting wall signs can be erected or attached to a building's wall and extend a minimum of 18" to a maximum of 8' from the wall surface. These signs are mounted perpendicular to the building's façade.	NA	
H Projecting banner signs can project no more than 24" from the face of the building. These signs should be attached so that they do not "flap" in the air, and should be removed or replaced when they show signs of unattractive wear.	NA	
I Attached wall signs or projecting signs are preferred. Attached signage composed of individual letters or symbols is also preferred.	NA	
J Monument signs are allowed only for businesses with a minimum front yard of 15' as measured from the street to the wall of the structure. Monument signs must also be set back a minimum of 16' from the adjacent side property line. For businesses with less than the required setback requirements, attached wall, awning, or window signage is recommended.	NA	
K Existing, nonconforming signage must be removed prior to new approved signs being installed. A "significant or contributing sign" is exempt from this requirement.	NA	
L Neon and neon simulated bulbs such as ("fiber optic" and "LED lighting strips" that simulate neon) are encouraged and help to maintain a sense of activity and contribute to the animated environment of the Corridor.	NA	
M Projecting lighting fixtures used for externally illuminated signs shall be simple and unobtrusive in appearance. They should not obscure the	NA	

	graphics of the sign.		
N	Directional signage is used to direct pedestrian or vehicular traffic. No more than one image, logo, or text combined with the "entry" or "exit" text is allowed on each directional sign. Directional signage cannot exceed 3' in height above finished grade.	NA	
O	All exposed conduit, electrical transformer boxes, and electrical raceways should be concealed from public view, or painted to blend in with background.	NA	
P	Multiple signs placed on a building's façade should be compatible with other surrounding signage located on the structure.	NA	
Q	Permanent banner signage shall be made of canvas material or matte textured vinyl material.	NA	

List of Contributing Signs:

Doo Wop Shop, 1587 Bardstown Rd; Leatherhead, 1601 Bardstown Rd; Cricket, 1707 Bardstown Rd;
 Twig and Leaf, 2122 Bardstown Rd; Tom Drexler Plumbing, 2233 Bardstown Rd; Jarfi's, 1543 Bardstown Rd;
 Old Town Liquors, 1529 Bardstown Rd; Sonotone, 1839 Bardstown Rd; Rose, 2307 Bardstown Rd;
 Buffalo Wild Wings, 1055 Bardstown Rd; Horton's Porter Hardware, 2202 Dundee Rd;
 Falls City Beer Sign for Outlook Inn, 916 Baxter Ave

2 Sign Mounting & Placement

Checklist

The following signage guidelines will help you bring greater awareness to your business while allowing signs to add to the diversity and character of the Corridor.

- + Meets Guidelines NA Not applicable
- Does not meet Guidelines TBD To be determined; insufficient Information
- +/- Meets Guidelines with conditions as noted

Guideline	Finding	Comment
A Signs shall be mounted or erected so they do not obscure the architectural features or openings of a building.	+	Sign proposed to be located on Corten steel wall that sits lower than the building.
B Signs may not be located in the right-of-way unless they are approved by the Public Works Department. Exceptions include portable "A" frame signs which must be removed at the close of the business day. "A" frame signs cannot exceed 4' in height and 3' in width.	NA	
C All wood signs need to be stained or painted and have a finished appearance.	NA	
D No sign or portion of a sign shall extend above the cornice line at the top of the building facade or exceed 20' in height above finished grade. Rooftop signs are prohibited.	NA	
E New outdoor advertising billboards are not permitted. Removal of existing billboards is encouraged to promote an active and engaging atmosphere for pedestrians and vehicle traffic.	NA	

4 Building

Checklist

Existing structures along the Bardstown Road/Baxter Avenue Corridor are encouraged to be renovated and reused. The Overlay Staff can assist a licensed architect or design professional to develop designs that adaptively reuse these structures to meet the needs of new businesses and services. The Overlay Staff will also assist the applicant through the review and approval process.

- + Meets Guidelines NA Not applicable
- Does not meet Guidelines TBD To be determined; insufficient Information
- +/- Meets Guidelines with conditions as noted

B		Finding	Comment
A	Existing structures along the Corridor are encouraged to be renovated and reused. The Overlay Staff can assist a licensed architect or design professional to develop designs that adaptively reuse these structures to meet the needs of new businesses and services. The Overlay Staff will also assist the applicant through the review and approval process.	+	Buildings are being adaptively reused. Outdoor patios will be a part of the reactivation of the site.
B	Buildings should be "pedestrian- friendly". Design building facade elements that promote a pedestrian-friendly environment include building to the edge of sidewalk, large storefront window openings at the ground floor, awnings, canopies, and lighting.	+	Existing buildings with deeper setbacks than typical commercial buildings. Patios will enhance connection to the street.
C	All storefront windows and doors at ground level shall have clear glass or light window tinting. Severe window tinting or mirrored glass is not permitted unless pre-approved by staff for "special conditions". Examples of "special conditions" may include restaurant kitchen areas, storage space, and restrooms that would need to be hidden from public view.	NA	
D	New structures should be located at the front property line. Building sites should provide side yards wide enough to allow for maintenance of the building unless common party walls are provided on the lot line.	NA	
E	High quality materials and historically appropriate architectural details at the ground floor/street level of buildings can both accent buildings, and provide visual interest for pedestrians and motorists.	+/-	Brick masonry wall is compatible with the historic buildings. The Corten steel wall is a new material for the use on the Corridor.
F	New structures greater than three stories high may be permissible if taller portions are set back from the street frontage so that overall sight lines are compatible, and if the increased height is not intrusive towards adjacent structures.	NA	
G	A visual terminus, such as a cornice at the top of a wall helps articulate the architecture, and gives it a completed finished look.	NA	
H	Roof forms that are inconsistent with the character of the Corridor include single pitch (shed) roofs, curving roofs. Flat roof forms with parapets are well-suited to the character and image of the Corridor.	NA	
I	Outdoor eating or temporary seating located within public sidewalk areas must receive staff approval prior to installation. A 4' wide pedestrian zone is required in the public "right-of-way" sidewalk area.	NA	
J	All new mechanical equipment that is visible from a public right-of-way should be installed to have a minimal impact on adjacent properties and from public view. Replacement of existing mechanical equipment is considered general maintenance and will not require a staff review. Additional permits and approvals by other government agencies or authorities may be required.	NA	
K	Permanent service counters, service bars, decks, or similar structures may not be constructed in front of a building's primary street facing façade.	+/-	Proposed outdoor bar will be placed under existing canopy at 1306 Bardstown Rd. It will be situated near an existing column.

6 Site Planning, Parking

Checklist

Site planning is an important part of any project. Your site should incorporate attractive and maintainable landscaping to enhance the hardscape of the building. Plants can be used in minimizing the visual impact of parking lot and service areas along BROD.

- + Meets Guidelines NA Not applicable
- Does not meet Guidelines TBD To be determined; insufficient Information
- +/- Meets Guidelines with conditions as noted

Guideline	Finding	Comment
A Development plans shall minimize the adverse visual impact of utility lines on the Corridor. Underground lines or service from the alley, where feasible, is encouraged.	NA	
B Combining existing, small, under-utilized lots to create shared parking areas that are more efficient and more accessible is strongly encouraged.	NA	
C Parking areas and drive-thru's should be located to the side or rear of structures.	NA	
D Parking areas adjacent to the public sidewalks must use landscaping, trees, colonnades or other construction, to maintain the building line created by structures along the sidewalk. Side parking lots which exceed 40% of the total linear lot frontage adjacent to right-of-way shall provide a 36" high masonry, stone, or concrete wall that makes reference to a similar design within the surrounding area extending from the principal structure across the front of the parking area. Surface parking lots with no principal structure shall provide the 36" wall as described. The 36" tall wall can wrap around any existing or proposed monument signage to maintain visibility.	NA	
E Adequate perimeter landscaping, fencing, or a combination of both is required to help screen parked vehicles from full public view. The screening height shall be 36" above finished grade of parking lot. This height will enable drivers of vehicles to safely see and avoid other pedestrians and vehicles while screening most of the parked vehicles' mass.	NA	
F New development projects should provide adequate and significant screening to adjacent residential structures. Opaque landscape buffers and other forms of screening shall be used to minimize noise and lighting impact.	NA	
G Intensity, location, color, and direction of outdoor lighting shall be sensitive to nearby residential areas.	+	String lighting on steel poles
H Fencing and screening shall be constructed of materials compatible with the principal structure.	+/-	Masonry wall is compatible with Ballet Building. Corten Steel wall will be complimentary while being a contemporary product.
I Chain link fencing must not be visible from Bardstown Road/Baxter Avenue.	NA	
J The number and width of curb-cuts on the Corridor should be minimized to promote pedestrian circulation. Existing continuous curb-cuts should be reduced to widths necessary for vehicular traffic.	NA	
K Patios, plazas, or outdoor spaces, constructed, created, or installed in front of a structure that replaces existing turf and/or landscaped areas, shall use permeable pavers, pervious concrete, or equivalent permeable hard surface to reduce water runoff from the property.	NSI	Material for patio at 1300 Bardstown Rd. not specified. This area was previously existing turf. Patio at 1306 is located on a previously paved surface.
L Minimum 4'-0" wide landscape buffer area containing a 36" minimum height (at maturity) screen shall run along 90% of the lineal area in front of the patio, plaza, or outdoor space that faces the street. This landscape buffer area shall include permanent landscaping material such as trees (minimum 1-3/4" caliper size at time of planting), shrubs (minimum 18" height at time of planting), groundcover, and /or perennials. Fences, planters, and/or walls (maximum height of 36") are permitted within the landscape buffer area. Landscape buffer plantings shall be installed prior	+	Substantial buffer with a minimum of 5' will be maintained for 1300 Bardstown Rd. The retaining wall for 1306 Bardstown Rd. will align with the sidewalk with a deep landscape buffer of at least 16' to proposed patio area.

	to occupancy or use of the patio, plaza, or outdoor space.		
M	Existing trees located within the property or adjacent property along the street, alley, or access easement shall be preserved and protected unless the City Arborist determines they are not healthy or are dangerous and should be removed. Removed trees should be replaced with appropriate trees approved by the City Arborist. The replacement trees shall be sized at a minimum of 1-3/4" caliper (at time of planting). Replacement tree(s) shall be planted within three months of the tree(s) removal or during the next planting season, whichever comes first.	+	Existing tree to remain.
N	The construction or installation of a deck or structure built off the ground and over existing landscaped areas in front of a building's primary façade is prohibited. Balconies located on the second or third floors of buildings that are cantilevered or bracketed, scaled to match the building's façade, and utilize contextual materials are appropriate.	NA	

7 Historic Preservation

Checklist

Historic buildings (65 years of age or older) help to anchor the District to our community's history. Buildings can serve as reminders to future generations how Louisville's citizens lived and worked in the past while serving business and residential requirements today through adaptive reuse. These buildings can serve as future adaptive reuse opportunities. Contributing historical structures are structures that have unique designs, are constructed with unusual materials, or served the public in a manner that was important to the local area. Such structures also add character to the pattern of established development in the Corridor. Given the significant role of historic structures in the Corridor, demolition of any structure will entail stringent review.

+ Meets Guidelines

NA Not applicable

- Does not meet Guidelines

TBD To be determined; insufficient Information

+/- Meets Guidelines with conditions as noted

Guideline	Finding	Comment
A Changes to the exterior of contributing historical structures and other structures within the Corridor which were constructed in the last 65 years and that have not been significantly altered shall be reviewed in accordance with the standards established for contributing historic structures by the U.S. Secretary of the Interior, but the Planning and Design Director or Committee may relax these standards in the interest of accomplishing the intentions of the guidelines	+	Historic buildings are being adaptively reused. The proposed patio areas will not adversely effect the historic integrity of the structures and are a reversible element.
B The design of new or substantially remodeled structures which are adjacent to contributing historic structures should be compatible with them and should incorporate similar design details or references where appropriate.	NA	
C No application to demolish any contributing historical structure or structure built within the last 65 years shall be approved by the Urban Design Administrator unless the applicant demonstrates to the satisfaction of Urban Design Administrator and the Historic Preservation Officer: 1) That the rehabilitation of a structure or construction of a new structure will have a greater positive impact on the District's economic vitality and appearance than would preservation of the structure proposed to be demolished and the rehabilitation of the structure or the construction of the new structure would not be possible or economically feasible without the demolition of the structure proposed to be demolished; or 2) That the applicant cannot obtain a reasonable economic return from the property or structure unless the contributing historical structure or structure constructed within the fast 65 years is demolished in accordance with the application.	NA	