



---

## NuLu Review Overlay District

### Report of the Urban Design Administrator to the Committee

---

**From:** David Marchal, AIA, Deputy Director / Urban Design Administrator  
**Date:** September 28, 2021  
**Meeting Date:** October 16, 2021

#### CASE INFORMATION:

**Case No:** 21-OVERLAY-0027  
**Classification:** Non-Expedited

#### GENERAL INFORMATION:

**Property Address:** 700 E Main St  
**Applicant:** Mark Campisano  
MC Associates  
552 E. Market Street  
Louisville KY 40202  
**Property Owner:** Nick Campisano, Mark Campisano  
Nulu Central Station LLC  
552 E. Market Street  
Louisville KY 40202  
  
One World Trade Center  
New York, NY 10007  
**Project Cost:** Not provided

#### DESCRIPTION OF PROPOSED DEVELOPMENT:

The applicant is requesting an Overlay Permit to clear the site of all buildings (demolition) and other existing improvements as the 1<sup>st</sup> phase of redevelopment of the site for a future mixed use project. The 2<sup>nd</sup> phase will include design review, approvals, and construction of the new project. The scope of work under this application for Phase 1 includes the following:

- Demolition of five industrial buildings – single-story metal structures used for industrial and manufacturing activities;
- Demolition of an office building – historic, three-story brick structure (built circa 1880);
- Interim treatment of site with security fencing until Phase 2;
- Introduction of concept for the future redevelopment project with detailed review to occur in Phase 2 under separate application.

## **COMMUNICATIONS WITH APPLICANT:**

The applicant submitted the Overlay Permit application on August 27, 2021. Overlay staff met with the applicant team and had several conversations to discuss the application, completion of the application, the applicable Design Guidelines, and the review process. The application was determined to be substantially complete and classified as requiring a non-expedited review by the Urban Design Administrator on September 20, 2021. The application is scheduled to be reviewed by the Nulu Review Overlay Committee on October 13, 2021.

## **FINDINGS:**

The following Principles and Design Guidelines are applicable to the proposal: **7- Historic Preservation.** Staff's findings of fact and conclusions with respect to the Guidelines are attached to this report. Applicable also are the Overlay Ordinance provisions for interim treatments of sites for phased projects, and preliminary review of new projects.

### **Site Context**

The subject property is one parcel that is located at 700 E Main St and is bordered by E Main St to the north, S Shelby St to the east, Billy Goat Strut Alley to the south, and S Clay St to the west. The parcel is zoned EZ-1 and located in the Traditional Marketplace Corridor (TMC) form district. A 2<sup>nd</sup> parcel related to the project is situated across Billy Goat Strut Alley to the south but is not part of the current Phase 1 application.

The subject property is surrounded by a mix of uses and building types:

- East Main Street - commercial, office, automotive repair, and industrial in 1 and 2 story buildings of varying age and design as well as a relatively new large scale, 7 story multifamily/multi-use development, the new Main & Clay Apartments, located at the opposite corner of E Main and S Clay from the subject site. That project incorporated facades and structures of historic buildings on site. That project is actually located in the Butchertown Preservation District and was approved thus, not as a project in the NULU District.
- S Shelby - commercial, office, and residential (including Quill's Coffee) in a historic firehouse building and historic 1 story, historic residential structures some of which have been converted to commercial use;
- Billy Goat Strut Alley - commercial, residential, and hotel including the relatively new 5 story AC Hotel, and the rear of several commercial uses in historic, 2 story commercial structures properties that face E Market as well as a historic industrial building that faces S Clay Street and will be part of the redevelopment of the subject property;
- S Clay – a 2 story historic industrial building containing Goodwood Brewing, and the historic St. John United Church of Christ complex.



### **The Subject Site**

The subject property is 2.46 acres and currently developed with a large industrial complex (previously known as Service Tanks). There are several industrial buildings on the parcel including five single-story metal/block buildings and a three-story brick building. Each building is attached to at least one other building. The metal buildings are industrial in design and purpose. While being single-story, the metal buildings have heights that are typical of two-story buildings.

The dominant building of the complex, located at the corner of E Main and S Shelby and spanning the majority of the E Main frontage of the site, is a large rectangular metal building. , The building is clad in metal, painted a distinctive light blue. The building's facades have little variation and no architectural details.

There is a 3 story, brick historic structure at the NW corner of the site at E Main & S Clay. This structure is characteristic of historic, corner commercial buildings in the district but has been modified over time and most recently used for offices. The building dates to the early 1880's. It has a hip roof and is brick on all four sides (with some of the brick painted). The building has a storefront element on its Main St façade (altered and enclosed) and several windows on each side (with the first-floor windows shuttered). The building is a Contributing Historic Structure in the District. In addition, the building has a painted sign on its eastern façade that is recognized as contributing to the character of the District.

East of the historic corner structure is a single-story building fronting E Main with an entrance facing the interior of the site. Previously a partially enclosed, covered carport attached to the brick building, the structure was enclosed at some point.

The remaining metal buildings on the site are primarily located between the largest building and Billy Goat Strut. The metal building fronting S Clay is similar in design and appearance to the main building, with the exception of its concrete base and brick that encompasses the lower third of the façade (which mimics the adjacent brick building). Two additional attached buildings front Billy Goat Strut and have metal and concrete block facades, with varying hip and gable roof types. Both are located directly on the alley and are industrial in appearance, with no windows (openings on one building have been sealed). While there is a garage door providing access to one of the buildings from Billy Goat Strut, all of the metal buildings appear to have been accessed primarily from the interior of the site when in use.

The buildings are surrounded by gravel, asphalt, and/or concrete paving. There are not any landscaped or grassy areas. South of the largest building, there is a large outdoor storage area. The storage area is graveled and has access to/from S Shelby. It is enclosed with a chain-link fence topped with barbwire. The site is higher than the surrounding grade at this southeast corner with a concrete retaining wall running along the alley.





**Service Tanks Building, from Intersection of E Main St & S Shelby St**  
Google

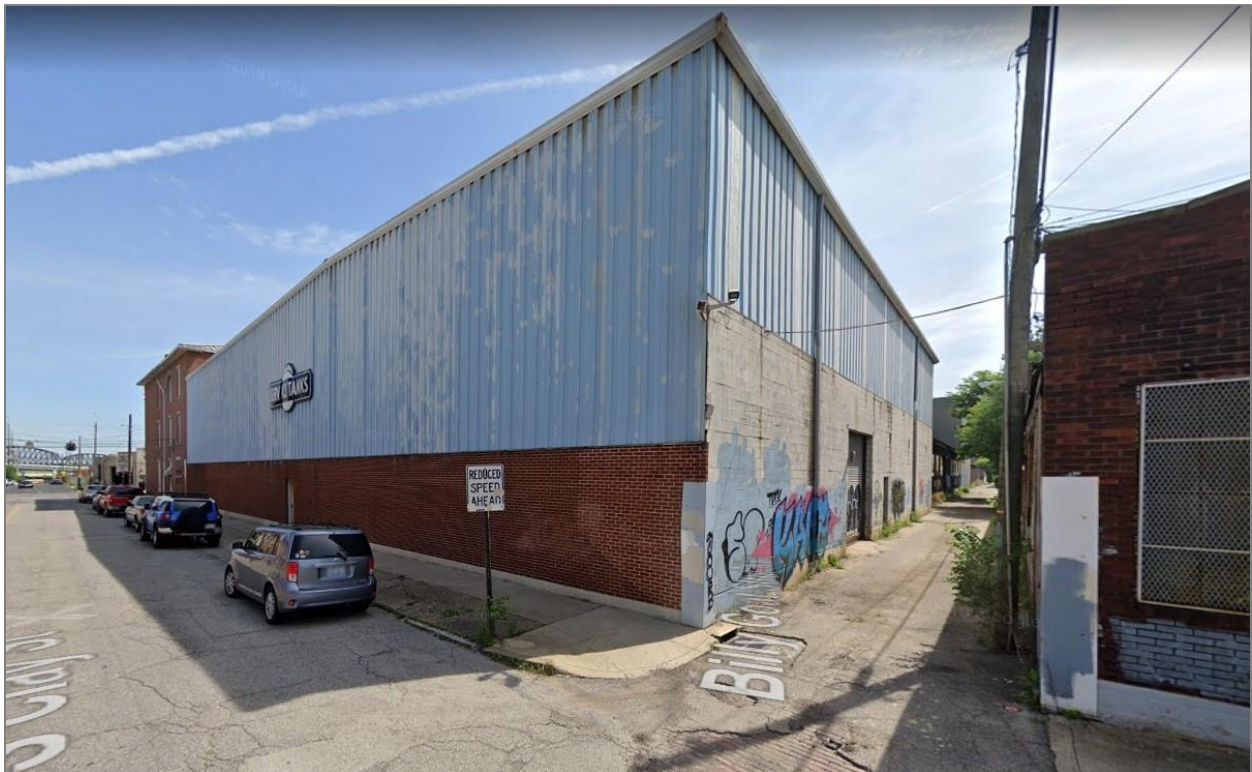


**Service Welding & Machine Co. Building, from Intersection of E Main St & S Clay St**  
Google





Rear of Service Tank Building, from Intersection of S Clay St & Billy Goat Strut Alley  
Google May



Service Tanks Building, from Intersection of S Clay St & Billy goat Strut Alley  
Google

## CONCLUSIONS

### *Demolition.*

To construct the new project as currently envisioned by the applicant/owner, all existing buildings at 700 E Main are to be demolished. The buildings vary in age and historic value.

The industrial buildings are not historic nor contributing to the character of the district. Their removal and replacement with new structures compliant with the Design Guidelines and their intent is recommended.

Metro Historic Preservation Officer Cynthia Elmore has identified the historic, corner commercial building as being potentially eligible for listing in the National Register of Historic Places and is a Contributing Historic Structure in terms of the District's Guidelines. Further, the Urban Design Administrator and Historic Preservation Officer conclude that the structure at the corner of E Main and S Clay retains significant value as an increasingly rare example of a turn of the century corner commercial structure in relatively good condition that contributes to the value and character of the District and can be reasonably renovated.

Although the Guidelines support and encourage adaptive renovation and reuse of the historic properties in the District, the same provisions and guidelines allow demolition of historically contributing structures if the Urban Design Administrator and Historic Preservation Officer are satisfied that:

1. The rehabilitation of the structure or construction of the new structure will have a greater economic impact on the area's vitality and appearance, and the rehab of the structure or construction of a new structure would not be possible or economically feasible without the demolition of the existing structure; or
2. The applicant cannot obtain a reasonable rate of return unless the existing building is demolished.

The current applicant has not yet provided information to these points that would support demolition at this time. The proposed project contains a variety of uses and space types that the building appears to have the potential to house, but more information and analysis is needed. It is possible, however, that further detailed information will be provided to this effect in Phase 2 submittal for the new project at which time this demolition can be reconsidered.

The Committee has previously approved the removal of the building as part of a previous application for a different project. However, that approval was contingent on the information and analysis provided by the previous applicant and the realization of the redevelopment concurrent with the demolition as approved by the Committee.

Separate from this Overlay review the demolition of this building will also be subject to the provisions in the Metro Wrecking Ordinance for "Historic Buildings" including 30 day notice of demolition, and redevelopment provisions.

### *Interim Treatment of the Site.*

Given the potential for an extended period of time from demolition to new construction, the Metro Ordinance establishing the Nulu Overlay District provides that the committee can consider interim treatments of a site in a phased development, reference LMCO 162.62.B4. Specifically: "If a development application involves a phased project, the Urban Design Administrator or the Committee, as authorized respectively under this subchapter may, as a condition of approval of a permit for the first phase or phases, require landscaping, fencing,

lighting and such other interim treatments as the Urban Design Administrator or the Committee may deem appropriate...” In addition to the potential for an extended period of time from Demolition to New Construction the site is quite large and it impacts 3 street frontages and many surrounding buildings. The potential impact on surrounding properties is significant. It is therefore recommended that the interim site condition be considered with respect to security fencing, possible murals or banners with graphics on the fencing, sufficient lighting for security, and ongoing maintenance for removal of possible rubbish and weed growth on the site and surrounding sidewalks.

#### *New Construction, Phase 2.*

The new development will be a mixed use project of a contemporary and modern design with internal structured parking, a significant and tall residential component on the S Shelby frontage, a commercially scaled ground floor “base” on all 3 frontages with commercial uses, and various streetscape improvements. The project will also include reuse and renovation of the structure at 121 S Clay Street. The review of the new proposal will be subject to all applicable Design Guidelines. It is anticipated by the applicant that this application will be submitted in about 6 months, as well applications for all other development plan approvals.

The ordinance establishing the Nulu Overlay (ref LMCO 162.67.C) also provides that committee may provide preliminary comment to an applicant on a project prior to formal application. As the applicant is providing conceptual images to the committee as information background for this Phase 1 application, the committee may use this opportunity to provide initial feedback relative to the Design Guidelines and their intent.

### **RECOMMENDATION**

The proposed changes generally comply with the applicable Design Guidelines for the NuLu Overlay Review District.

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

1. The Contributing Historic Structure at the corner of East Main and South Clay Streets shall not be demolished this phase. Its demolition may be reconsidered as part of the phase 2 review of the project when more detailed analysis of the structure and its potential, or lack thereof, for inclusion in the new development is possible.
2. The cleared site shall be considered as an interim stage in a phased project due to time from site clearing to new construction and the size and impact of the site on its neighbors. Interim treatments shall include
  - a. Secure and attractive fencing
  - b. Temporary murals or banners on the fencing or other temporary structures as opportunities for art, creative graphics, content related to Louisville and/or Nulu, etc. Banners related to the new development may be allowed but will be subject to related sign ordinances and requirements
  - c. Lighting necessary for security but not overpowering to neighbors
  - d. Ongoing maintenance of the site and surrounding frontage for possible rubbish and weed growth.

David Marchal, AIA  
Urban Design Administrator



## 7 Historic Preservation Guidelines

## Checklist

+ Meets Guidelines

NA Not applicable

- Does not meet Guidelines

TBD To be determined; insufficient Information

+/- Meets Guidelines with conditions as noted

Guideline	Finding	Comment
<b>HP1</b> Changes to the exterior of Contributing Historic Structures and other structures within the District that were constructed 65 years ago or longer and have not been significantly altered, shall be reviewed in accordance with the standards established for Contributing Historic Structures by the United States Secretary of the Interior. However, the Director of the Department of Planning and Design or the NuLu Review Overlay Committee may relax these standards in the interest of accomplishing the intentions of these Guidelines.	-	The building at the corner of E Main and S Clay is proposed to be demolished. Compliance with HP2 could support flexibility in application of HP1 but such information is not yet available.
<b>HP2</b> The design of new or substantially remodeled structures that are adjacent to Contributing Historic Structures should be compatible with them and should incorporate similar design details or references where appropriate.	TBD	. This information should be provided as part of this application, or in the Phase 2 application where demolition can be reconsidered
<b>HP3</b> No application to demolish any contributing historical structure or structure built 65 years ago or longer 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 area'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 65 years ago or longer is demolished in accordance with the application.	-	This guideline is applied to the corner building at E Main and S Clay. It is a Contributing Historical Structure in the District and is proposed to be demolished.  Information has not yet been provided to demonstrate compliance with this Guideline. It is possible that this can be provided and re-evaluated in the Phase 2 review.