

ITEM: PUPL-000501-2024 and SRU-000528-2024 – Delo Boom Mixed-Use Development

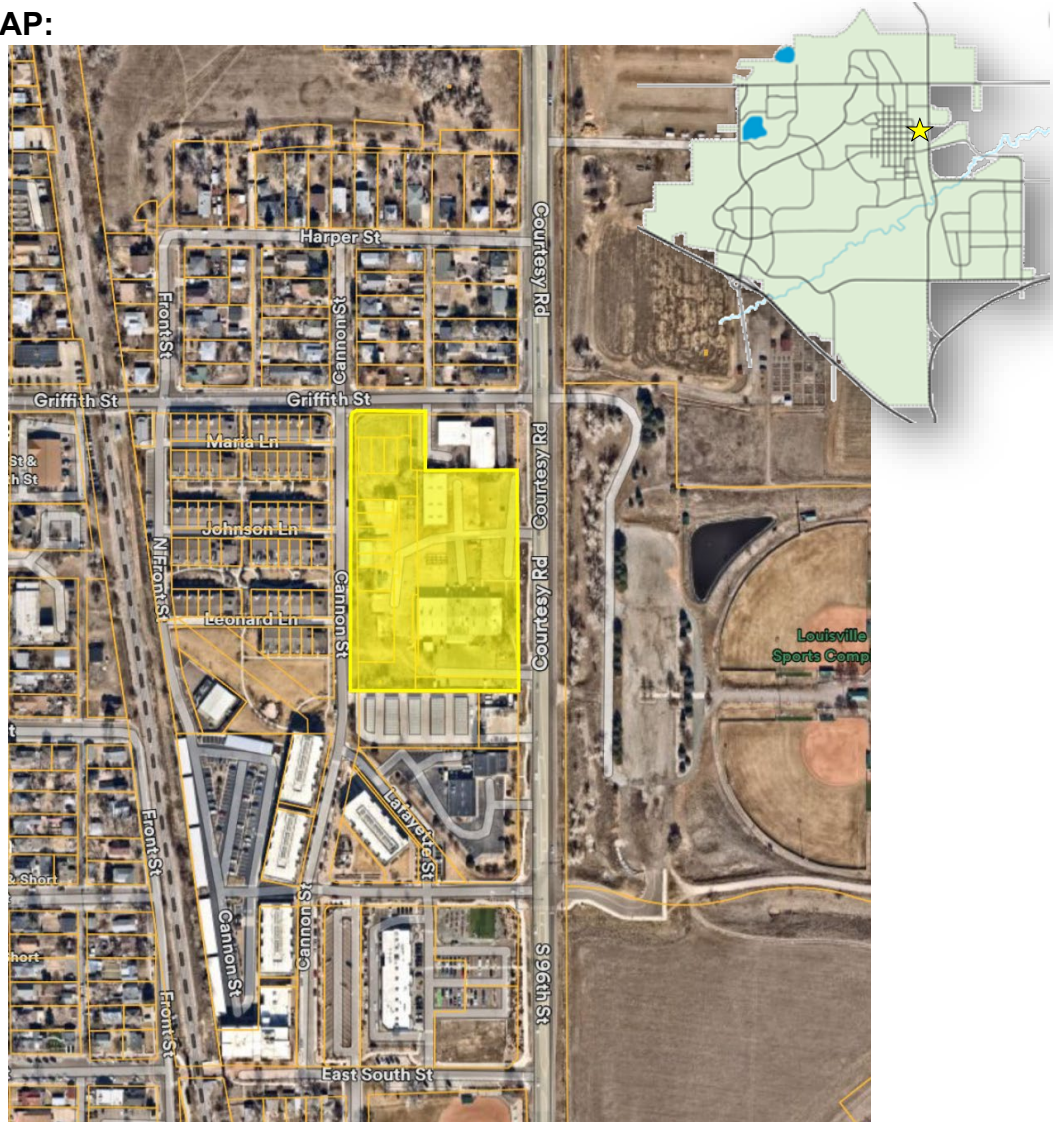
LOCATION: 1326 – 1398 Cannon Street and 1307 Courtesy Road

PLANNER: Matt Post, AICP, Senior Planner

APPLICANT: Stayble – Real Estate Development

REQUEST: Approval of Resolution 10, Series 2026 Recommending to the Planning Commission Approval of a Final Planned Unit Development (PUD), a Final Plat, and a Special Review Use (SRU) to allow a 135-unit mixed-use development on 4.38 acres.

VICINITY MAP:



APPLICATION SUMMARY:

The applicant, Stayble Real Estate Development, requests approval of a Planned Unit Development (PUD), Final Plat, and Special Review Use (SRU) to allow for the development of a 4.38-acre site in the Mixed Use Residential (MU-R) zone district. The proposal includes 135 dwelling units distributed amongst attached townhouses and multifamily apartments with ground-floor retail / commercial space in the multifamily building.

BACKGROUND / PRIOR DISCUSSIONS:

The property is in the Highway 42 Revitalization Area. In 2003, the City adopted the [Highway 42 Revitalization Area Framework Plan](#) and the [Highway 42 Revitalization Area Comprehensive Plan Amendment](#). To implement these adopted plans, the city created a [Mixed Use Overlay District \(Sec. 17.14 of the LMC\)](#) and the [Mixed Use Development Design Standards and Guidelines \(MUDDSG\)](#) in 2007, which govern development of properties within the Mixed-Use district.

The subject property is located in the Highway 42 Urban Renewal Area. The city and the city's Urban Renewal Authority have adopted an [Urban Renewal Plan](#) that is intended to: *reduce, eliminate and prevent the spread of blight... to stimulate growth and reinvestment...* and *promote local objectives with respect to appropriate land uses* in the Urban Renewal Area (Sec. 1.3).

In 2015, the City approved Ordinance No. 1704, Series 2015, rezoning the eastern 2.47 acres from Industrial (I) to Commercial Community Mixed Use (CC-MU) and the western 1.91 acres to MU-R.

In 2016, the City approved a Final PUD and Final Plat for DeLo Lofts, consisting of a three-story apartment building with 33 dwelling units and two live/work buildings containing eight units. The City granted a one-year extension in 2020; however, the PUD was never executed and has since expired.

In 2022, the applicant submitted a revised PUD, known as DeLo West, proposing two apartment buildings containing 66 dwelling units and a 1,575-sf commercial building. The proposal requested a waiver to exceed the maximum residential density. Although recommended for approval by the Planning Commission, the City Council denied the application.

In 2023, the City approved rezoning the remaining 2.47-acre CC-MU portion of the property (Lot 10, Block 1 and Outlot 1 of the DeLo Lofts Final Plat) to MU-R, resulting in the current zoning.

In 2024, the applicant presented a Concept Plan to the City Council. The Council generally expressed support for the proposal with on-site affordable units and directed the applicant to proceed through the PUD and Final Plat review process.

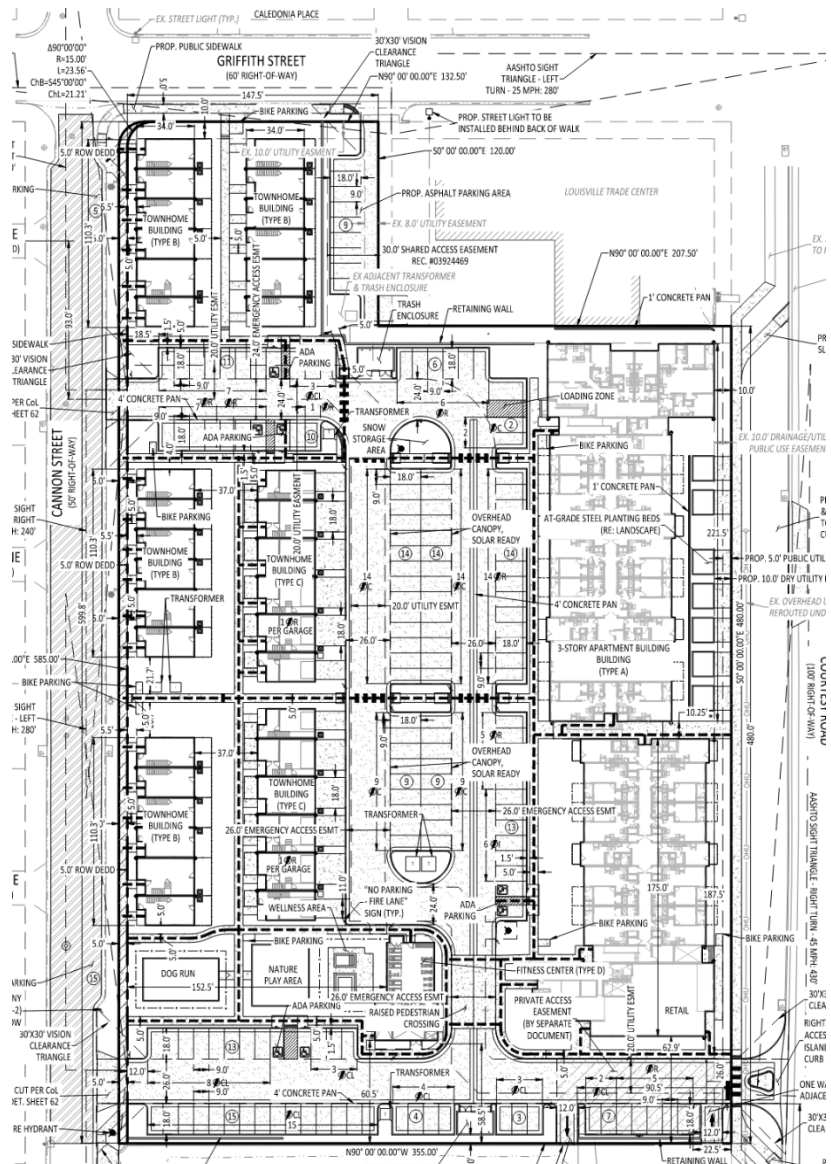
DEVELOPMENT PROPOSAL:

The proposed Final PUD (Attachment C) and Final Plat (Attachment D) provide for development of the 4.38-acre site with approximately 2,100 sf of ground-floor commercial space and 135 for-rent dwelling units, consisting of 99 apartment units within a three-story mixed-use building and 36 townhome units in two- and three-story buildings.

The application includes two SRUs to allow ground-floor multifamily units within the MU-R zone district and a mixed-use building with a ground-floor footprint of approximately 30,563 square feet, exceeding the 10,000-square-foot maximum permitted by the zone district. The application also requests waivers from the MUDDSG and LMC related to building height, building length, building coverage, frontage, density, block length, and ground-floor transparency. These requests are analyzed later in this report.

The mixed-use building fronts Highway 42 and includes ground-floor commercial space, a pedestrian plaza, and a central pedestrian connection into the site. Two-story townhomes are located along the north and west perimeter and are arranged so that the units provide an appropriate transition to adjacent residential development.

The site is served by three access points, two from Cannon Street and one from Highway 42. Although LMC Chapter 17.20 does not require off-street parking for the proposed residential uses, the applicant proposes 193 parking spaces, including garages, surface parking, and on-street parking along Cannon Street. The development also provides the required electric vehicle charging infrastructure and 20 bicycle parking spaces.



Site Plan

Resident amenities include a fitness center, wellness area, playground, dog run, and pedestrian plaza. Approximately 7,415 sf of solar canopies are proposed over a portion of the parking area. Landscaping covers approximately 24% of the site, exceeding the 10% minimum required by the MUDDSG, and includes 79 trees, approximately 1,400 shrubs, and limited areas of functional hybrid turf.

The Final Plat creates one lot for the proposed development and establishes the utility, emergency access, and private access easements necessary to serve the site, including continued access to 1219 Courtesy Road (Old Style Sausage). The applicant will enter into a Subdivision Improvement Agreement for the required public improvements.

The proposed Final Plat does not include a public land dedication or fee in lieu of dedication. LMC Section 16.16.060 requires subdivisions to dedicate land for park, school, or other public purposes or, as determined by the City Council, provide a fee in lieu of dedication. The proposed Final Plat does not include a public land dedication or fee in lieu of dedication. The applicant notes that neither was required as part of the property's 2016 replat. Because the Code authorizes the City Council to determine whether a fee in lieu of dedication is appropriate, that determination is reserved for City Council as part of its consideration of the Final Plat.

ANALYSIS:

Development of the site is regulated by the Mixed Use Development Design Standards and Guidelines (MUDDSG) and Chapter 16 and 17 of the Louisville Municipal Code (LMC). The following analysis evaluates the proposal for compliance with these standards.

Final Plat

The application includes a Final Plat creating one lot for the proposed development and establishing the utility, emergency access, and private access easements necessary to serve the site. LMC Section 16.12.075 establishes the following review criteria.

1. *Whether the plat conforms to all of the requirements of Title 16 (Subdivisions);*
 - The Final Plat conforms to the applicable requirements of LMC Title 16.
2. *Whether approval of the plat will be consistent with the city's comprehensive plan, applicable zoning requirements, and other applicable federal, state and city laws;*
 - The application is consistent with the Louisville Comprehensive Plan, and with waivers, applicable zoning requirements. The property is located within the Neighborhood Center Placetype and Downtown Opportunity Area, which encourage compact, walkable, mixed-use development. The proposed plat, together with the Final PUD, establishes an urban block and street framework that supports these objectives and facilitates redevelopment of the site.

3. *Whether the proposed subdivision will promote the purposes set forth in Section 16.04.020 of this Code and comply with the standards set forth in Chapter 16.16 of this Code and this title.*

- Staff finds the proposed subdivision generally complies with the applicable standards of Title 16. The proposed plat establishes the easements necessary to serve the development and provides for orderly redevelopment of the site. As discussed above, the question of whether a fee in lieu of public land dedication should be required is reserved for City Council pursuant to LMC Section 16.16.060.

Public Land Dedication

LMC Section 16.16.060 requires subdivisions to dedicate land for park, school, or other public purposes or, as determined by the City Council, provide a fee in lieu of dedication. The code requires dedication of 12% of the land area for nonresidential subdivisions and 15% for residential subdivisions unless satisfactory dedication arrangements were previously approved as part of an annexation or prior subdivision.

The proposed Final Plat does not include a public land dedication or fee in lieu of dedication. LMC Section 16.16.060 generally requires subdivisions to dedicate land for park, school, or other public purposes or, as determined by the City Council, provide a fee in lieu of dedication. The applicant notes that neither a land dedication nor a fee in lieu was required in conjunction with the property's 2016 replat. Consistent with the Code, the determination of whether a fee in lieu of dedication is appropriate is reserved to the City Council as part of its action on the Final Plat.

Final PUD Analysis

The site design is governed by LMC Chapters 17.14 and 17.28, the MUDDSG, and the City's adopted plans.

Louisville Municipal Code (LMC) Chapter 17

LMC Chapter 17 establishes the permitted uses and applicable dimensional standards for development within the MU-R zone district. With approval of the requested SRUs, the proposal complies with the applicable use standards. Several dimensional standards require waivers, which are discussed below.

The MU-R zone district permits residential densities between 12 and 20 DU/acre. Density is calculated using the methodology established in the LMC, which includes portions of adjacent public rights-of-way. Using this methodology, the proposed development has a density of 25.74 DU/acre, requiring consideration of a waiver.

The LMC requires building heights between 35 and 45 feet. The applicant requests waivers to permit a minimum building height of 29 feet 6 inches for perimeter townhomes and a maximum building height of 48 feet 11 inches for portions of the mixed-use building adjacent to Highway 42. These requests are further analyzed below.

The MU-R zone district requires a minimum building coverage of 40% and at least 70% building frontage within the required street-adjacent setback. The proposal provides 29.92% building coverage and approximately 55.8% frontage occupancy, requiring additional waivers discussed below.

Mixed Use Design Standards and Guidelines (MUDDSG)

The MUDDSG apply to the design and development of this site, establishing requirements for street and block design, vehicle and pedestrian circulation, site planning, parking, open space, landscaping, and building design. The MUDDSG are intended to ensure that new development within the MU-R district contributes to a connected, multimodal, and high-quality built environment.

MUDDSG 1. Street and Block Design Standards:

Staff finds the proposed street layout is generally consistent with the intent of the MUDDSG. The development provides an interconnected circulation system with multiple access points that support vehicle, bicycle, and pedestrian connectivity. A proposed 460-foot block length exceeds the 300- to 400-foot standard and requires a waiver. As discussed below, staff finds the requested waiver is appropriate because the overall street network remains consistent with the intent of the MUDDSG.

MUDDSG 2. Vehicle Access, Circulation, and Connections:

Staff finds the proposal satisfies the applicable vehicle circulation standards. The site is served by the existing public street network, provides interconnected internal circulation, and accommodates emergency and service access.

MUDDSG 3. Site Planning:

Staff finds the proposed site layout is consistent with the MUDDSG. The mixed-use building fronts Highway 42, while the townhomes front Cannon and Griffith Streets with primary entrances oriented toward public streets and pedestrian spaces. Collectively, the buildings reinforce the public streetscape and support a pedestrian-oriented development pattern.

MUDDSG 4. Off-Street Parking and Loading:

Although LMC Chapter 17.20 no longer requires off-street parking for multifamily residential uses, the applicant proposes 193 parking spaces, including garages, surface parking, and on-street parking. Parking is internal to the site, setback from street frontages where practical, and screened from public view.

MUDDSG 5. Pedestrian and Bicycle Circulation:

Staff finds the proposal satisfies the applicable pedestrian and bicycle standards. Sidewalks provide direct connections between buildings, parking areas, amenities, and the public sidewalk system. Bicycle parking is provided consistent with the MUDDSG.

MUDDSG 6. Open Space and On-Site Amenities:

Staff finds the proposal satisfies the applicable open space and amenity standards. The site includes a pedestrian plaza, fitness center, wellness area, playground, and dog run

connected by the internal pedestrian network. These amenities provide functional gathering and recreation areas for residents.

MUDDSG 7. Landscaping and Buffers:

Staff finds the proposal satisfies the applicable landscaping and buffer standards. The landscape plan provides perimeter buffers, parking lot landscaping, and building-site landscaping using a variety of trees, shrubs, groundcover, and low-water plant materials. Parking areas are screened from adjacent streets and integrated with landscaped islands and medians.

MUDDSG 8. Residential Protection and Transitional Standards:

Staff finds the proposal satisfies the applicable residential transition standards adjacent to the R-M zone district across Griffith Street. Buildings meet the required street setback, and building heights within 50 feet of the Griffith Street right-of-way do not exceed the 35-foot transition height established by the MUDDSG.

MUDDSG 9. Architectural and Building Design:

Staff finds the proposed mixed-use building and townhomes satisfy the applicable architectural and building design standards, subject to the requested ground-floor transparency waiver.



Two-story townhomes



Three-story townhome

The mixed-use building incorporates variations in façade articulation, materials, colors, and textures to reduce its perceived scale. Primary materials include brick veneer and horizontal and vertical siding. Entrances along Highway 42 are emphasized through projections and canopies, and publicly visible façades use a consistent palette of materials and detailing.



The townhomes incorporate brick veneer and horizontal and vertical siding, with variations in materials, colors, building form, and patio orientation among building clusters.

The MUDDSG requires at least 35% of street-facing ground-floor façades in the MU-R zone district to consist of entrances, windows, or vehicle entry drives, measured floor plate to floor plate. The proposal provides 28.5% transparency and requires a waiver, further analyzed below.

MUDDSG 10. Multi-Family Residential Site and Building Design:

Staff finds the proposed multifamily building satisfies the applicable site and building design standards, subject to the requested building-length waiver. The building includes variations in wall planes, materials, balconies, and roof forms that provide façade articulation and reduce its perceived scale. Publicly visible façades incorporate a consistent level of architectural detailing and materials.

The MUDDSG limits building length to 200 feet. The proposed mixed-use building is approximately 406 feet long and requires a waiver, further analyzed below.

Inclusionary Housing

The applicant intends to satisfy LMC Chapter 17.76 through payment of a fee in lieu, subject to City Council approval. Based on the current fee of \$4.72 per square foot of for-rent residential floor area and 113,482 square feet of proposed residential floor area, the estimated fee is \$535,635.04.

Comprehensive Plan (2026)

The Louisville Comprehensive Plan designates the property as Neighborhood Center Placetype and within the Downtown Opportunity Area. The Neighborhood Center Placetype supports compact, walkable, mixed-use development with a range of housing types, neighborhood-serving commercial uses, high-quality public spaces, and pedestrian-oriented design. It contemplates residential densities of 18 to 30 DU/acre and buildings up to three stories, with appropriate transitions to adjacent residential development.

The proposal provides a density of 25.74 DU/acre and buildings ranging from two to three stories. Buildings are oriented toward public streets, with primary entrances facing Highway 42, Cannon Street, Griffith Street, or internal pedestrian spaces. The project also includes new sidewalks along Highway 42 and Cannon Street, internal pedestrian connections, and a pedestrian plaza adjacent to Highway 42.

The proposal is consistent with the following Land Use and Development goals and strategies and Downtown Opportunity Area goals:

Goal LU 1. Increase Residential Development Opportunities

- LU 1.1. Prioritize the use of vacant and underutilized land for new housing, particularly in areas with access to transit, services, and existing infrastructure.
- LU 1.2. Encourage context-sensitive infill housing in appropriate locations to efficiently use land and expand the variety of available homes.
- LU 1.3. Support the redevelopment of underperforming or aging commercial properties into residential or mixed-use projects where compatible with surrounding development.
- LU 1.5. Support housing types and locations that advance social equity by expanding access to affordable, accessible, and diverse homes for households with a range of needs and incomes

Goal LU 3. Diversify Louisville's Housing Stock

- LU 3.1. Update zoning standards to support development of smaller homes, townhomes, duplexes, apartments, condominiums, and senior housing in more places.
- LU 3.2. Support family-friendly housing for households with children, including multiple bedrooms, nearby parks and schools, and safe access to transportation.

- LU 3.3. Require or encourage a mix of housing types, sizes, and price points within larger residential or mixed-use projects to foster inclusive, mixed-income communities

Goal LU 4. Enhance Neighborhood Livability

- LU 4.1. Improve neighborhood connections to schools, parks, commercial areas, and community destinations by expanding safe, accessible sidewalks, crosswalks, and bicycle facilities.
- LU 4.4. Ensure that any new development next to low-density residential areas is compatible in scale and character by limiting building heights and providing appropriate landscaping, buffering, and screening.

The proposal redevelops an underutilized property within the Highway Revitalization 42 Area and the MU-R Zone District with new infill housing adjacent to existing residential developments of similar density. The site is also located in close proximity to an anticipated passenger rail station, supporting expanded access to transit services. The project includes a variety of housing types in the form of townhomes and apartments with a range of unit sizes and bedroom counts, providing diverse housing options that can accommodate households of varying sizes and incomes. Site improvements include new pedestrian and bicycle connections through and adjacent to the property, enhancing connectivity to the surrounding neighborhood and multimodal transportation network.

Goal LU 7. Downtown Opportunity Area

- LU 7.2. Encourage active ground-floor uses—such as shops, restaurants, cultural spaces, and community-oriented businesses—to create a lively, pedestrian-oriented environment throughout the day and evening.
- LU 7.4. Support mixed-use buildings with housing above ground-floor commercial uses to increase downtown’s residential base, strengthen local businesses, and foster a more active street life.

The site will include 2,100 square-feet of ground floor commercial on a prominent building corner, with housing above and adjacent, while outdoor amenity and plaza spaces to support community interaction and gathering spaces.

Housing Plan

The proposal is consistent with the Louisville Housing Plan, adopted in May 2024. The Housing Plan seeks to increase residential development opportunities, expand access to affordable housing, and diversify the housing stock through mixed-use and mixed-income neighborhoods that serve a range of household sizes, incomes, and demographics (p. 26).

Relevant strategies and findings include:

- *Action 3.2 Expand Allowances for More Housing Types:* This action calls for expanding allowances for multifamily housing in and considering stand-alone residential development in appropriate areas (p. 46–47).

- The Housing Needs Assessment (included as an addendum to housing plan) indicates a need to prioritize diversifying the City's housing stock to adequately meet the needs of future residents (p. 2).

The proposal advances these goals by redeveloping an underutilized infill site with townhomes, apartments, and ground-floor commercial space. It expands the range of available housing types and provides access to existing infrastructure, services, and multimodal transportation.

Transportation Master Plan

The Transportation Master Plan (TMP), adopted in 2019, establishes a framework for a safe, efficient, and multimodal transportation system. The proposal advances the following TMP goals:

- **Efficient and safe transportation systems:** The project provides additional vehicle, bicycle, and pedestrian connections.
- **A cohesive and layered network for walking, bicycling, and driving:** The project connects to the surrounding transportation network and accommodates multiple modes.
- **Complete streets that enhance livability:** Improvements along Cannon Street and Highway 42 will support vehicle, bicycle, and pedestrian travel.

Staff finds the proposal consistent with the City's adopted policy framework, including the Comprehensive Plan, Housing Plan, and Transportation Master Plan. Collectively, these plans support connected, multimodal, mixed-use development and expanded housing opportunities.

PUD Waiver Compliance

Section 17.28.110 of the LMC sets forth the PUD waiver process and criteria. The applicant requests zoning waivers from the MU-R yard and bulk requirements and MUDDSG design standards as set forth below.

Standard	Code	Required	Proposed
Max. Density	LMC Sec. 17.14.060	20 DU/acre	25.74 DU/acre
Max. Building Height	LMC Sec. 17.14.060	45 feet	48 feet 11 inches
Min. Building Height	LMC Sec. 17.14.060	35 feet	29 feet 6 inches
Min. Building Coverage	LMC Sec. 17.14.060	40%	29.92%
Min. Building Frontage	LMC Sec. 17.14.060	70%	55.8%
Max. Building Length	MUDDSG 10.2.C.2	200 linear feet	460 linear feet
Max. Block Length	MUDDSG 1.3.B.1	300 – 400 feet	430 feet
Ground Floor Transparency	MUDDSG 9.3.B.1	35%	28.4%

Density

The MU-R zone district permits residential densities between 12 and 20 DU/acre. The proposed development has a density of 25.74 DU/acre, requiring a waiver.

Staff finds the requested waiver is consistent with the intent of the MU-R zone district because the proposed density is consistent with the Comprehensive Plan Neighborhood Center Placetype, which contemplates residential densities between 18 and 30 DU/acre. The project also advances the Comprehensive Plan and Housing Plan by providing a mix of housing types on an underutilized infill site served by existing infrastructure and multimodal transportation.

Minimum and Maximum Building Height

The MU-R zone district requires buildings to be a minimum of 35 feet and two stories and a maximum of 45 feet and three stories.

The applicant requests a waiver from the minimum height requirement to allow the proposed two-story townhomes along Cannon and Griffith Streets to be as low as 29 feet 6 inches. The existing DELO Townhomes immediately west of the site have a maximum height of approximately 33 feet 6 inches. Staff finds the requested waiver is consistent with the intent of the MU-R zone district because the reduced building height provides an appropriate transition to the adjacent residential neighborhood while maintaining the required two-story building form.



Height waiver exhibit

The applicant also requests a waiver from the maximum height requirement to allow portions of the mixed-use building adjacent to Highway 42 to reach a maximum height of 48 feet 11 inches. The additional height is limited to architectural roof elements associated with the proposed asymmetrical roof design and does not increase the

number of stories or the occupied floor area of the building. The existing DELO Apartments and mixed-use building immediately southwest of the site reaches 45 feet in height, providing context for the proposed building along the Highway 42 corridor. The proposed development also transitions to lower two-story townhomes along the western and northern edges of the site, providing an appropriate transition to adjacent residential development. Staff finds the requested waiver is consistent with the intent of the MU-R zone district because the increase in height accommodates the building's architectural design, facilitates roofline variation that reduces the perceived mass of the structure, and maintains compatibility with the surrounding development while reinforcing the mixed-use character envisioned for the Highway 42 corridor.



Existing Delo Apartments Height Exhibit

Minimum Building Coverage

The MU-R zone district requires a minimum building coverage of 40%. The proposal provides 29.92%, requiring a waiver.

Staff finds the requested waiver is consistent with the intent of the MU-R zone district because the proposed building placement maintains a pedestrian-oriented streetscape while allowing additional landscaping, open space, and on-site parking. Landscaping covers approximately 24% of the site, exceeding the 10% minimum required by the MUDDSG. Overall, the proposal remains consistent with the urban design objectives of the MU-R zone district.

Minimum Building Frontage

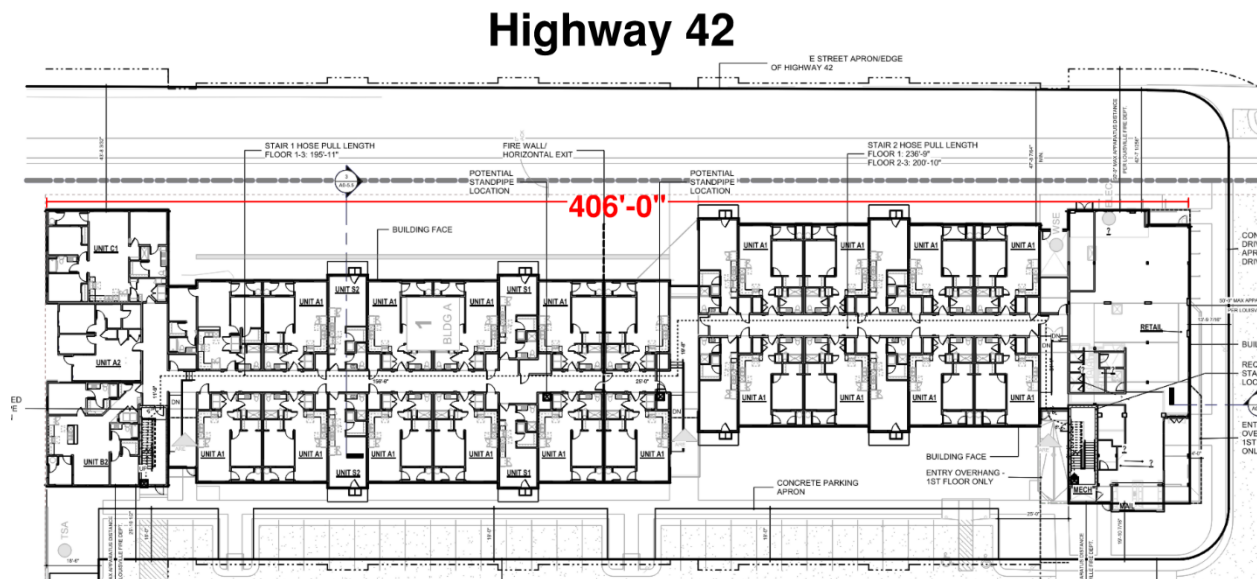
The MU-R zone district requires buildings or walls to occupy at least 70% of street frontage within the required setback. The proposal provides approximately 55.8%, requiring a waiver.

Staff finds the requested waiver is consistent with the intent of the MU-R zone district because the reduced frontage accommodates necessary site access while maintaining a strong street presence along Highway 42, Cannon Street, and Griffith Street. The overall site design remains consistent with the pedestrian-oriented intent of the MU-R zone district.

Maximum Building Length

The MUDDSG limits building length to 200 feet. The proposed mixed-use building is approximately 406 feet long, requiring a waiver.

Staff finds the requested waiver is consistent with the intent of the MU-R zone district because the mixed-use building is located along the Highway 42 frontage, reinforcing the urban, pedestrian-oriented street edge envisioned for the corridor. Dividing the building into multiple structures would likely require additional internal drive aisles or parking areas between buildings, reducing the continuity of the street frontage and weakening the pedestrian environment. Although proposed as a single building, the design incorporates architectural articulation, including a 189-foot recessed section, varied roof forms, changes in materials, balconies, and a centrally located pedestrian plaza that visually break the building into distinct components and reduce the perception of a continuous building mass. The mixed-use building is concentrated along the Highway 42 frontage, while the lower-scale townhomes are located along Cannon and Griffith Streets to provide an appropriate transition to adjacent residential development. Collectively, these design elements satisfy the underlying intent of the building length standard while advancing the urban mixed-use character envisioned by the MU-R zone district.



Building length exhibit, depicting articulation

Maximum Block Length

The MUDDSG limits block lengths to between 300 and 400 feet. The proposed 460-foot block length requires a waiver.

Staff finds the requested waiver is consistent with the intent of the MU-R zone district because the mixed-use building is located along the Highway 42 frontage, reinforcing the urban, pedestrian-oriented street edge envisioned for the corridor. Dividing the

building into multiple structures would likely require additional internal drive aisles or parking areas between buildings, reducing the continuity of the street frontage and weakening the pedestrian environment. Although proposed as a single building, the design incorporates substantial architectural articulation, including a 189-foot recessed section, varied roof forms, changes in materials, balconies, and a centrally located pedestrian plaza that visually break the building into distinct components and reduce the perception of a continuous building mass. The mixed-use building is concentrated along the Highway 42 frontage, while the lower-scale townhomes are located along Cannon and Griffith Streets to provide an appropriate transition to adjacent residential development. Collectively, these design elements satisfy the underlying intent of the building length standard while advancing the urban mixed-use character envisioned by the MU-R zone district.



Rendering view from southeast

Ground Floor Transparency

The MUDDSG requires at least 35% transparency along street-facing ground-floor façades. The proposal provides 28.5%, requiring a waiver.

Staff finds the requested waiver is consistent with the intent of the MU-R zone district because the reduced transparency reflects the residential character of the ground floor while maintaining resident privacy. The commercial tenant space incorporates storefront glazing, and when measured using the more typical urban design standard between 2 and 10 feet above grade, the Highway 42 façade achieves approximately 35% transparency



Transparency exhibit waiver request



Street-facing townhome transparency

Collectively, the requested waivers have been evaluated for consistency with the intent of the MU-R zone district, the MUDDSG, and the Comprehensive Plan. As outlined above, the proposed design provides alternative design solutions that satisfy the underlying purpose of the applicable standards and achieving the desired urban form. Should the Planning Commission determine that the requested waivers are appropriate, staff is prepared to recommend approval of the application.

Special Review Use (SRU) Analysis

Pursuant to LMC Chapter 17.40, ground-floor multifamily residential uses and buildings with a footprint exceeding 10,000 square feet require Special Review Use (SRU) approval within the MU-R zone district. The proposed development includes ground-floor multifamily residential units and a mixed-use building with a ground-floor footprint of approximately 30,563 square feet, requiring approval of both SRUs.

SRUs shall be reviewed against the criteria listed in LMC Sec. 17.40.100 to determine whether the proposed use is compatible with the surrounding area and if any conditions on the use may be appropriate. Staff's analysis of the SRU review criteria is provided below.

1. That the proposed use/development is consistent in all respects with the spirit and intent of the comprehensive plan and of this chapter, and that it would not be contrary to the general welfare and economic prosperity of the city or the immediate neighborhood;

*The property is designated Neighborhood Center within the 2026 Comprehensive Plan and is located within the Downtown Opportunity Area. The Neighborhood Center Placetype envisions compact, walkable neighborhoods with multifamily housing, mixed-use development, and neighborhood-serving commercial uses at densities of 18 to 30 dwelling units per acre. The proposed mixed-use development, including ground-floor residential units and a larger-format mixed-use building, supports the Comprehensive Plan's goals of increasing housing diversity, encouraging infill redevelopment, and creating pedestrian-oriented activity centers. The proposal also advances the City's Housing Plan by providing a mix of housing types and price points in a location with multimodal access and proximity to future passenger rail. **Staff finds the proposal meets this criterion.***

2. That such use/development will lend economic stability, compatible with the character of any surrounding established areas;

*The proposed development redevelops an underutilized property with a mixed-use project that expands the City's housing inventory while incorporating neighborhood-serving commercial space. The combination of residential and commercial uses supports long-term economic vitality by increasing local population, supporting nearby businesses, and reinforcing planned investment along the Highway 42 corridor. The proposed building scale and mix of uses are consistent with the Neighborhood Center Placetype and compatible with the evolving character of the surrounding area. **Staff finds the proposal meets this criterion.***

3. That the use/development is adequate for internal efficiency of the proposal, considering the functions of residents, recreation, public access, safety and such factors including storm drainage facilities, sewage and water facilities, grades,

dust control and such other factors directly related to public health and convenience;

The site has been designed to efficiently accommodate the proposed residential and commercial uses through a network of internal pedestrian connections, vehicular circulation, bicycle facilities, landscaping, and open spaces. Public infrastructure, including water, sanitary sewer, and storm drainage, will be provided in accordance with City standards, and the development has been reviewed for adequate public services. The proposed building footprint supports an efficient site layout while maintaining appropriate access, parking, and open space consistent with the overall design objectives of the MU-R zone district.

Staff finds the proposal meets this criterion.

4. That external effects of the proposal are controlled, considering compatibility of land use; movement or congestion of traffic; services, including arrangement of signs and lighting devices as to prevent the occurrence of nuisances; landscaping and other similar features to prevent the littering or accumulation of trash, together with other factors deemed to effect public health, welfare, safety and convenience;

*The proposed mixed-use development is compatible with the surrounding land use pattern and has been designed to minimize external impacts through building orientation, architectural design, landscaping, and pedestrian-focused streetscape improvements. A Traffic Impact Study concluded that the adjacent roadway network will continue to operate within acceptable levels of service, and the development incorporates on-site parking and multiple access points to support safe circulation. Site lighting, signage, landscaping, and refuse facilities will comply with applicable City standards, ensuring that the development does not create adverse impacts to surrounding properties. **Staff finds the proposal meets this criterion.***

5. That an adequate amount and proper location of pedestrian walks, malls and landscaped spaces to prevent pedestrian use of vehicular ways and parking spaces and to separate pedestrian walks, malls and public transportation loading places from general vehicular circulation facilities.

*The development incorporates a comprehensive pedestrian circulation system that includes sidewalks along all street frontages, internal pedestrian connections, enhanced landscaping, and a publicly accessible plaza adjacent to Highway 42. Building placement reinforces the pedestrian environment by orienting structures toward the street and defining the public realm. Pedestrian routes are designed to minimize conflicts with vehicular circulation while supporting walkability throughout the site and connections to the surrounding transportation network. **Staff finds the proposal meets this criterion.***



Rendering view from northeast

Traffic Impact Study

A Traffic Impact Study (TIS; Attachment E)) prepared by Kimley-Horn evaluated the transportation impacts of the proposed development, which includes 36 townhomes, 99 multifamily dwelling units, and 4,000 square feet of retail space, though only 2,100 square feet of retail space is proposed. The study analyzed existing conditions, projected 2026 buildout conditions, and the 2045 planning horizon at five surrounding intersections and the proposed site access points. The development is projected to generate approximately 1,072 average weekday vehicle trips (p.18), including 62 AM peak-hour trips and 86 PM peak-hour trips.

The analysis determined that the surrounding roadway network is capable of accommodating traffic generated by the proposed development. The Griffith Street/Main Street, Griffith Street/Cannon Street, and Short Street/Cannon Street intersections are all projected to continue operating at acceptable levels of service through the 2045 planning horizon (p. 29-30).

The study identified the Griffith Street and SH-42 intersection as the only location requiring future improvements. While the intersection is projected to continue operating acceptably under 2026 conditions, it is anticipated to warrant signalization by 2045 due to projected regional traffic growth. However, the proposed development does not independently trigger the need for these improvements.(p. 31)

Based on the analysis, the Traffic Impact Study concludes that the proposed development can be successfully integrated into the existing and future transportation

network. Recommended improvements include installation of stop signs at the proposed Cannon Street access points.

Conclusion

Based on the analysis provided, staff finds the proposed Final PUD, Final Plat, and SRU are generally consistent with the applicable provisions of the Louisville Municipal Code, the Mixed Use Development Design Standards and Guidelines, the Louisville Comprehensive Plan, the Housing Plan, and the Transportation Master Plan. The requested waivers require the Planning Commission to determine whether the alternative design solutions satisfy the intent of the applicable standards. Based on the analysis above, staff recommends approval of the application, subject to the conditions below

PUBLIC COMMENTS:

Public comments received as of the publication of this report are provided as Attachment F.

STAFF RECOMMENDATION:

Approval of Resolution 10, Series 2026 Recommending to the Planning Commission Approval of a Final Planned Unit Development (PUD), a Final Plat, and a Special Review Use (SRU) to allow a 135-unit mixed-use development on 4.38 acres, subject to the following conditions:

1. Prior to City Council approval, the applicant shall address any remaining City staff technical review comments related to the Final PUD and SRU, and Final Plat that do not materially alter the development approved by the Planning Commission.
2. The Final PUD shall be revised to identify and depict the approved waiver from the minimum building height requirement
3. The Final PUD shall be revised to identify and depict the approved waiver from the maximum block length requirement.

ATTACHMENTS:

- A. Application Materials
- B. Resolution 10, Series 2026
- C. Final PUD
- D. Final Plat
- E. Traffic Impact Study
- F. Public Comment

Criteria 17.28.120 (A)	Finding	Narrative
1. An appropriate relationship to the surrounding area.	Compliant	The use and design are appropriate for the area. The site design is consistent with the intended development context of the MU-R zone district.
2. Circulation in terms of the internal street circulation system, designed for the type of traffic generated, safety, separation from living areas, convenience, access, and noise and exhaust control. Proper circulation in parking areas in terms of safety, convenience, separation and screening.	Compliant	The application provides for adequate and safe internal circulation. Three access points are proposed on the site, and parking areas are distributed in an appropriate manner, with ample pedestrian circulation and separation provided.
3. Consideration and provision for low and moderate-income housing	Compliant	The applicant proposes to satisfy the inclusionary housing requirement with a fee in lieu, and provides of a variety of unit types and sizes.
4. Functional open space in terms of optimum preservation of natural features, including trees and drainage areas, recreation, views, density relief and convenience of function	Compliant	The PUD complies with landscape and open space requirements of the MUDDSG.
5. Variety in terms of housing types, densities, facilities and open space	Compliant	A variety of housing types are proposed with a plaza and amenity areas.
6. Privacy in terms of the needs of individuals, families and neighbors	Compliant	The PUD complies with site planning provisions of the MUDDSG, and height transitions are included adjacent to existing residential.
7. Pedestrian and bicycle traffic in terms of safety, separation, convenience, access points of destination and attractiveness	Compliant	The PUD complies with pedestrian and bicycle requirements in the MUDDSG, ensuring adequate pedestrian and bicycle access.
8. Building types in terms of appropriateness to density, site relationship and bulk	Compliant	With waivers, the site meets density standards and is similar to surrounding development.

9. Building design in terms of orientation, spacing, materials, color, texture, storage, signs and lighting	Compliant	With waivers, The PUD complies with site planning and building height and massing requirements, of the MUDDSG, meeting architecture and material standards.
10. Landscaping of total site in terms of purpose, such as screening, ornamental types used, and materials used, if any; and maintenance, suitability and effect on the neighborhood	Compliant	The PUD complies with landscape requirements of the MUDDSG, ensuring adequate screening and landscape coverage, and is suitable for the area.
11. Compliance with all applicable development design standards and guidelines and all applicable regulations pertaining to matters of state interest, as specified in <u>chapter 17.32</u>	Compliant	With waivers, the PUD complies with all applicable development design standards and guidelines.
12. None of the standards for annexation specified in <u>chapter 16.32</u> have been violated	Not applicable	
13. Services including utilities, fire and police protection, and other such services are available or can be made available to adequately serve the development specified in the final development plan	Compliant	The Public Works Department and Louisville Fire District reviewed the PUD and it meets their requirements. Other key utility providers are available to serve the development.

Criteria 17.28.120 (B)	Finding	Narrative
1. Development shall be in accordance with the adopted elements of the comprehensive development plan of the city, and in accordance with any adopted development design standards and guidelines.	Compliant	The PUD complies with the Comprehensive Plan (2026), which designates the property as Neighborhood Center, which supports dense, walkable development near transit access.
2. No structures in a planned unit development shall encroach upon the floodplain. Existing bodies of water and existing stream courses shall not be channelized or altered in a planned unit development plan.	Compliant	The property is neither located in a floodplain nor are there any bodies of water in the area.

3. No occupied structure shall be located on ground showing severe subsidence potential without adequate design and study approved specifically by the city.	Compliant	There is no known subsidence on the property.
4. The proposal should utilize and preserve existing vegetation, land forms, waterways, and historical or archeological sites in the best manner possible. Steep slopes and important natural drainage systems shall not be disrupted. How the proposal meets this provision, including an inventory of how existing vegetation is included in the proposal, shall be set forth on the landscape plan submitted to the city.	Compliant	The PUD is appropriate for the context of the existing conditions of the property. A comprehensive landscape plan includes the establishment of low-water plants, and the addition of 79 trees. Drainage and grading plans have been approved by Public Works.
5. Visual relief and variety of visual sitings shall be located within a development in the overall site plan. Such relief shall be accomplished by building placements, shortened or interrupted street vistas, visual access to open space and other methods of design.	Compliant	The PUD complies with site planning requirements in the MUDDSG, ensuring proper building placement, vistas, and access to open space.
6. Open space within the project shall be located in such a manner as to facilitate pedestrian use and to create an area that is usable and accessible to residents of surrounding developments.	Compliant	The PUD complies with requirements in the MUDDSG, providing pedestrian amenity areas appropriate for the mixed-use district.
7. Street design should minimize through traffic passing residential units. Suggested standards with respect to paving widths, housing setbacks and landscaping are set forth in public works standards of the city and applicable development design standards and guidelines. The system of streets, including parking lots, shall aid the order and aesthetic quality of the development.	Compliant	The PUD complies with requirements in the MUDDSG, ensuring properly designed landscaping adjacent to public streets.

8. There shall exist an internal pedestrian circulation system separate from the vehicular system such that allows access to adjacent parcels as well as to parks, open space or recreation facilities within the development. Pedestrian links to trail systems of the city shall be provided.	Compliant	The PUD complies with bicycle and pedestrian requirements in the MUDDSG, ensuring adequate pedestrian and bicycle access.
9. The project and development should attempt to incorporate features which reduce the demand for water usage.	Compliant	The PUD proposes native landscaping and low-water plantings. Plant material has been grouped into similar water-requirement irrigation zones.
10. Landscape plans shall attempt to reduce heating and cooling demands of buildings through the selection and placement of landscape materials, paving, vegetation, earth forms, walls, fences, or other materials.	Compliant, with condition	The PUD complies with landscape requirements in the MUDDSG.
11. Proposed developments shall be buffered from collector and arterial streets. Such buffering may be accomplished by earthen berms, landscaping, leafing patterns, and other materials. Entrance islands defining traffic patterns along with landscaping shall be incorporated into entrances to developments.	Compliant	The PUD complies with the requirements of the MUDDSG and includes adequate landscaping and buffering from adjacent streets where required.
12. There shall be encouraged the siting of lot arrangement, building orientation and roof orientation in developments so as to obtain the maximum use of solar energy for heating.	Compliant	The PUD provides a structure oriented towards the south with an unshaded roof so that solar energy may be utilized in the future. Solar canopies are proposed on-site.
13. The overall PUD shall provide a variety of housing types.	Compliant	The PUD includes a variety of housing types.
14. Neighborhoods within a PUD shall provide a range of housing size.	Compliant	The PUD includes a range of housing sizes.

15. Architectural design of buildings shall be compatible in design with the contours of the site, compatible with surrounding designs and neighborhoods, shall promote harmonious transitions and scale in character in areas of different planned uses, and shall contribute to a mix of styles within the city.	Compliant	The PUD proposes architecture that is compatible in design with the contours of the site. This PUD meets applicable design standards and contributes to a mix of styles within the city.
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