

JOHN COOPER
MAYOR



METROPOLITAN GOVERNMENT OF NASHVILLE AND DAVIDSON COUNTY

Metropolitan Historic Zoning Commission
Sunnyside in Sevier Park
3000 Granny White Pike
Nashville, Tennessee 37204
Telephone: (615) 862-7970

STAFF RECOMMENDATION
201 N 11th Street (0 N 11th Street)
February 17, 2021

Application: New Construction—Infill
District: Lockeland Springs-East End Neighborhood Conservation Zoning Overlay
Council District: 06
Base Zoning: MUL-A
Map and Parcel Number: 08309008800
Applicant: Manley Seale, Architect
Project Lead: Sean Alexander, sean.alexander@nashville.gov

Description of Project: The applicant is proposing to construct a new mixed-use building, with a corner commercial component and a row of six attached townhouses. The building will address N 11th Street and Forrest Avenue, and both components of the building will have three-stories.

Recommendation Summary: Staff recommends disapproval of the proposed mixed-use development, finding that the height and scale of the project do not meet the sections II.B.1. and II.B.2 (Height and Scale) and II.B.5. (Roof Shape) the design guidelines for New Construction in the Lockeland Springs East-End Neighborhood Conservation Zoning Overlay. Additional information is needed to determine if the project meets sections II.B.4. (Materials) and II.B.9. (Appurtenances and Utilities).

Attachments
A: Site Plan
B: Floorplans
C: Elevations

Vicinity Map:



Aerial Map:



Applicable Design Guidelines:

II.B. New Construction

1. Height

New buildings must be constructed to the same number of stories and to a height which is compatible with the height of adjacent buildings.

The height of the foundation wall, porch roof, and main roofs should all be compatible with those of surrounding historic buildings.

2. Scale

The size of a new building and its mass in relation to open spaces; and its windows, doors, openings, and porches should be visually compatible with surrounding historic buildings.

Foundation lines should be visually distinct from the predominant exterior wall material. This is typically accomplished with a change in material.

3. Setback and Rhythm of Spacing

- a. Since construction in an historic district has usually taken place continuously from the late nineteenth and early twentieth centuries, a variety of building types and styles result which demonstrate the changes in building tastes and technology over the years. New buildings should continue this tradition while complementing and being compatible with other buildings in the area.

In Lockeland Springs-East End, historic buildings were constructed between 1880 and 1950. New buildings should be compatible with surrounding houses from this period.

- b. Reconstruction may be appropriate when it reproduces facades of a building which no longer exists and which was located in the historic district if: (1) the building would have contributed to the historical and architectural character of the area; (2) if it will be compatible in terms of style, height, scale, massing, and materials with the buildings immediately surrounding the lot on which the reproduction will be built; and (3) if it is accurately based on pictorial documentation.
- c. Because new buildings usually relate to an established pattern and rhythm of existing buildings, both on the same and opposite sides of a street, the dominance of that pattern and rhythm must be respected and not disrupted.
- d. New construction should be consistent with existing buildings along a street in terms of height, scale, setback, and rhythm; relationship of materials, texture, details, and color; roof shape; orientation; and proportion and rhythm of openings.

The setback from front and side yard property lines established by adjacent historic buildings must be maintained. When a definite rhythm along a street is established by uniform lot and building width, infill new buildings should maintain that rhythm.

The Commission has the ability to reduce building setbacks and extend height limitations of the required underlying base zoning for new construction, additions and accessory structures (ordinance no. 17.40.410).

Appropriate setback reductions will be determined based on:

- *The existing setback of the contributing primary buildings and accessory structures found in the immediate vicinity;*

- *Setbacks of like structures historically found on the site as determined by historic maps, site plans or photographs;*
- *Shape of lot;*
- *Alley access or lack thereof;*
- *Proximity of adjoining structures; and*
- *Property lines.*

Appropriate height limitations will be based on:

- *Heights of historic buildings in the immediate vicinity*
- *Existing or planned slope and grade*

Infill construction on the 1400 - 1600 blocks of Boscobel Street may have widths up to 40'.

4. Relationship of Materials, Textures, Details, and Material Colors

The relationship and use of materials, textures, details, and material color of a new building's public facades shall be visually compatible with and similar to those of adjacent buildings, or shall not contrast conspicuously.

T-1-11- type building panels, "permastone", E.F.I.S. and other artificial siding materials are generally not appropriate. However, pre-cast stone and cement fiberboard siding are approvable cladding materials for new construction; but pre-cast stone should be of a compatible color and texture to existing historic stone clad structures in the district; and cement fiberboard siding, when used for lapped siding, should be smooth and not stamped or embossed and have a maximum of a 5" reveal. The reveal for lap siding should not exceed 5". Larger reveals may be possible but should not exceed 8" and shall have mitered corners.

Shingle siding should exhibit a straight-line course pattern and exhibit a maximum exposure of seven inches (7").

Four inch (4") nominal corner boards are required at the face of each exposed corner.

Stud wall lumber and embossed wood grain are prohibited.

Belt courses or a change in materials from one story to another are often encouraged for large two-story buildings to break up the massing.

When different materials are used, it is most appropriate to have the change happen at floor lines.

Clapboard sided chimneys are generally not appropriate. Masonry or stucco is appropriate.

Texture and tooling of mortar on new construction should be similar to historic examples.

Asphalt shingle is an appropriate roof material for most buildings. Generally, roofing should not have strong simulated shadows in the granule colors which results in a rough, pitted appearance; faux shadow lines; strongly variegated colors; colors that are too light (e.g.: tan, white, light green); wavy or deep color/texture used to simulate split shake shingles or slate; excessive flared form in the shingle tabs; uneven or sculpted bottom edges that emphasize tab width or edges, unless matching the original roof.

Primary entrances should be 1/2 to full-light doors. Faux leaded glass is inappropriate.

Generally front doors should be 1/2 to full-light. Faux leaded glass is inappropriate.

5. Roof Shape

The roofs of new buildings shall be visually compatible, by not contrasting greatly, with the roof shape and orientation of surrounding buildings.

Roof pitches should be similar to the pitches found in the district. Historic roofs are generally between 6/12 and 12/12.

Roof pitches for porch roofs are typically less steep, approximately in the 3-4/12 range.

Generally, two-story residential buildings have hipped roofs.

Generally, dormers should be located on the roof. Wall dormers are not typical in the historic context and accentuate height so they should be used minimally and generally only on secondary facades. When they

are appropriate they should be no wider than the typical window openings and should not project beyond the main wall.

6. Orientation

The site orientation of new buildings shall be consistent with that of adjacent buildings and shall be visually compatible. Directional expression shall be compatible with surrounding buildings, whether that expression is vertical, horizontal, or non-directional.

Porches

New buildings should incorporate at least one front street-related porch that is accessible from the front street.

Side porches or porte cocheres may also be appropriate as a secondary entrance, but the primary entrance should address the front.

Front porches generally should be a minimum of 6' deep, have porch racks that are 1'-3' tall and have posts that include bases and capitals.

Parking areas and Driveways

Generally, curb cuts should not be added.

Where a new driveway is appropriate it should be two concrete strips with a central grassy median.

Shared driveways should be a single lane, not just two driveways next to each other. Sometimes this may be accomplished with a single lane curb cut that widens to a double lane deeper into the lot.

7. Proportion and Rhythm of Openings

The relationship of width to height of windows and doors, and the rhythm of solids (*walls*) to voids (*door and window openings*) in a new building shall be compatible, by not contrasting greatly, with surrounding *historic* buildings.

Window openings on the primary street-related or front façade of new construction should be representative of the window patterns of similarly massed historic structures within the district.

In most cases, every 8-13 horizontal feet of flat wall surface should have an opening (window or door) of at least 4 square feet. More leniencies can be given to minimally visible side or rear walls.

Double-hung windows should exhibit a height to width ratio of at least 2:1.

Windows on upper floors should not be taller than windows on the main floor since historically first floors have higher ceilings than upper floors and so windows were typically taller on the first floor.

Single-light sashes are appropriate for new construction. If using multi-light sashes, muntins should be fully simulated and bonded to the glass, and exhibit an interior bar, exterior bar, as well as a spacer between glass panes.

Four inch (nominal) casings are required around doors, windows and vents on non-masonry buildings.

Trim should be thick enough to extend beyond the clapboard. Double or triple windows should have a 4" to 6" mullion in between.

Brick molding is required around doors, windows and vents within masonry walls but is not appropriate on non-masonry buildings.

9. Appurtenances

Appurtenances related to new buildings, including driveways, sidewalks, lighting, fences, and walls, shall be visually compatible with the environment of the existing buildings and sites to which they relate.

Utilities

*Utility connections such as gas meters, electric meters, phone, cable, and HVAC condenser units should be located so as to minimize their visibility from the street.
Generally, utility connections should be placed no closer to the street than the mid point of the structure.
Power lines should be placed underground if they are carried from the street and not from the rear or an alley.*

Background: The lot on the northeast corner of the intersection of North 11th Street and Forrest Avenue (0 North 11th Street or 201 North 11th Street) is vacant.

The surrounding context along Forrest Avenue is composed of historic houses, several of which have housed commercial tenants for several years. There is an historic house to the left and a library across N 11th Street, and the context within a block to the North, South, and West has primarily commercial building forms.



Figure 1: 201 N 11th Street

Analysis and Findings: The applicant is proposing to construct a new mixed-use building, with a corner commercial component and a row of six attached townhouses. The building will address both streets, and both components of the building will have three-stories.

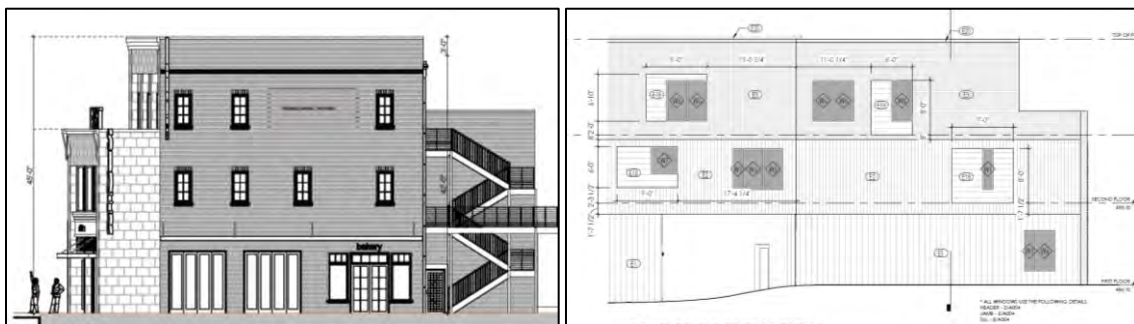
Height & Scale: The structure will have a two-story commercial form at the corner, twenty-six feet (26') tall from grade to the top of the parapet at the front, with a third story stepped back ten feet (10') from both street-facing facades, rising to a maximum height of thirty-five feet (35'). The façade along N 11th Street will be forty-three feet (43') wide, including an eight foot (8') wide vestibule at the left, stepped back five feet (5') from the primary wall. The commercial component will turn the corner with a façade extending eighteen feet (18') along Forrest Avenue.

Staff finds that the third story on the commercial form should step back from the left/north side where the building is adjacent to an historic building, in addition to stepping back from the two street-facing facades. Although the adjacent historic building has a two and one-half story form, it has a much deeper setback typical of historic houses. Additionally, staff finds that a canopy at the third-story roof level, projecting three feet (3') into the stepped back area, increases visibility of the third story and negates the effect of the setback which is intended to reduce the perceived height and scale.



Figures 2 & 3: Current proposal, corner commercial component, N 11th Street Elevation on left and Forrest Avenue Elevation on right.

The Five Points area of East Nashville included one and two-story commercial buildings historically, with heights and widths consistent with the two-story form of the current proposal. Most of the commercial buildings are one-story and the two-story forms have deeper setbacks than what is proposed. Two-story commercial forms with third stories stepped back have been approved by the MHZC on two recent infill projects; however, these projects were not next to residential building types.



Figures 4 & 5: Side elevations of commercial forms approved at 105 S 11th Street and 1000 Forrest Avenue, with 3rd story fully stepped back ten feet (10').

The townhouse component of the proposal attaches to the commercial component and extends one hundred, forty-one feet (141') to the east along Forrest Avenue. The façade will be articulated into six units, with the front wall of each divided up further into three planes. On each unit there will be a two-story wall at the front, eleven feet (11') wide and twenty-six feet (26') tall. The second plane will be stepped back approximately five feet (5') from this wall and will be twelve feet (12') wide and have three-stories with a height of thirty-six feet (36'). The third wall plane will be at the third story only, stepped back ten feet (10') from the first wall plane and five feet (5') from the second. A balcony at the third level will extend out flush with the first plane across a portion of the second. Roof decks and balconies are not typical of the historic context.



Figures 6: Proposed townhouses facing Forrest Avenue.

Townhouse forms are not common in this area historically; however the proposed development is near the edge of the overlay where the context transitions from residential to institutional and commercial. Because the surrounding area has different forms than are typical of the interior of the neighborhood, staff finds that townhouses may be appropriate at this location although they would not be elsewhere in the neighborhood. However, because the properties directly across Forrest Avenue to the south and across an alley to the east are one and one-half-story residential building types, Staff finds that the third story needs to be fully stepped back at least ten feet (10') from Forrest and from N 11th, and that the easternmost unit needs to taper down to two stories.

Staff finds the scale of the proposed addition does not meet sections II.B.1 and II.B.2 of the design guidelines.

Setback & Rhythm of Spacing: The corner commercial component will be located at the edge of the sidewalk along N 11th Street and Forrest Avenue. The left or north side of the commercial component will be five feet (5') from the property line. This is typical of commercial building types, which often had little or no setback historically. The townhouse component will have zero setback from the sidewalk along Forrest Avenue, a fifteen foot (15') setback from the alley to the east, and a thirteen foot (13') setback from the property line to the north.



Figures 7: One and one-half story house at 1107 Forrest Avenue, to the right of proposed townhouses.

The setbacks of the townhouse component are more comparable to commercial building types than the residential building types typical of Forrest Avenue. However, staff finds that because this development is near the edge of the overlay where the context transitions from residential to institutional and commercial, these setbacks are appropriate.

Staff finds that the setbacks for the proposed addition will meet section II.B.3 of the design guidelines.

Materials:

	Proposed	Color/Texture/ Make/ Manufacturer	Approved Previously or Typical	Requires Additional Review
Foundation	Brick to Grade	Selections Need Approval	Yes	X
Primary Cladding	Brick to Grade	Selections Need Approval	Yes	X
Secondary Cladding	Cement-Fiber Clapboard	Texture and Reveal Unknown	Yes	X
Trim (Fascia, Soffit)	Metal	Colors Need Approval	Yes	X
Balcony/Deck	Not Indicated	Material Not Indicated	Unknown	X
Trim (Fascia, Soffit)	Steel Cable	Typical	Yes	
Roofing	Membrane	Typical	Yes	
Windows	Aluminum Storefront	Typical	Yes	
Doors	Aluminum Storefront	Typical	Yes	

Additional information is needed to complete a review of proposed materials.

Roof form: The corner commercial component and townhouses have parapet walls acting as a railing for balcony decks at the third-story level, with flat roofs on the third story. Flat roofs are typical of commercial forms. Roof decks and balconies are not typical of the surrounding historic context, on residential or commercial building types.

The proposed roof form does not meet section II.B.5 of the design guidelines.

Proportion and Rhythm of Openings: The corner commercial component will have three large storefront display windows on the street-level floor facing N 11th Street, with a storefront entrance facing Forrest Avenue. The second story will have a matching amount and pattern of glazing.

The townhouses will have regularly spaced windows on the first and second stories, as well as on the stepped back third story walls.

Staff finds that the window proportion and rhythm of openings are generally compatible with the mixed forms in the historic context and that the project will meet section II.B.7 of the design guidelines.

Appurtenances & Utilities: The locations of the HVAC units are not indicated. Appropriate locations for these and other mechanicals would be beyond the midpoint of the building on non-street-facing elevations, or on the roof.

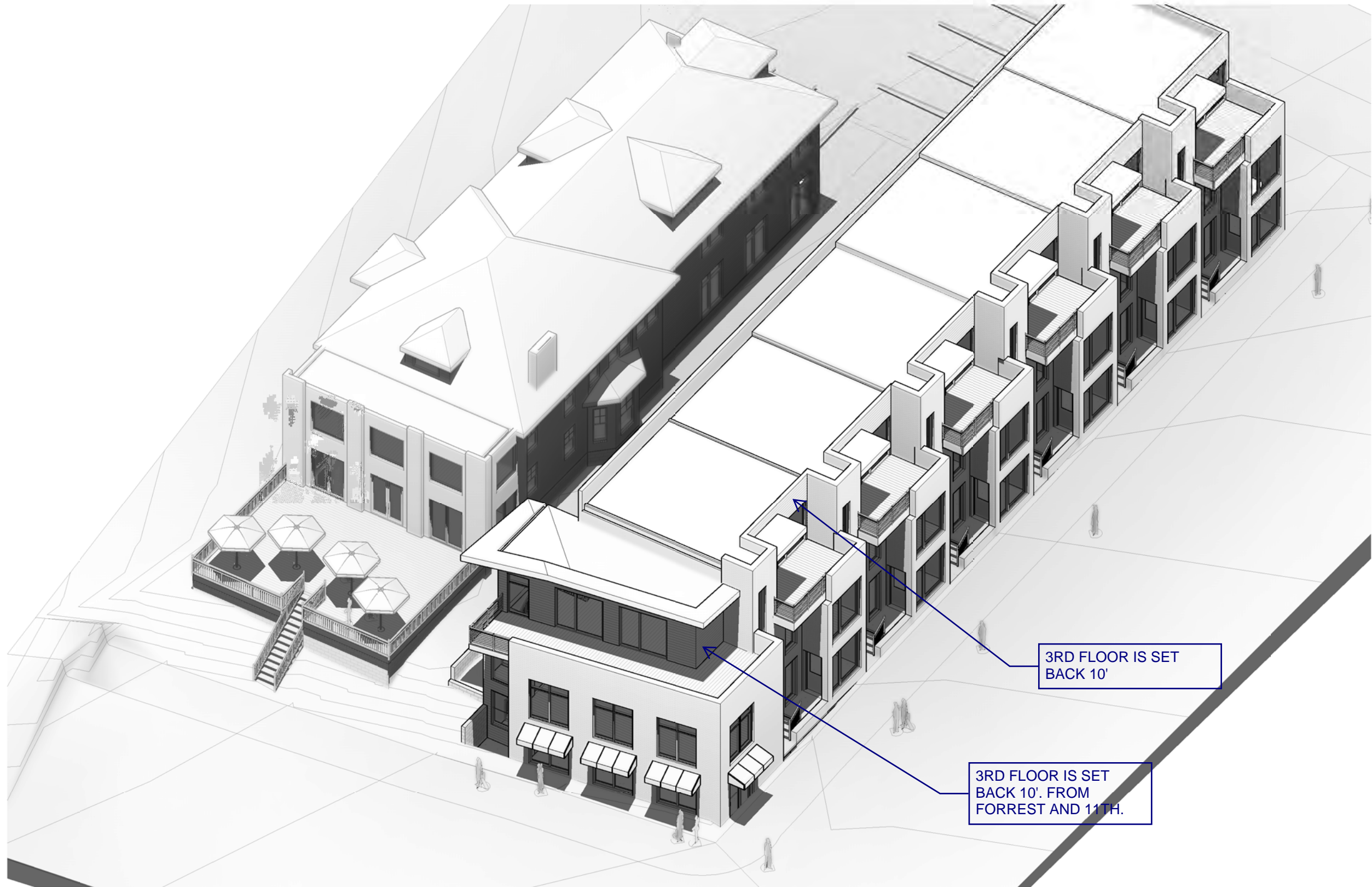
Additional information is needed to determine if the project meets section II.B.9 of the design guidelines.

Overall, staff finds that a mixed-use building with a two-story corner commercial component with attached two-story townhouses could be appropriate, with several distinctions:

1. The third story on the commercial form should step back from the left/north side where the building is adjacent to an historic building;
2. The canopy on the third-story roof of the commercial component should be removed;
3. The third story on the townhouses should be completely stepped back ten feet (10');
4. The height of the townhouses should taper to two-stories on the east, adjacent to an historic one and one-half-story house;
5. Balconies should not cantilever or project. Rather than having a conspicuous railing material, the visibility of upper-level decks should be concealed behind a masonry parapet rather than a railing; and
6. Material samples, colors, and mechanical and utility locations should be administratively approved.

Staff's concerns have been conveyed to the applicant, but they prefer for the application to be reviewed as submitted. Items like material approvals are relatively minor and could be addressed by recommending approval with conditions, but changes to the scale and configuration of the third story would require more extensive revisions, and could affect the design in unexpected ways that would be better reviewed by the Commission at a public meeting.

Recommendation: Staff recommends disapproval of the proposed mixed-use development, finding that the height and scale of the project do not meet the sections II.B.1. and II.B.2 (Height and Scale) and II.B.5. (Roof Shape) the design guidelines for New Construction in the Lockeland Springs East-End Neighborhood Conservation Zoning Overlay. Additional information is needed to determine if the project meets sections II.B.4. (Materials) and II.B.9. (Appurtenances and Utilities).



0 N 11th St Redevelopment
0 N. 11TH ST
NASHVILLE, TN 37206



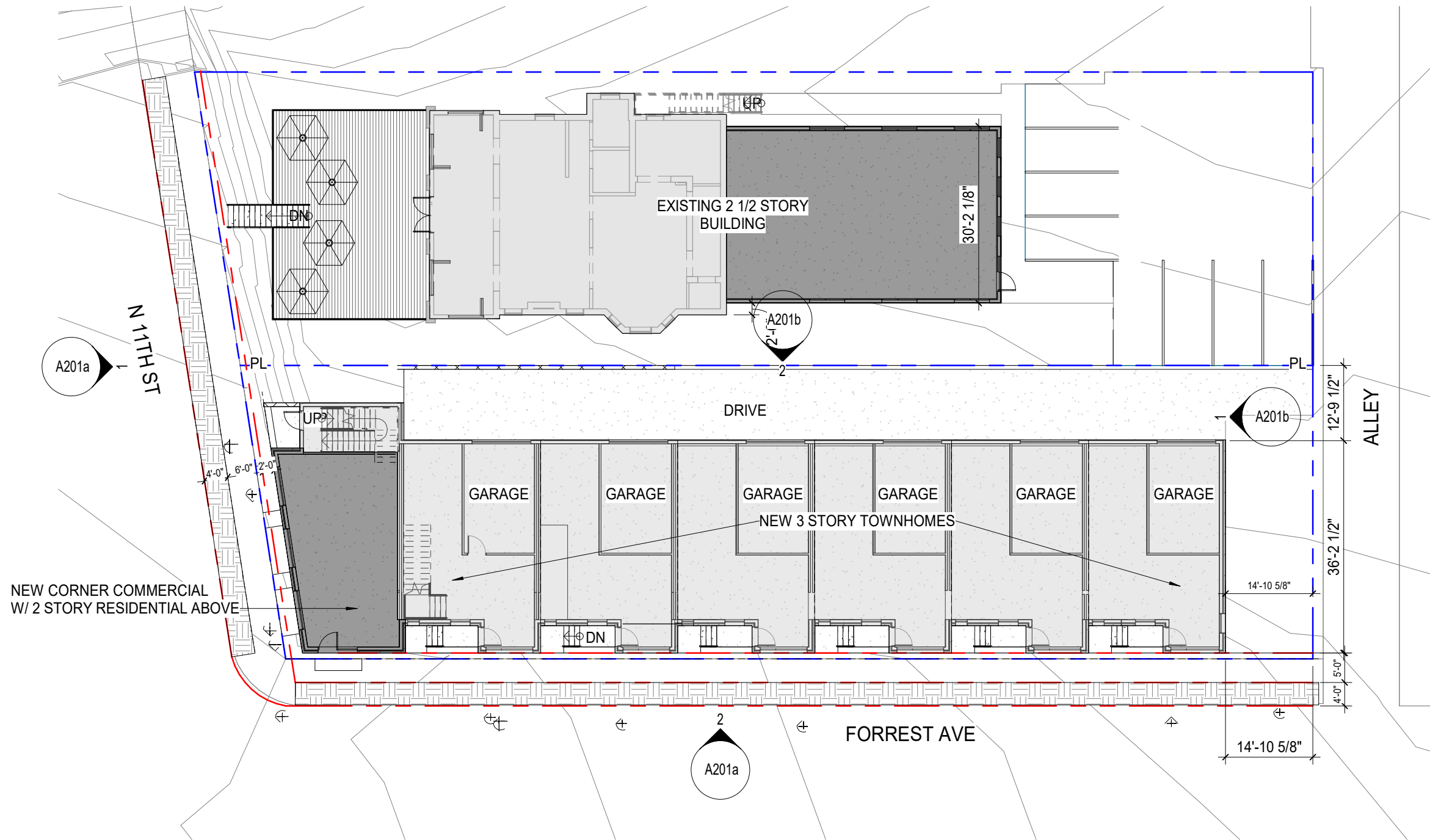


3RD FLOOR IS SET
BACK 10'



0 N 11th St Redevelopment
0 N. 11TH ST
NASHVILLE, TN 37206

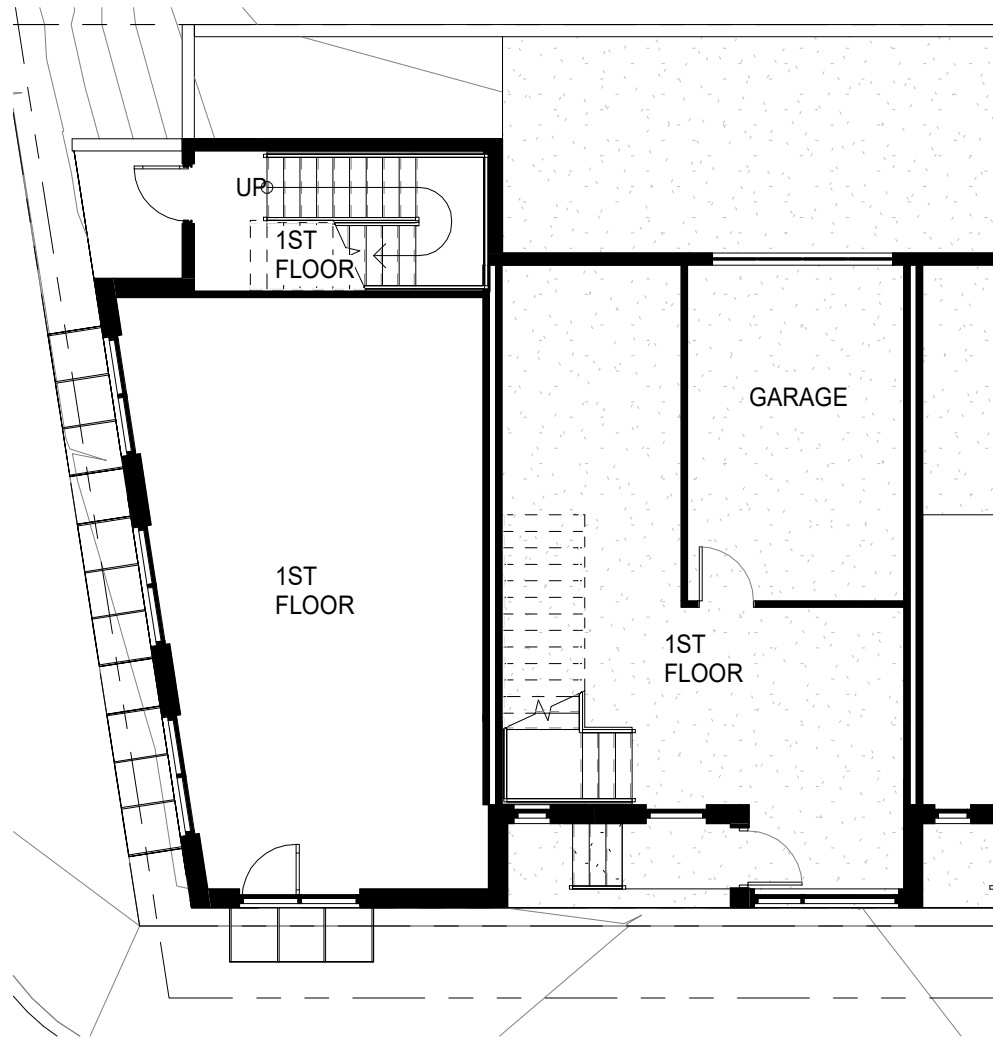




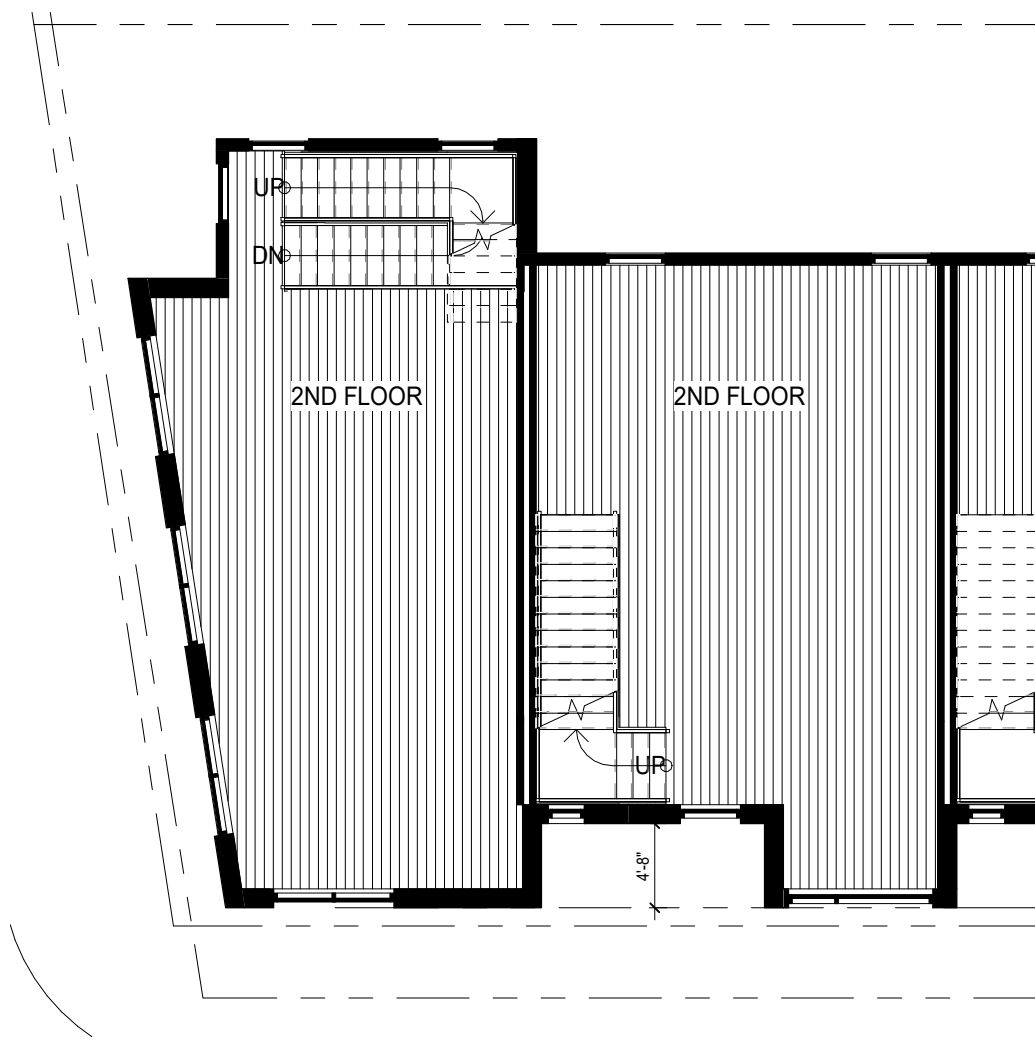
1 00-ARCHITECTURAL SITE PLAN H
 1" = 20'-0"

0 N 11th St Redevelopment
 0 N. 11TH ST
 NASHVILLE, TN 37206

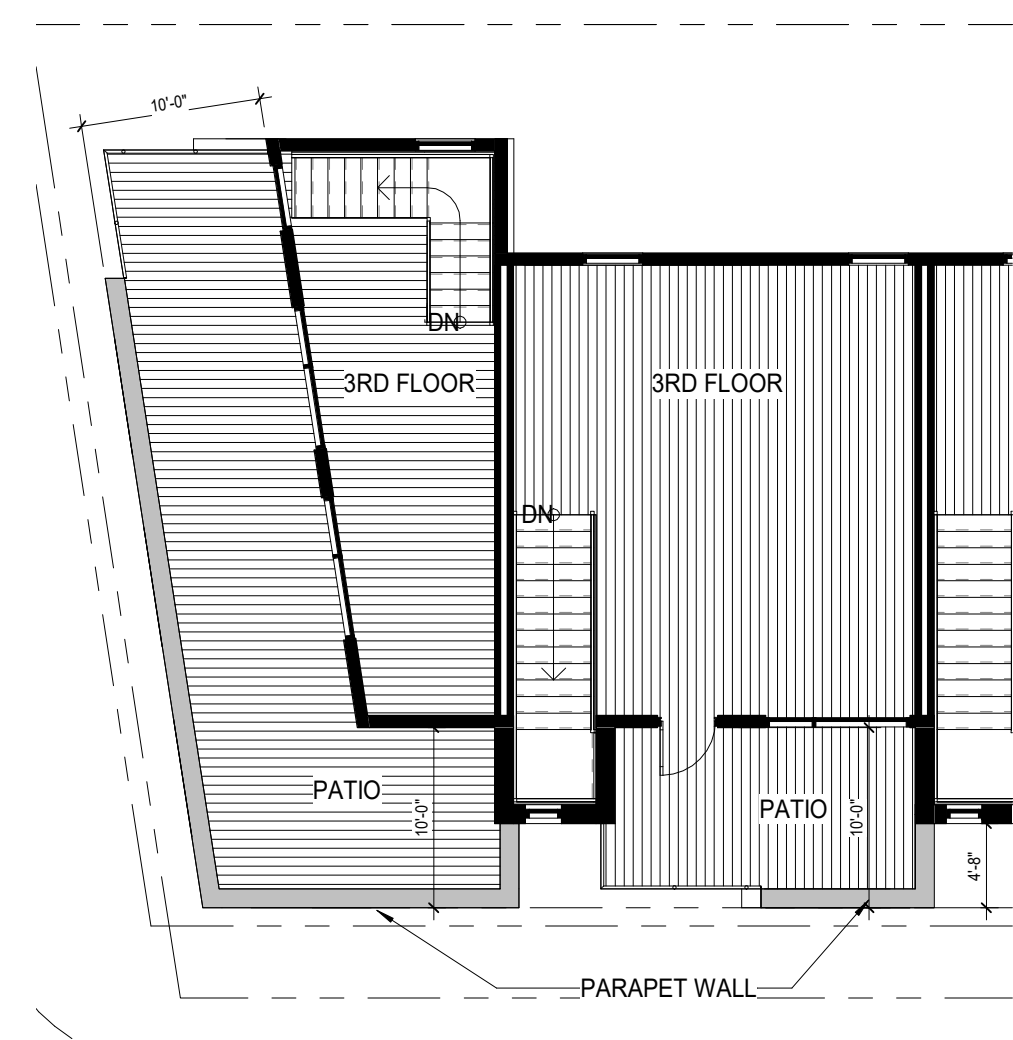




1 R1.1(1)
3/32" = 1'-0"



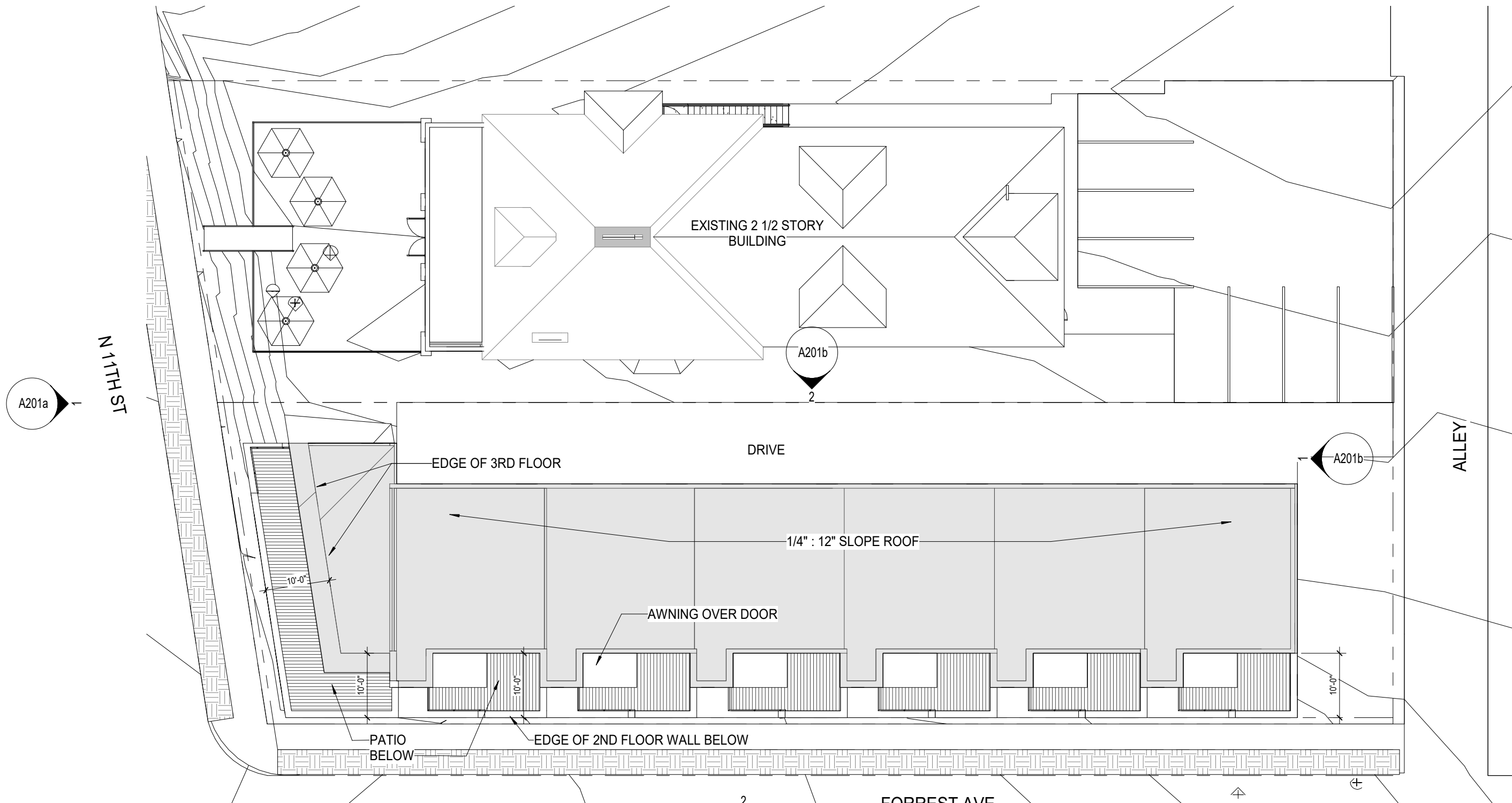
2 R1.2
3/32" = 1'-0"



3 R1.3
3/32" = 1'-0"

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1 R5.4-ROOF PLAN
 1/16" = 1'-0"

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 NASHVILLE, TN 37206





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615.320.5000
1006 Shelby Avenue
Nashville TN 37206

Project #:	18019
Architect:	Designer
Drawn:	Author
Checked By:	Checker
Issue Date:	09.22.20
Phase:	SD
Stamp:	

0 N 11th St Redevelopment

0 N. 11TH ST
NASHVILLE, TN 37206

Revision Schedule

Rv #	Desc	Date

EXTERIOR ELEVATIONS

A201a

EXISTING COMMERCIAL BUILDING

PL

- CABLE RAILING
- METAL FASCIA, WOOD SOFFIT
- FIBER CEMENT SIDING
- ROOF CL 21'-0"
- BRICK VENEER
- THIRD FLOOR CL 10'-6"
- ALUM. STOREFRONT
- SECOND FLOOR CL 0'-0"
- CANVAS AWNING
- STREET LEVEL -12'-0"

1 11ST ELEVATION

1/16" = 1'-0"

THIS SECTION IS STEPPED BACK
10' FROM 11TH AND FORREST

THIS LIGHTER SECTION OF WALL ON 3RD FLOOR IS SET BACK
10' FROM THIS DARKER SECTION OF THE MAIN 2 FLOORS

- ROOF CL 21'-0"
- THIRD FLOOR CL 10'-6"
- SECOND FLOOR CL 0'-0"
- STREET LEVEL -12'-0"

2 FORREST AVE ELEVATION

1/16" = 1'-0"

THIS LIGHTER SECTION OF WALL IS
SETBACK 4'8" FROM THE DARKER
SECTION

- BRICK VENEER
- METAL FASCIA W/ WD SOFFIT
- FIBER CEMENT SIDING
- CABLE RAILING
- BRICK VENEER
- R5.4 27'-6"
- ALUM. STOREFRONT
- R5.3 17'-0"
- R5.2 6'-6"
- R5.1 4'-0"
- STREET LEVEL -12'-0"

A

B

C

D

E



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**0 N 11th St
Redevelopment**

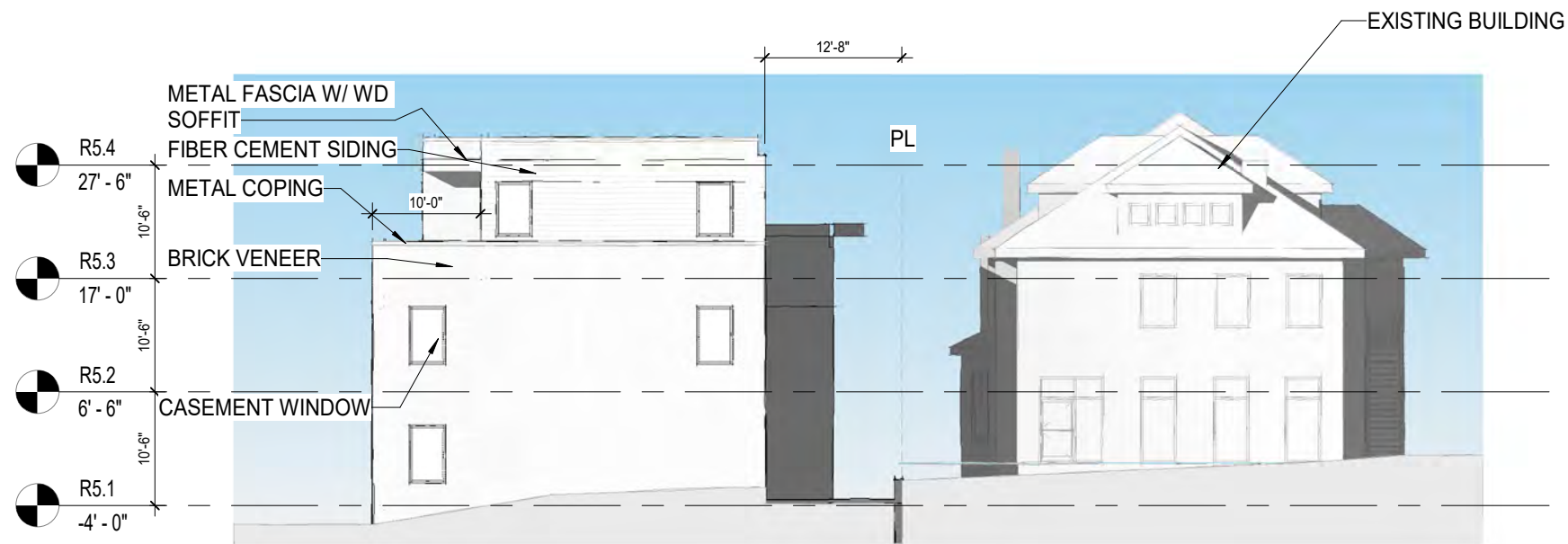
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Revision Schedule

Rv #	Desc	Date

**EXTERIOR
ELEVATIONS**

A201b



1 REAR ELEVATION- EAST
1/16" = 1'-0"



2 SIDE ELEVATION-N
1/16" = 1'-0"