



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
Fax: (615) 862-7974

STAFF RECOMMENDATION 1304 4th Avenue North and 1309 3rd Avenue North November 19, 2014

Application: New construction-infill
District: Germantown Historic Preservation Zoning Overlay
Council District: 19
Map and Parcel Number: 08209019300, 08209019800
Applicant: Price Development Group
Project Lead: Robin Zeigler, robin.zeigler@nashville.gov

Description of Project: The project is to construct a multi-family complex with minimal commercial use, within the Germantown Historic Preservation Zoning Overlay and outside of the Germantown National Register of Historic Places district.

Recommendation Summary: Staff recommends approval of demolition of existing buildings and structures finding the action to meet the design guidelines for appropriate demolition.

Staff recommends approval of a recommendation to the Planning Commission of the massing of the orientation, finding that the project meets the design guidelines for new construction within an area with little historic context and with the understanding that the applicant will return for final approval of façade articulation and all details of the project.

Attachments
A: Photographs
B: Site Plan
C: Elevations
D: Public Comment

Vicinity Map:



Aerial Map:



Applicable Design Guidelines:

3.0 New Construction - where there is minimal historic context or historic context no longer exists

Guidelines apply only to the exteriors of new construction. Public facades shall be more carefully reviewed than non-public facades. *Public facades are those that are visible from the public right of way, street or streets. Non-public facades are those not visible from the public right of way, street or streets. Facades facing the alley are generally not considered public facades.*

3.1 General Principles

Construction in the District has taken place continuously from the mid-19th through the present and a variety of building styles and building types have resulted. This variety reflects the style, culture and values of the District over time. New construction that imitates historic architectural styles may compromise the value of authentic historic structures by confusing genuine history with reproduction. Exterior building design should avoid the creation of themed environments that create a false sense of being in an alternate time or place. Because a great variety of building forms exist within Germantown, flexibility in the design of new buildings is possible and encouraged. New buildings should continue this variety while remaining compatible with development patterns consistent with mixed-use urban neighborhood design.

3.1.1 Buildings should be sited on their respective parcels in ways that are appropriate to their context and the context it creates.

3.1.2 The architectural styles and forms of new buildings should be appropriate to their context.

3.1.3 New buildings should relate to a pattern and rhythm of development consistent with a mixed-use urban neighborhood.

3.1.4 New projects have the ability to create place. Proposed projects shall be reviewed both in relationship to its context and the context it creates.

3.1.5 The ground floors of new buildings should be designed to encourage pedestrian activity.

3.1.6 New construction will be reviewed for height, scale, setback, relationship of materials, texture and color; massing; orientation; and proportion and rhythm of openings.

3.2 Site and Building Planning

3.2.1 New development should be sited and designed to encourage pedestrian/human activity on the street. The siting of buildings should acknowledge and reinforce desirable characteristics of the right-of way and streetscape.

Livelier street edges make for safer streets. Ground floor shops and market spaces providing services attract activity on the street. Entrances, porches, balconies, front yards, decks, seating, street lighting, street trees, landscaping and other streetscape elements promote use of the street front and provide places for human interaction. Siting decisions shall consider the importance of these features in a particular context and allow for their incorporation.

3.2.2 Setbacks

The character of a neighborhood or district is often a product of the experience of traveling along its streets. One of the defining characteristics of that experience is how buildings face and are set back from the street.

The guidelines below are not specific to individual parcels or streets. Because street rights of way vary significantly throughout the district it is important to first analyze and consider the desired streetscape prior to establishing the setback and building face for a given project. While the guidelines encourage some buildings at the edge of the sidewalk, locating a building on the property line only 48" from the edge of the existing curb drastically limits and may altogether prohibit the placement of features identified in 3.2.1 and limit the ability of a project to comply with 3.2.1.

It is further the intent of these guidelines to avoid the arbitrary establishment of setbacks resulting in haphazard building placement and a resulting interruption or absence of visual order within the District.

1. Commercial Corridor Setbacks (Rosa L Parks and Jefferson Street) – the siting of buildings along major commercial corridors should provide desirable streetscape characteristics: pedestrian oriented businesses and shops at ground level, corner entrances and a consistent building edge abutting the sidewalk.

2. Commercial Setbacks (Interior to the District) – Generally, commercial buildings within the district are encouraged to build to the property line/sidewalk.

The intent is to encourage pedestrian oriented development

3. Corner Lots: Buildings on corner lots should be oriented to the corner and public street fronts to reinforce the street corner. Buildings should appropriately address setbacks on both streets. Corner lots offer unique opportunities because of their visibility and access from two streets. Corner pedestrian entrances, towers, turrets, accentuated rooflines, special architectural details, balconies and other design features are encouraged.

4. Residential Setbacks – the space between the building and the sidewalk should provide security and privacy for residents while encouraging social interaction among residents and neighbors. Within the district the transition between residential buildings and the street varies with the depth of the front setback and the relative elevation of the building to the street.

The following examples illustrate various conditions and suggest how this guideline may be met through setbacks, entry design, landscape treatment and other techniques.

Minimal Front setback – Buildings with little or no front yard should include creative use of landscaping and or window placement and treatment to provide privacy. Recessed entries can be used to provide security and/or weather protection.

Shallow Residential Street Front – Buildings with a shallow setback from the sidewalk provide sufficient area to include balconies or decks, which allow privacy while encouraging visual interaction with the street. Small courtyards, arcades, recessed entries or other similar entry designs may be desirable to provide privacy to ground floor residents.

Deep Residential Setback – Buildings with deep setbacks from the sidewalk provide sufficient privacy through spatial separation to permit more open porches, fenestration and garden space for ground floor residential units. Fences may provide further separation from the sidewalk.

High Bank Residential Street Front – Within the district topography may cause the ground floor of a building to be elevated above pedestrian eye level. Therefore it is easier to achieve a sense of privacy and separation from the street activity – thus creating more opportunity for social spaces

5. Alley Setback: Setback from any alley (rear or side) shall be a minimum of 5 feet in order to retain urban street character.

3.2.3 Orientation

1. The primary entrances of buildings shall be clearly identifiable and visible from the street. *Generally this means primary entrances are oriented to the public street.*

The intent is to encourage pedestrian oriented development, interaction with the street environment and allow for transition between the street/public domain and the interior of the building/private domain.

Entries that are visible from the street generally make a building more approachable and create a sense of association among users, customers and neighbors. Clear entries should be provided off of public streets not solely from parking lots.

This does not preclude site developments for residential projects from utilizing courtyards and mews. It is intended to foster siting that recognizes the importance of the public street and the transition from the street to the building.

3.2.4 Mass and Scale

1. The mass and scale of new buildings will be reviewed relative to use and location within the District. *Generally taller more massive structures are anticipated at the edges where Commercial Corridors (Jefferson Street and Rosa L. Parks Boulevard) bound the District. Lower height, smaller scale and less massive structures are predominant at the interior of the District. Third Avenue North is unique in the fact that it is an arterial passing through the eastern part of the District connecting downtown to Metro Center. Therefore as a connecting street with potentially higher traffic volumes more commercial uses, greater densities and taller heights may be appropriate. These guidelines and the Design Review Process are intended to provide a balance between the development potential of a particular site and compatibility of existing and adjacent buildings.*

2. Façade Articulation: New structures shall employ design techniques that avoid large expanses of unbroken façade planes and/or materials particularly on public facades. *For multiple story buildings, the*

width of any unbroken façade shall not exceed the building height. This width to height ratio is considered a minimum – more modulation is encouraged.

Some appropriate techniques for building articulation include but are not limited to:

Modulating the façade by stepping back or extending forward a portion of the façade (articulating a building's façade vertically and/or horizontally in intervals that are informed by existing platting patterns or structures within the District is encouraged)

Pilasters, recesses and or projections

Repeating window patterns at an interval that equals the articulation interval

Providing a balcony, porch, patio, deck, covered entry, bay window (or other special window) or other significant architectural detail for each interval

Changing the roof line by varying parapet heights, alternating dormers, stepped roofs, gables or other roof elements to reinforce the modulation or articulation interval

Changing materials with a change in building plane (changes in a materials, texture or color are appropriate techniques – however changes solely in paint color alone is generally not sufficient to meet the intent of this guideline)

3.2.5 Height

1. New buildings shall be constructed to a height that is compatible with adjacent context.

Consideration of the physical characteristics of a property will be given in determining compatible heights (e.g. exceptional topographic condition, lot size and/or lot shape)

Height, bulk and scale mitigation may be required in two general circumstances:

Projects on or near the edge of a less intensive area. A substantial incompatibility in scale may result from different development standards in the two areas and may be compounded by physical factors such as large development sites, slopes or lot orientation.

Projects proposed on sites with unusual physical characteristics such as large lot size, unusual shape, or topography where buildings may appear substantially greater in height, bulk and scale than that generally anticipated for the area.

Factors to consider in analyzing potential height, bulk and scale impacts include:

- *distance from the edge of an existing structure or less intensive area*
- *differences in development standards between abutting area (allowable building height, width, lot coverage, etc.)*
- *effect of site size and shape*
- *height, bulk and scale relationships resulting from lot orientation (e.g. backlot line to back lot line vs. back of lot line to side lot line)*
- *Type and amount of separation between lots in the different area (e.g. separation by only a property line, by an alley or street, or by other physical features such as grade changes.)*

In many cases, careful siting and design treatment are sufficient to achieve reasonable transition and mitigation of height, bulk and scale impacts. Some techniques for achieving compatibility are as follows:

- *Location of features on-site to facilitate transition such as locating required open space on the zone edge so the building is farther from the lower intensity area.*
- *Treating topographic conditions in ways that minimize impacts on neighborhood development, such as architectural details to give a more human scale to a project, or stepping a project down a sloping site.*

- *In a mixed-use project, siting the more compatible use near the adjoining edge.*

In some cases, reductions in the actual height, bulk and scale of the proposed structure may be necessary in order to mitigate adverse impacts and achieve an acceptance of compatibility. Some techniques that can be used in these cases include:

- *articulating the building's facades vertically or horizontally in intervals that*
- *conform to existing structures or platting pattern.*
- *increasing building setbacks from the zone edge at ground level*
- *reducing the bulk of the building's upper floors*
- *limiting the length of, or otherwise modifying, facades*
- *reducing the height of the structure*
- *reducing the number or size of accessory structures*

7.0 Demolition

7.1 General Principles

7.1.1 Since the purpose of historic zoning is to protect historic properties, the demolition of a building that contributes historically and architecturally to the character and significance of the district is not appropriate and should be avoided.

7.1.2 Demolition is considered the removal of any structure or portion of a structure that affects the visual appearance of the building from the exterior. It includes the removal of floors or sections of the building that are enclosed by the original façade.

7.2 Guidelines

7.2.1 Demolition is not appropriate if a building or a major portion of a building contributes to the architectural or historical significance or character of the district.

7.2.2 Demolition is appropriate if a building or a major portion of a building does not contribute to the historical or architectural character and importance of the district.

7.2.3 Demolition is appropriate if a building or a major portion of a building has irretrievably lost its architectural and historical integrity and importance, and its removal will result in a more historically appropriate visual effect on the district.

7.2.4 Demolition is appropriate if the denial of the demolition will result in an economic hardship on the applicant as determined by the MHZC in accordance with section 17.40.420, as amended, of the historic zoning ordinance.

7.2.5 Where demolition has been allowed, MHZC may require historic structures to be documented through photographs, a site plan and floor plans, and those significant architectural components of a building are salvaged.

Background: The project is to construct a multi-family complex with minimal commercial that is located adjacent to the National Register of Historic Districts boundaries. At this time, the applicant is seeking approval of the massing and layout of the project and if approved, will return for final approval of the details of the project. Although the development abuts historic context, generally the Commission has used the guidelines for properties “without historic context” when they are outside of the National Register boundaries, which this one is.

Analysis and Findings:

Demolition: The project includes demolition of all buildings and appurtenances on these two lots. The buildings are recent commercial and industrial buildings and do not contribute to the historic character of the neighborhood. Staff finds demolition to meet the requirements for appropriate demolition; there by meeting section 7.0 of the design guidelines.



Figures 1 and 2: 1304 4th Avenue North and 1309 3rd Avenue North

Site, Building Planning & Setbacks: The new development is located close to the street in a manner which will encourage pedestrian/human activity on the street, with entrances and stoops facing the street. The building is oriented to the two corners, as required by the design guidelines. The setback along Monroe Street is five feet (5') and ten feet (10') along 3rd and 4th Avenues North. The project includes ten foot (10') side setbacks. The street setbacks encourage pedestrian activity while also allowing residents some privacy from the street. They are also in keeping with other multi-family developments in the neighborhood. The alley setback is five feet (5'), the minimum allowed by the design guidelines.

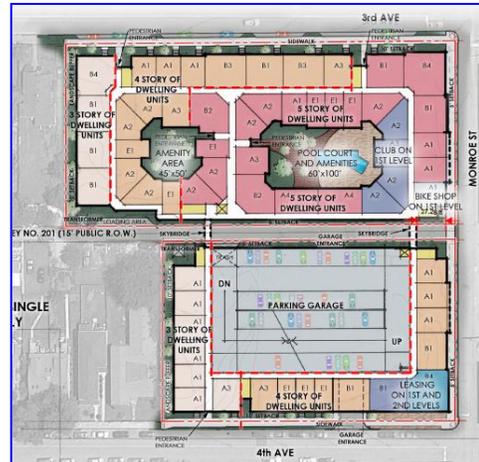


Figure 3: Site Plan

The project meets section. 3.2.1 and 3.2.2

Orientation: Street entrances of ground floor units are clearly defined with stoops. Staff finds the general orientation to meet the design guidelines and recommends that the detailing of these entrances be considered in the final review of the project.

Parking areas are all interior to the project, with the exception of some parallel on-street parking along 3rd Avenue North. There are pedestrian entrances on each street. There is a garage entrance along 4th Avenue which is close to the Monroe Street intersection, lessening its impact on the historic portion of the district. A recessed sky bridge will cross the alley and be most visible from Monroe. It will sit back approximately thirty-eight feet (38') from the street.

The project meets section 3.2.3.

Mass, Scale and Height: Typically, new construction within the central portion of the district should be no more than three stories and thirty –five (35') in height. The design guidelines allow for addition height on 3rd Avenue North, because it is an arterial street, passing through the eastern part of the District connecting downtown to Metro Center and for additional height where there is little historic context. (All measurements from grade are approximations as the grade changes from one end of the development to the other.) For large lots, the large massing should be mitigated and this is accomplished by keeping the development at four stories along 4th Avenue North (approximately 45' from grade) and bringing the development down to three-stories (approximately 31' from grade) as it transitions towards the border of the National Register District.



Figure 4: 4th Avenue North & Monroe Street

On 3rd Avenue North, the project is primarily five stories (approximately 54' from grade) on Monroe Street and wrapping around 3rd Avenue, which is appropriate because four to six stories are possible for portions across the street on 3rd Avenue North. The massing is mitigated by pushing back the 5th level in the middle of the project (approximately 40' from grade), facing 3rd Avenue North and transitioning down to three stories (approximately 32' from grade) as the project approaches two historic buildings, just outside of the National Register boundary.



Figure 5: 3rd Avenue North & Monroe Street

Staff recommends addressing façade articulation in the final review. With that caveat, the project meets sections 3.2.4 and 3.2.5.

Recommendation: Staff recommends approval of demolition of existing buildings and structures finding the action to meet the design guidelines for appropriate demolition.

Staff recommends approval of a recommendation to the Planning Commission of the massing of the orientation, finding that the project meets the design guidelines for new construction within an area with little historic context and with the understanding that the applicant will return for final approval of façade articulation and all details of the project.

PDG GERMANTOWN

LOCATION: NASHVILLE, TENNESSEE



DEVELOPMENT SUMMARY / SITE DATA

CASE #: 2014SP-065-001
 APPLICATION DATE: 07-31-14
 MAP / PARCEL: MAP 82-09 PARCELS 193 & 198

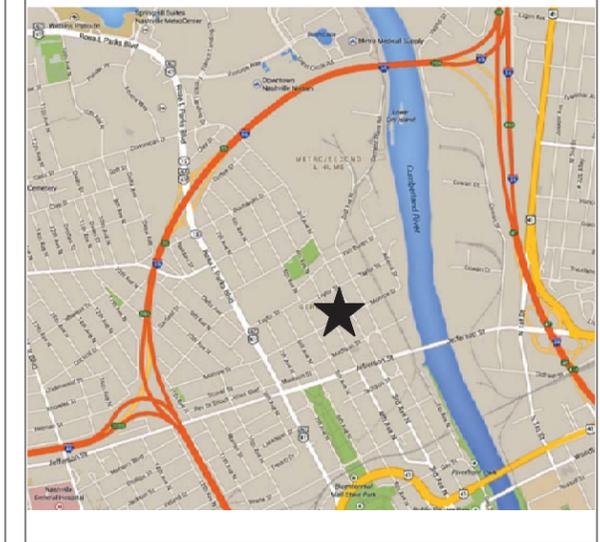
USE:
 RESIDENTIAL
 EXISTING LAND USE:
 EXISTING ZONING:
 PROPOSED ZONING:

PROJECT NAME: GERMANTOWN
 ZONING EXAMINER:

MULTI-FAMILY
 WAREHOUSE
 IR (INDUSTRIAL RESTRICTIVE) w/ UZO
 SP (SPECIFIC PLAN)

SITE DATA
 COUNCIL DISTRICT: 19
 COUNCIL MEMBER: ERICA GILMORE
 SITE ACREAGE: 2.725 AC (118,703 SF)
 R.O.W. TO BE DEDICATED: 0.038 AC (1,666 SF)
 NET SITE ACREAGE: 2.687 AC (117,037 SF)
 LAND USE: MULTI-FAMILY
 PERMITTED USES: MULTI-FAMILY, LEASING OFFICE, AMENITIES & PARKING FOR RESIDENTIAL UNITS

LOCATION NASHVILLE, TENNESSEE



ARCHITECTURE

DATE	SHEET #	DESCRIPTION
11.03.14	1	COVER SHEET
11.03.14	2	HISTORIC PRESERVATION ZONING MAP
11.03.14	3	EXISTING CONDITIONS
11.03.14	4	SCHEMATIC SITE PLAN
11.03.14	5	CHARACTER RENDERING
11.03.14	6	EXHIBITS OF BIRDS EYE - MASSING
11.03.14	7	1 STREET SECTION 3RD AVE.
11.03.14	8	2 EXHIBITS OF 3RD AVE, STREET MASSING
11.03.14	9	1 STREET SECTION 4TH AVE.
11.03.14	10	2 EXHIBITS OF 4TH AVE, STREET MASSING
11.03.14	11	EXISTING REPRESENTATIVE CONDITIONS
11.03.14	12	EXISTING REPRESENTATIVE CONDITIONS
11.03.14	13	APPROVED DEVELOPMENT CONDITIONS
11.03.14	14	APPROVED DEVELOPMENT CONDITIONS

LATEST ISSUE DATE

11.03.14	MHZC HEIGHT & MASSING SUBMITTAL

REVISIONS

NO.	DATE	DESCRIPTION

PDG GERMANTOWN
 APARTMENTS IN NASHVILLE, TN FOR:
PRICE DEVELOPMENT GROUP

MHZC
 HEIGHT & MASSING APPROVAL

BGO
 architects
 4202 Beltway Drive
 Addison, TX 75001
 214.520.8878
 bgoarchitects.com

DATE
11.03.14

PROJECT
14130

SHEET NUMBER

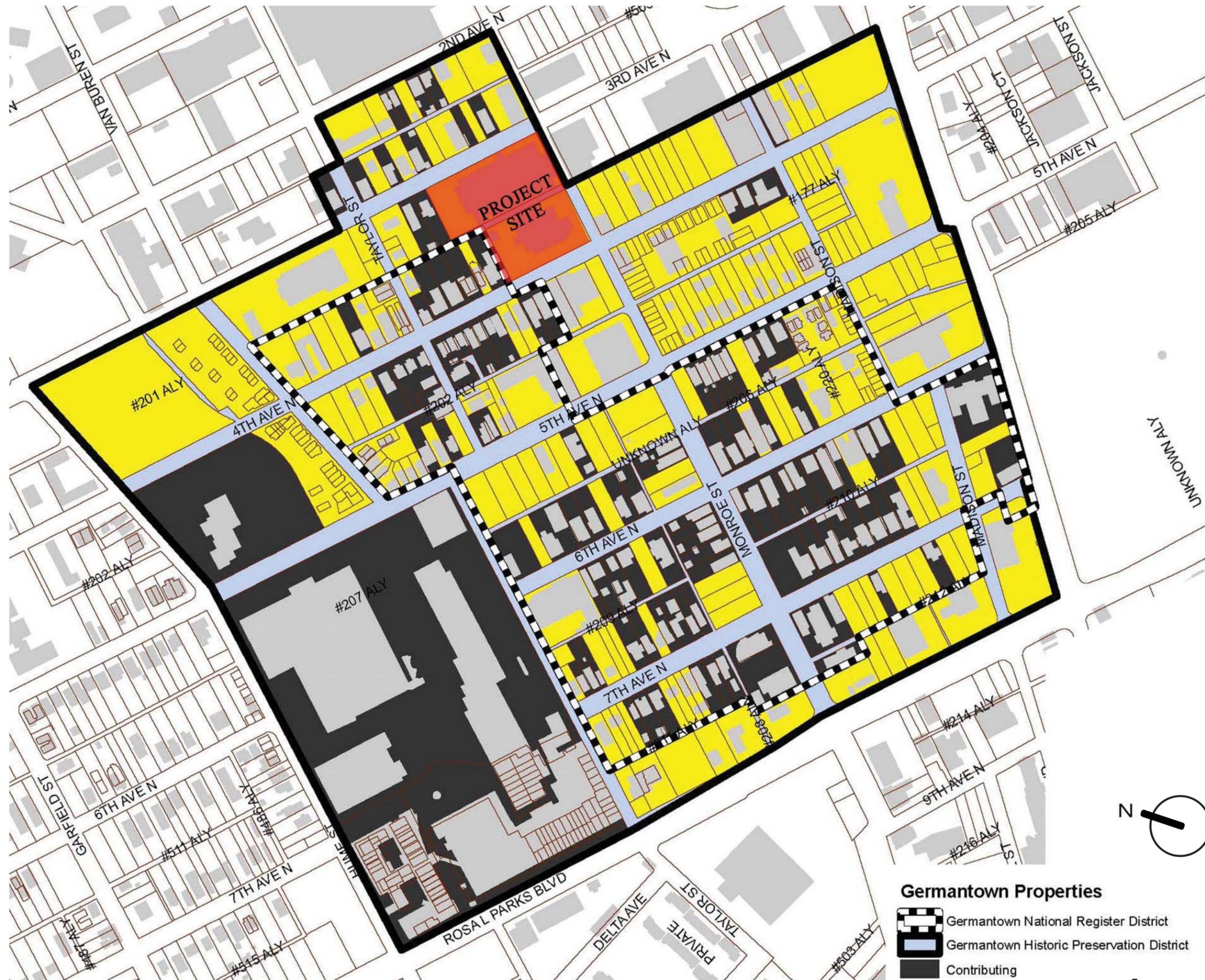
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COVER

PROJECT CONTACT INFORMATION:

OWNER/DEVELOPER: PRICE DEVELOPMENT GROUP CHRIS BENNISH 104 W. 9TH STREET, SUITE 205 KANSAS CITY, MISSOURI 64105 V-816-268-5880	CONTRACTOR: PDGC 104 W. 9TH STREET, SUITE 205 KANSAS CITY, MISSOURI 64105 V-816-268-5880	ARCHITECT: BEELER GUEST OWENS ARCHITECTS 4202 BELTWAY DRIVE ADDISON, TX 75001 V-214-520-8878 F-214-524-8422	CIVIL ENGINEER: LITTLEJOHN 1935 21st. AVE. SOUTH NASHVILLE, TENNESSEE 37212 V-615-385-4144	LANDSCAPE ARCHITECT: LITTLEJOHN 1935 21st. AVE. SOUTH NASHVILLE, TENNESSEE 37212 V-615-385-4144	CURRENT PROPERTY OWNER: FOR 1309 3rd AVE. NORTH: CHING I-WANG WANG'S ENTERPRISES 848 GLENDALE AVE. NASHVILLE, TENNESSEE	CURRENT PROPERTY OWNER: FOR 1304 4th AVE. NORTH: ANGELO M. FORMOSA III. ANGELO FORMOSA FOODS, INC. 724 GREELY DR. NASHVILLE, TENNESSEE 37205
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GERMANTOWN HISTORIC PRESERVATION ZONING OVERLAY DISTRICT

Germantown Properties

-  Germantown National Register District
-  Germantown Historic Preservation District
-  Contributing
-  Non-contributing

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3RD & MONROE

(A)



4TH & MONROE

(B)



(A)

(B)

EXISTING CONDITIONS

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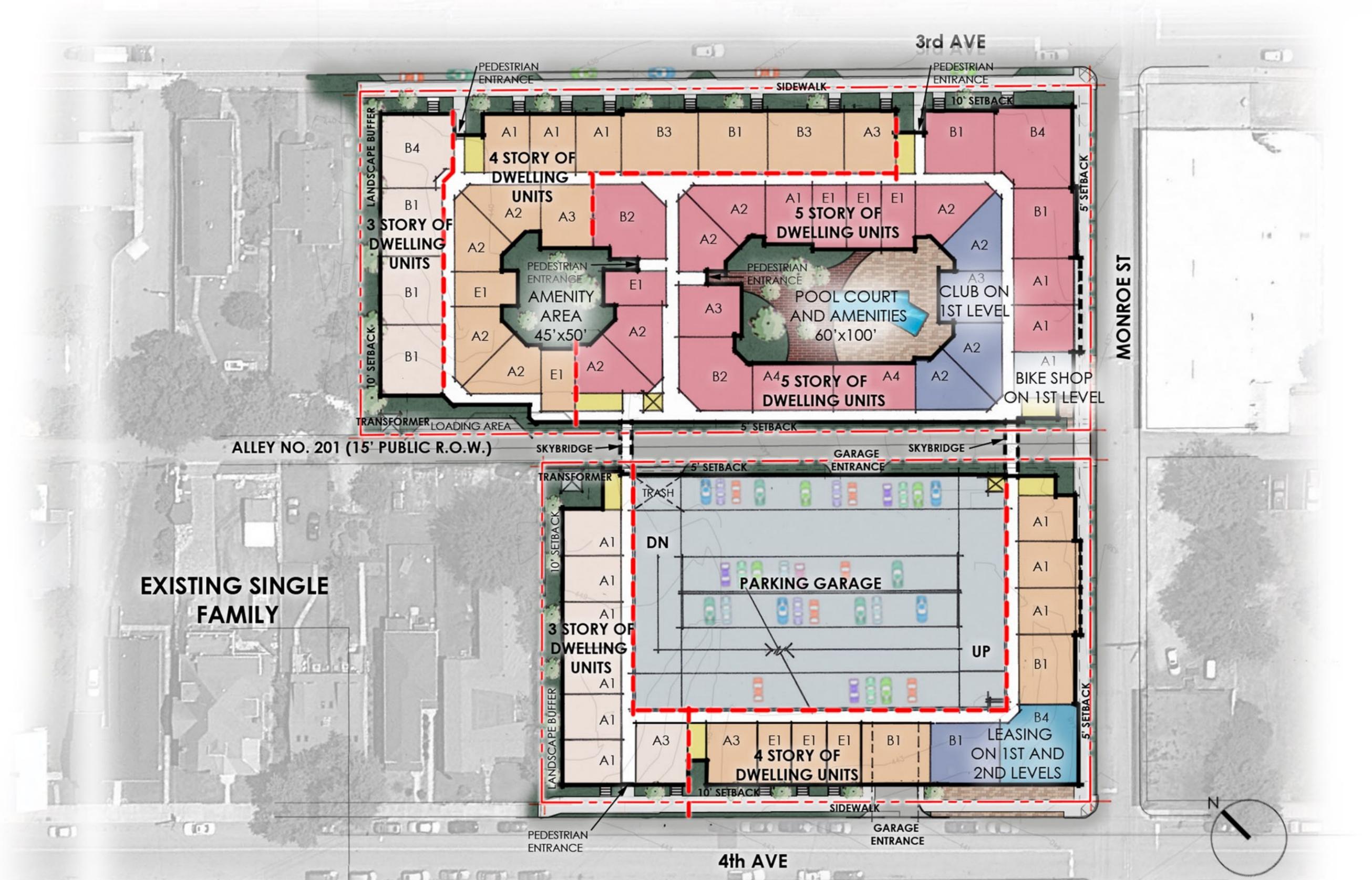
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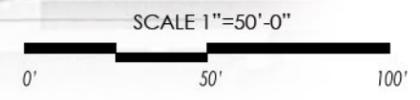
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SCHEMATIC SITE PLAN



EXISTING SINGLE FAMILY



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MONROE ELEVATION
CHARACTER RENDERING

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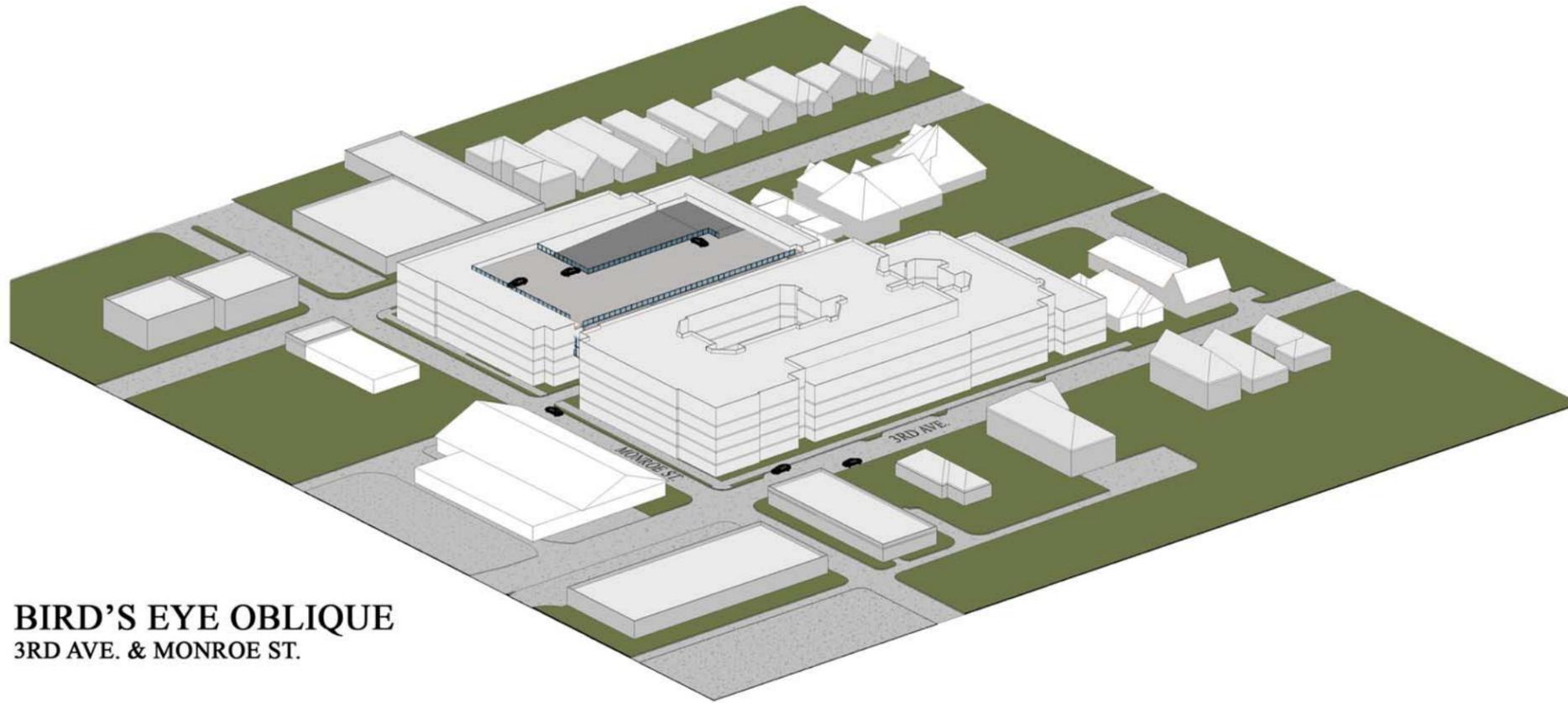
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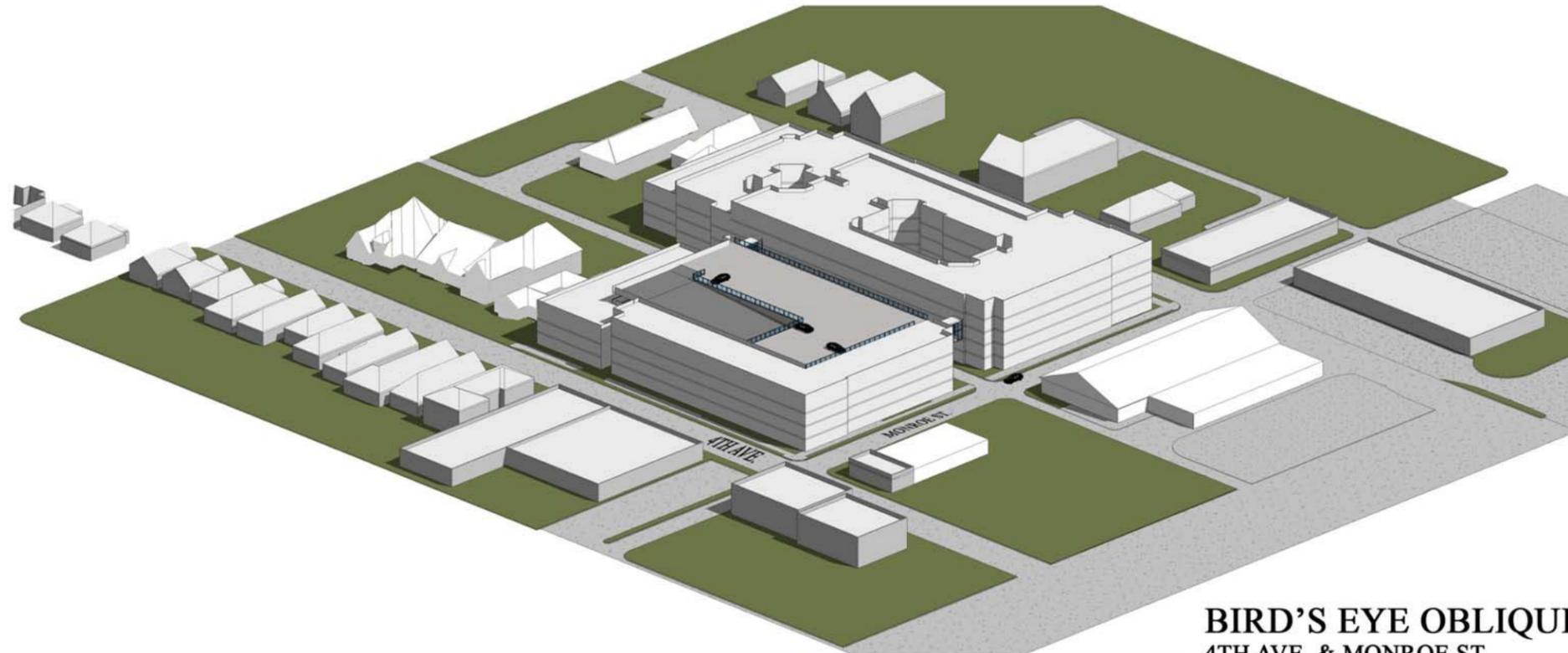
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BIRD'S EYE OBLIQUE
3RD AVE. & MONROE ST.



BIRD'S EYE OBLIQUE
4TH AVE. & MONROE ST.

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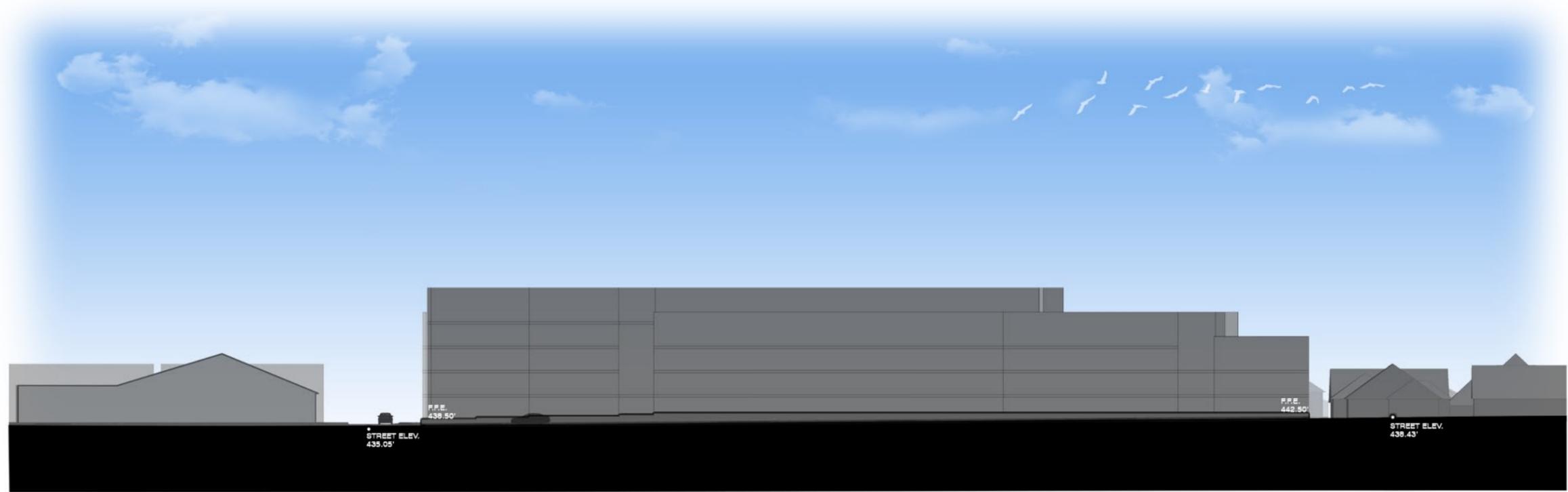
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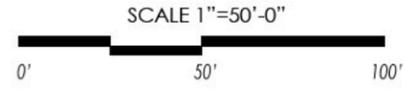
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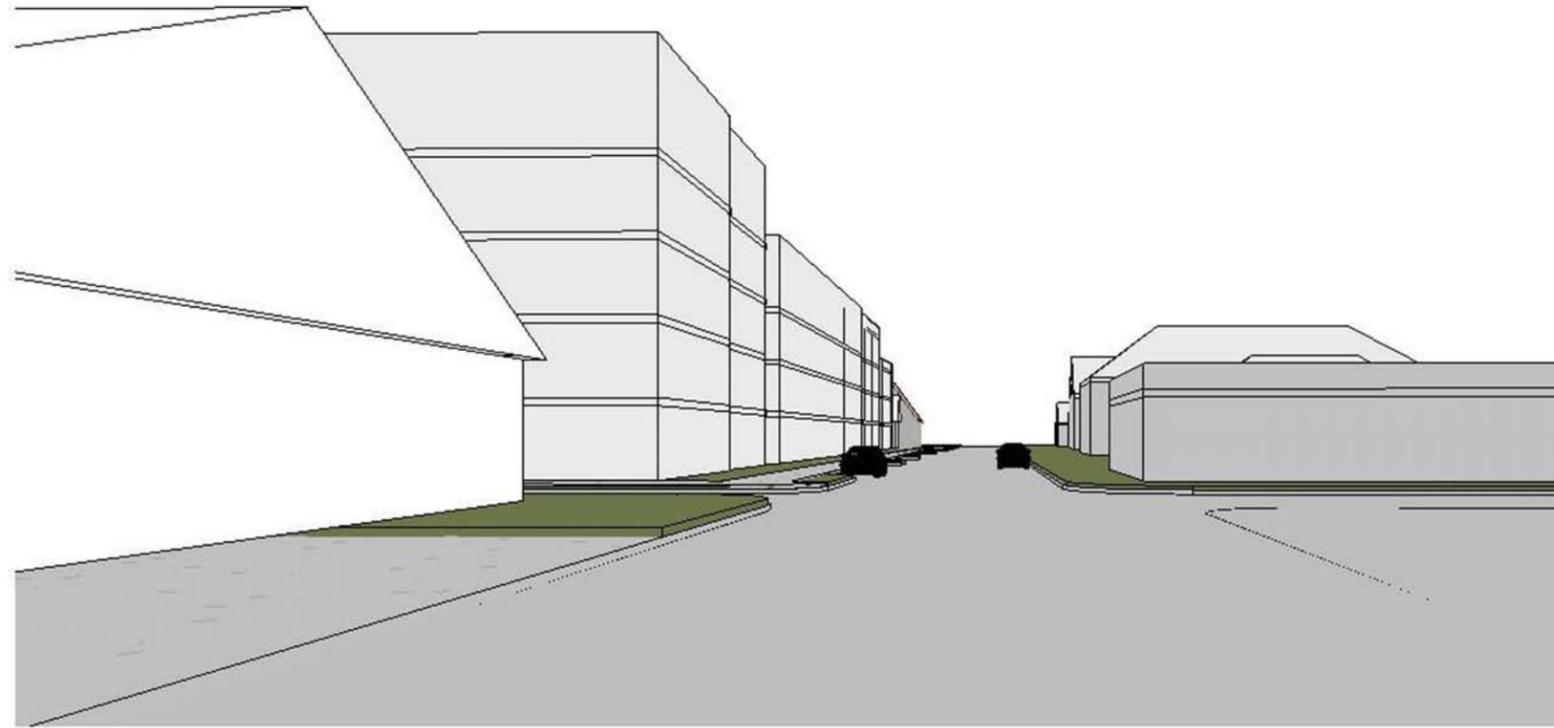
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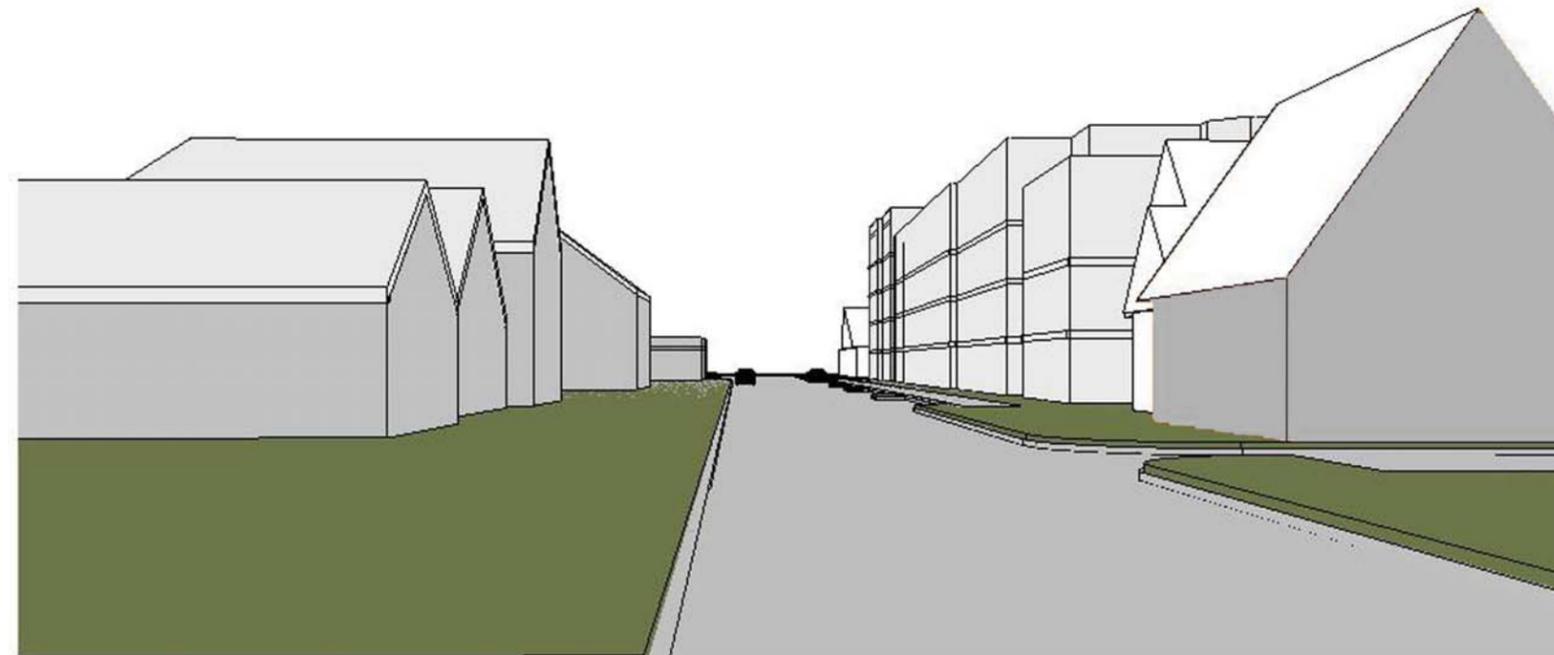


3RD AVENUE MASSING DIAGRAM





STREET PERSPECTIVE
3RD & MONROE LOOKING NORTHWEST



STREET PERSPECTIVE
3RD & TAYLOR LOOKING SOUTHEAST

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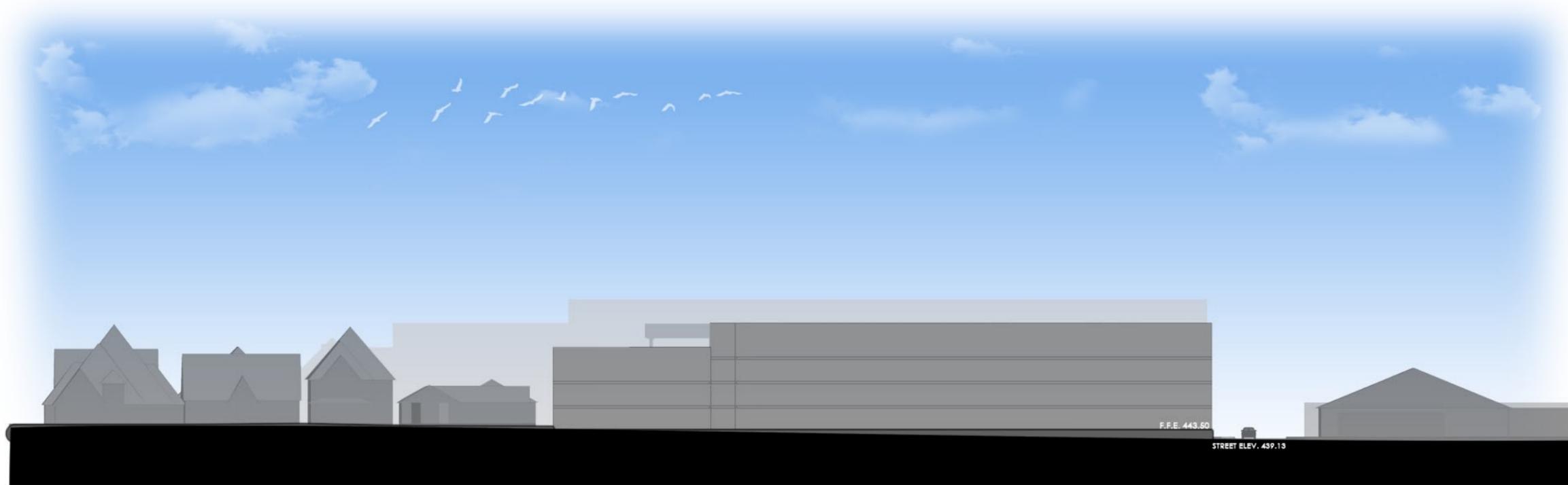
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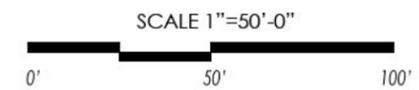
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4TH AVENUE MASSING DIAGRAM



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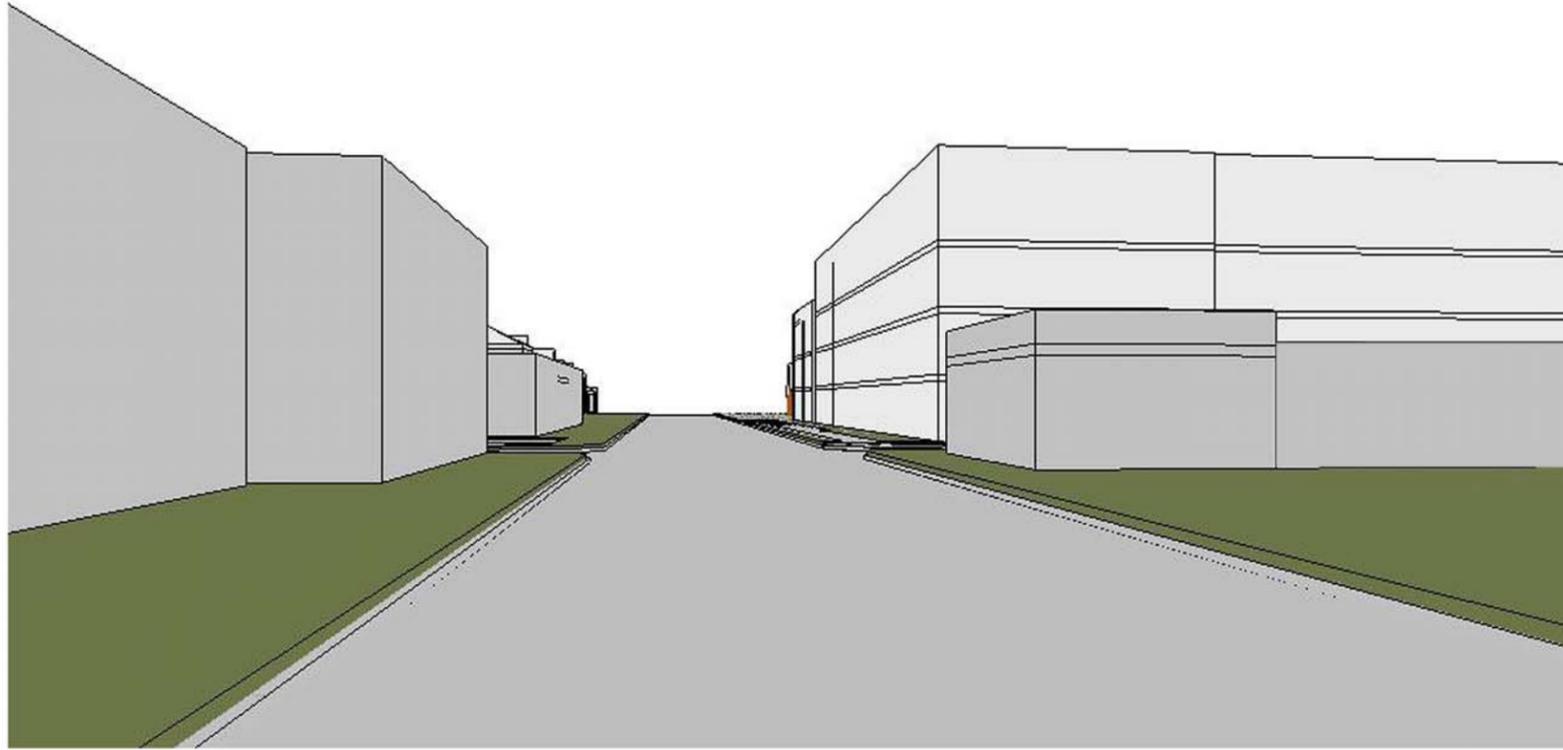
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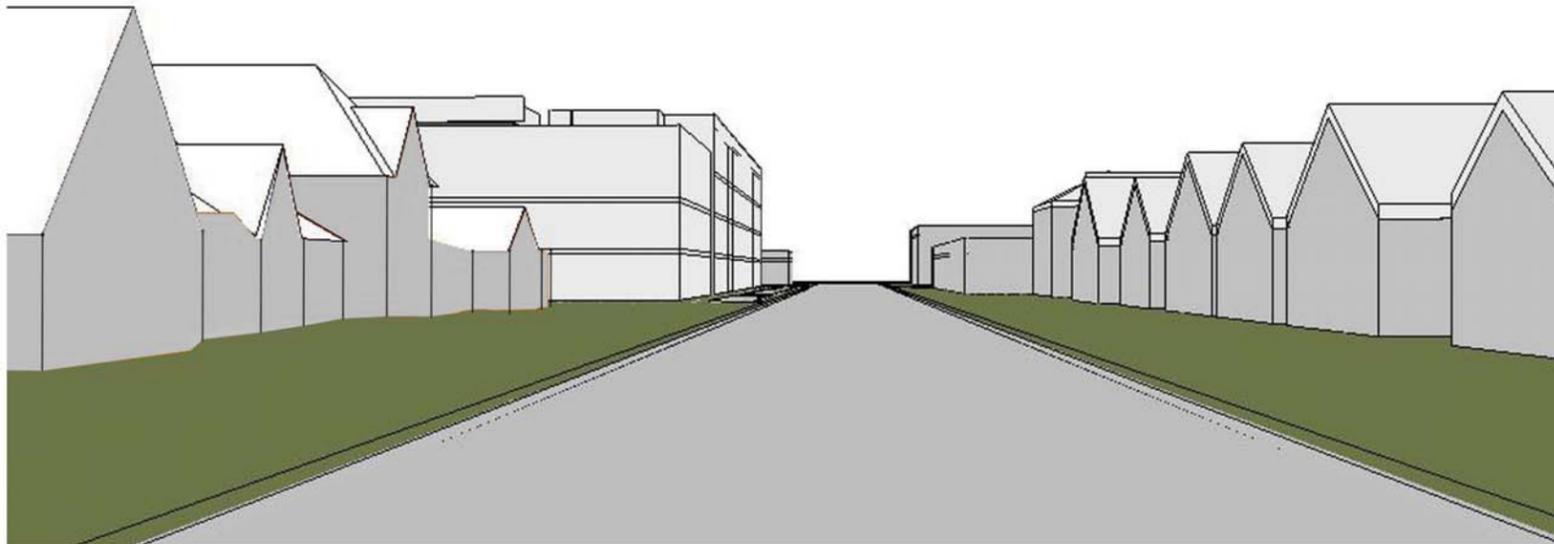
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STREET PERSPECTIVE
4TH & MONROE LOOKING NORTHWEST



STREET PERSPECTIVE
4TH & TAYLOR LOOKING SOUTHEAST

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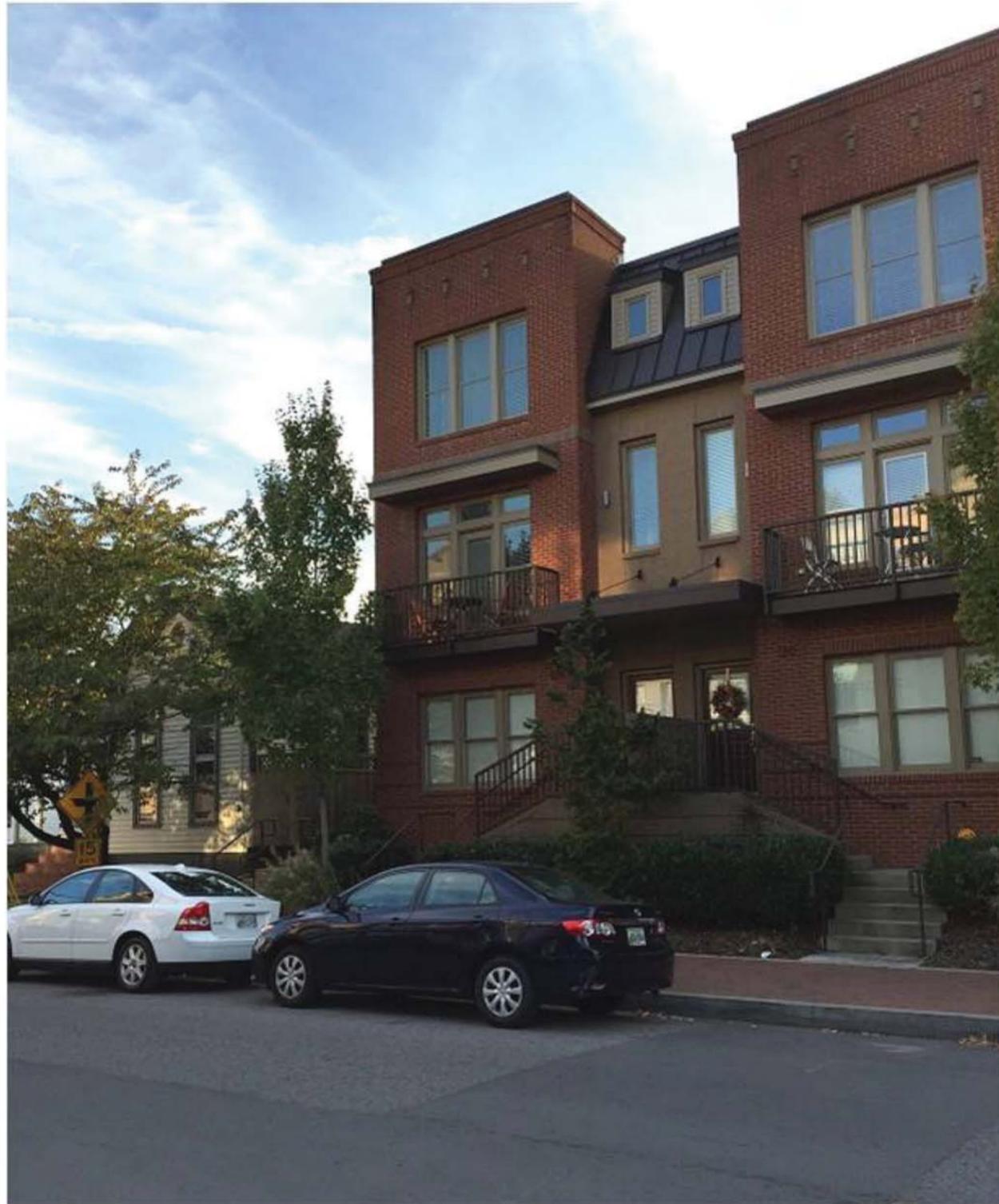
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 HEIGHT & MASSING APPROVAL

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APPROVED DEVELOPMENT CONDITIONS
FOUNTAINS AT GERMANTOWN - 4TH AVENUE MASSING DIAGRAM



LOCATION

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5 November 2014

Ms. Robin Zeigler
Metro Historic Zoning Commission
3000 Granny White Pike
Nashville, TN 37204



Re: Price Development Group Development Project
Monroe St. (north side, between 4th & 3rd Aves. N)

Dear Ms. Zeigler,

The Price Development Group, in addition to meeting one-on-one with several board members, presented their proposed project for the Formosa/Wang site at our November 3 neighborhood board meeting. Following their presentation all present had quite a lively discussion, generally favorable towards this project.

The only significant issue raised was that of the proposed heights for the two sections of the project, ranging from 3 to 4 stories on the Formosa site to 3 to 5 stories on the Wang site. As proposed, this development project already limits building heights to 3 stories where adjacent to the National Register district boundary, which was commended. However, the consensus was that it was necessary to maintain this height limitation on all of the 4th Ave. and Monroe (east to the alley) sides as well. This position was set out in a unanimously approved board motion.

The 35' height limitation works well to protect the overall historic character of the neighborhood, particularly where it has been important to fit in projects whose unit density and massing are beyond those of the historic neighborhood. This has been successfully employed in two previous projects in the 1200 block of 4th Ave., as well as along Monroe St to 5th Ave. N., everyone agreeing that a 35' height limitation should continue to be the standard in the 1300 block of 4th Ave. N for continuity. Concerns were also expressed as to the impact a height limitation variance allowed along 4th Ave. N, would set a precedent for the eventual redevelopment of the Cumberland Machine properties (between 4th and 5th Aves. N and Monroe St.) which are in the heart of the neighborhood).

Should you have any questions or require a copy of our board minutes reflecting the neighborhood's position, please feel free to contact me.

Sincerely,

Robbie Vaughan
HGN President