

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
Fax: (615) 862-7974

STAFF RECOMMENDATION
33 Peabody, Public Works Garages
January 15, 2020

Application: New Construction-Infill

Map and Parcel Numbers: 09311010500

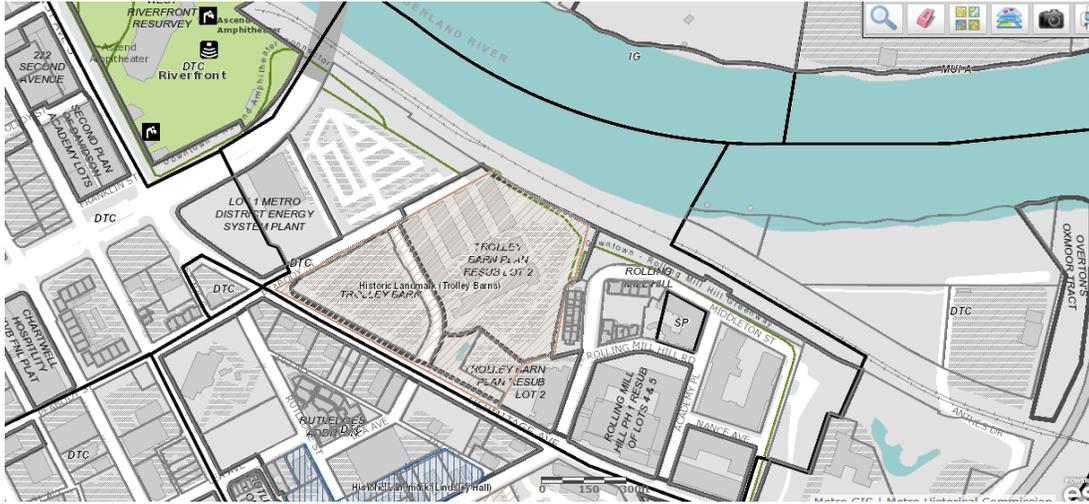
Council Districts: 19

Applicant: MDHA, Kline Swinney Associates

Project Lead: Robin Zeigler, robin.zeigler@nashville.gov, 615-862-7970

<p>Description of Project: A parking structure is proposed in a parking lot next to the National Register listed Public Works Garages.</p> <p>Recommendation Summary: Staff recommends approval with the condition that the applicant obtain final review of materials before purchase and installation finding that the project meets the design guidelines for new construction on the campus of a Historic Landmark. <i>Signage and exterior lighting is not a part of this proposal.</i></p>	<p>Attachments A: Photographs B: Site Plan C: Elevations</p>
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Vicinity Maps



Aerials



Applicable Ordinance:

II. Design Guidelines

B. By state law, all design guidelines for neighborhood conservation zoning overlays must comply with the Secretary of the Interior's Standards for Treatment of Historic Properties. The Standards shall be followed for alterations of all Historic Landmarks:

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal changes to the defining characteristics of the building and its site and environment.
2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
4. Most properties change over time; those changes that have acquired historical significance in their own right shall be retained and preserved.
5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.
6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means necessary.
8. Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future. The essential form and integrity of the historic property and its environment would be unimpaired.

III. Building Site

Some Historic Landmark Districts consist only of the historic building and the land immediately underneath it. Other landmark districts consist of a building *and* the landscape surrounding the landmark. Often this landscape or *site* is an integral part of the landmark's importance and construction on or alteration of the site may have an impact on the landmark building itself. The following guidelines are intended for use when construction is proposed on a landmark site:

1. Features of the site that are important in defining the overall character of the landmark should be

identified, retained, and preserved. Removal or radical change of site features which are important in defining the overall historic character of the landmark should be avoided.

2. Removal or relocation of buildings or landscape features which are historically related to the landmark shall be avoided.
3. Repair of deteriorated landscape or site features rather than replacement is encouraged where possible. Addition of conjectural landscape features which would create a false sense of historic development should not occur.
4. Construction of new buildings adjacent to the landmark building shall not detract from or diminish the value of the landmark itself. Standards 9 & 10 from the above guidelines address new construction and shall be applied when new buildings are proposed in a landmark district.
5. New or added exterior site features shall be placed so as not to detract from or diminish the value of the landmark itself.
6. Site work including construction of parking and utility work shall be undertaken carefully so as not to disturb architectural or archaeological features of the landmark site.

New parking should be placed to the rear of the landmark building to minimize adverse visual impact. Parking surface should be selected to minimize harm to the landscape surrounding the landmark. Excavation work should be carefully undertaken and care shall be used to properly record any archaeological materials encountered.

Background:

The Municipal Public Works Garage Industrial District was constructed c. 1940 to house various municipal public works departments. It was a New Deal project funded by the Public Works Administration (PWA). Following the dissolution of the PWA in 1939, the Works Progress (or Projects) Administration (WPA) provided labor for the project. Located in an area known as Rolling Mill Hill on the west bank of the Cumberland River in Nashville, Davidson County Tennessee, the district occupies a prominent location and is visible from the east bank of the river as well as from Interstate-24. The district was listed in the National Register of Historic Places in 2010 under Criterion A for its local significance in government and under Criterion C for architecture.

The Public Works Garages Historic Landmark District includes the National Register boundaries and surrounding property. In 2017, the Commission approved a nine-story building to the west of Building 1. A greenway runs between Building 4 and the stone wall.

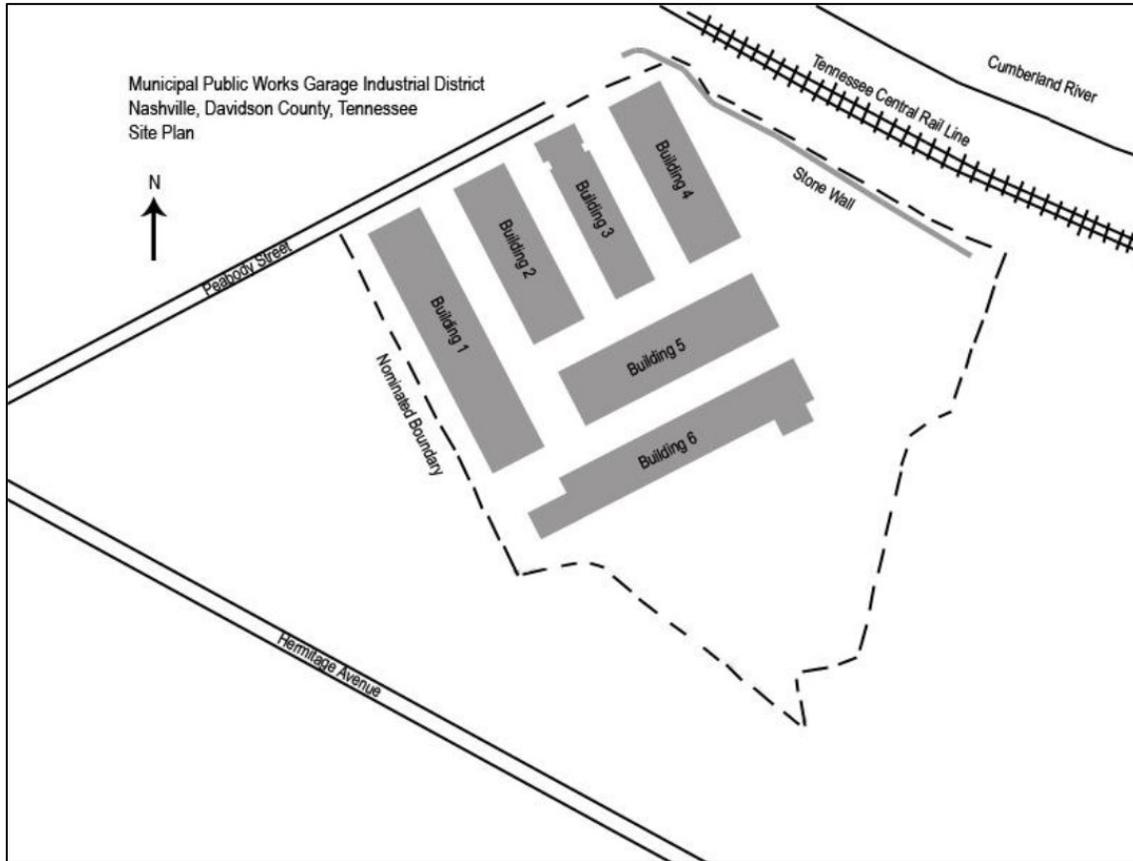


Figure 1: National Register boundaries of the Municipal Public Works Garage Industrial District.

Although the project effects the entire National Register district it is most directly related to Building 6. The building was used by the City Water Works Department for garage and office space to accommodate its Maintenance Department. According to the National Register nomination, the building is similar in style to other buildings but has attached garages at either end of a main building. These garages are historic, probably early additions. Due to these attached garages, it is unclear where the façade is located.

In addition to the buildings, the district includes a stone wall that separates the district from the adjacent railroad property and runs onto the former hospital property. The project will not affect the wall.

Analysis and Findings:

The proposed parking structure is located south of Building 6 (see figure 2) in the National Register district and west of a historic art deco building that sits on top of a retaining wall. The area is currently a surface parking lot.

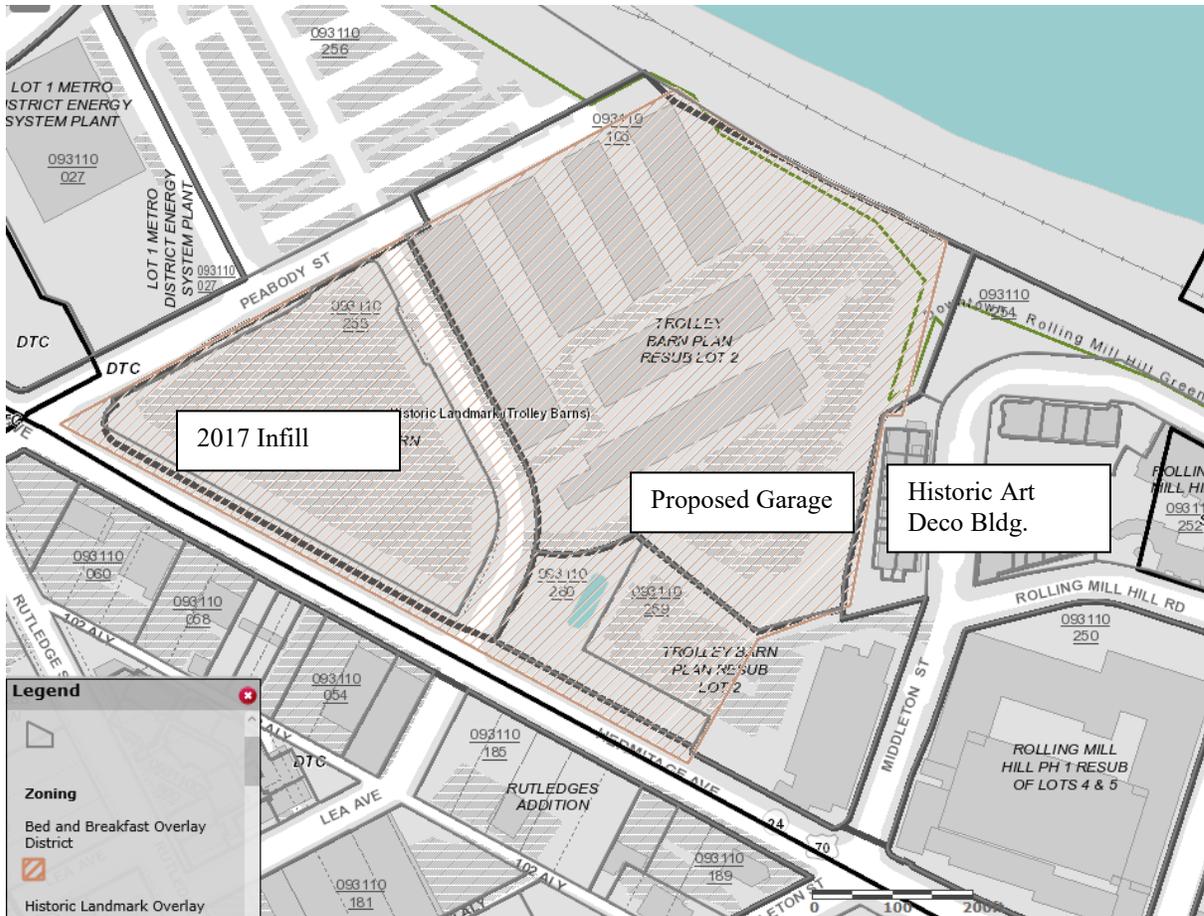


Figure 2: Overlay boundaries for the Public Works Garages

Alterations: No historic features are being removed, demolished, repaired or altered and the property is not known to have any archaeological value. Early Sanborns do not show any buildings in this location. The project meets section III.1.

Location & Orientation: The proposed structure does not “detract from or diminish the value of the landmark” in terms of its location. The project is located towards the “back” of the overlay in the sense that it is behind the furthest building from Peabody Street, Building 6. According to the National Register nomination, Building 6 does not have a distinguished façade which might normally dictate where new construction should be located.

The new structure is oriented towards Building 6 with a primary vehicular entrance and signage. An access drive, that connects Lea Avenue with the campus, provides a buffer between the new and old with approximately forty-five (45’) between the structure and Building 6. There is approximately thirty feet (30’) of distance, at its closest point from the art deco building. The significantly higher ground of the deco building compared to the proposed garage helps to mitigate the short buffer area. The location is appropriate and meets section III of the design guidelines.

Materials & Design: The design is a simple, contemporary, industrial design that will be in keeping with the utilitarian design of the Public Works Garages without diminishing them with a more mimicked look.

The primary veneer is proposed as brick and metal screens. Staff finds brick to be appropriate as the historic buildings are brick and the metal screens to be appropriate as it continues the utilitarian design of the historic campus. Staff recommends the applicant obtain final approval of masonry and metal, prior to purchase and installation. Concrete and metal cable railings will be prominent on sections that are mainly open and also appropriate because of the utilitarian nature of the site.

Scale & Massing: The massing of the building is significantly taller than the Public Works Garages. The proposed structure is five-stories; however, the 5th level is uncovered, with the exception of a stair/elevator tower. The building is primarily forty-four feet tall (44') from grade and reaches a maximum of fifty feet (50') at the stair/elevator tower. In comparison, the Public Works Garages are one-story and approximately 19' tall at the highest point. Although the massing of the structure overwhelms the Garages, historically they were not meant to be principal buildings with visual prominence.

Because the art deco building sits on significantly higher ground, only approximately one-story of the structure protrudes above the grade of that building.

In addition, the structure is situated so that it is at least forty-five (45') from Building 6, and approximately thirty feet (30') from the art deco building, at its closest point.

Staff finds the massing to be appropriate because of the industrial nature of the campus and the location of the building towards the rear of the site.

Signage: Signage is shown on the primary façade but is not a part of this request.

Recommendation Summary: Staff recommends approval with the condition that the applicant obtain final review of materials before purchase and installation finding that the project meets the design guidelines for new construction on the campus of a Historic Landmark. *Signage and exterior lighting is not a part of this proposal.*

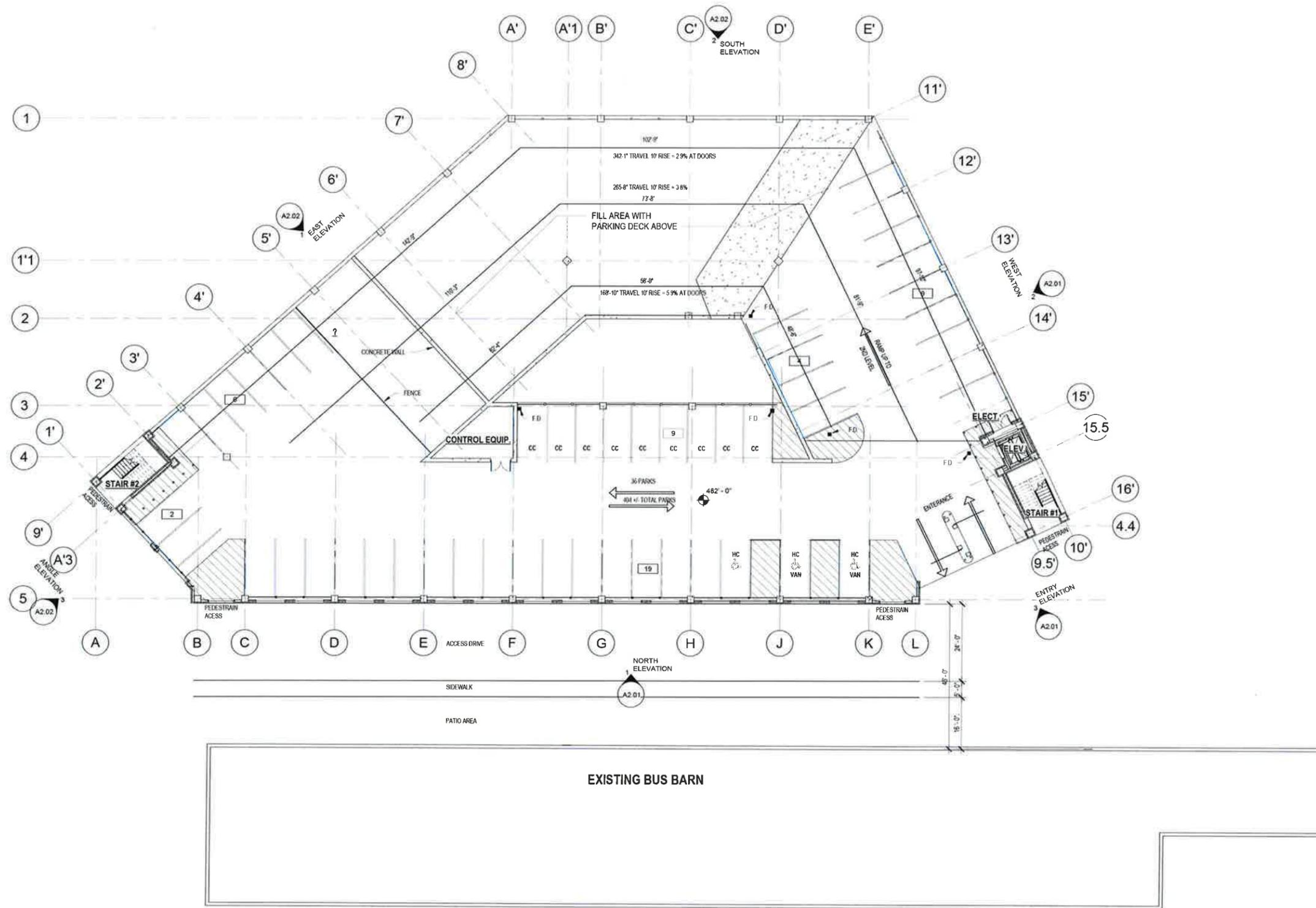


Retaining wall and art deco building above.



This image is taken from the Greenway. The parking structure will be below on the right with the historic buildings just out of view on the right. The retaining wall is behind the greenery straight ahead and the balconies of the art deco building are seen to the left.

1/3/2020 8:48:17 AM



1 LEVEL ONE
 1/32" = 1'-0"

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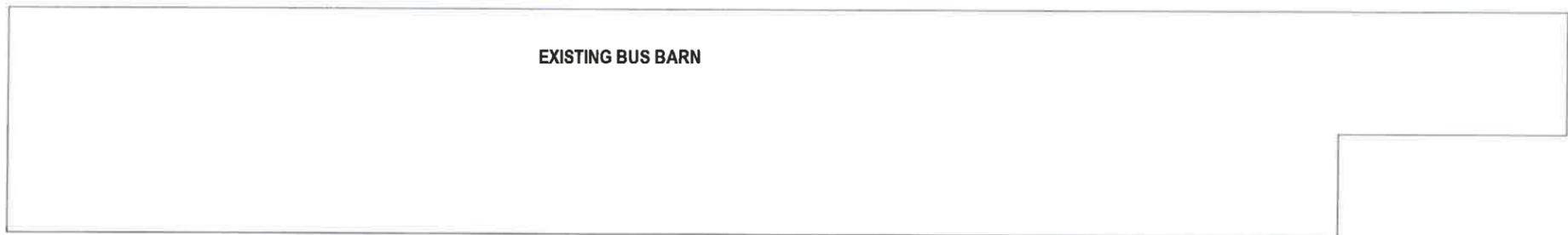
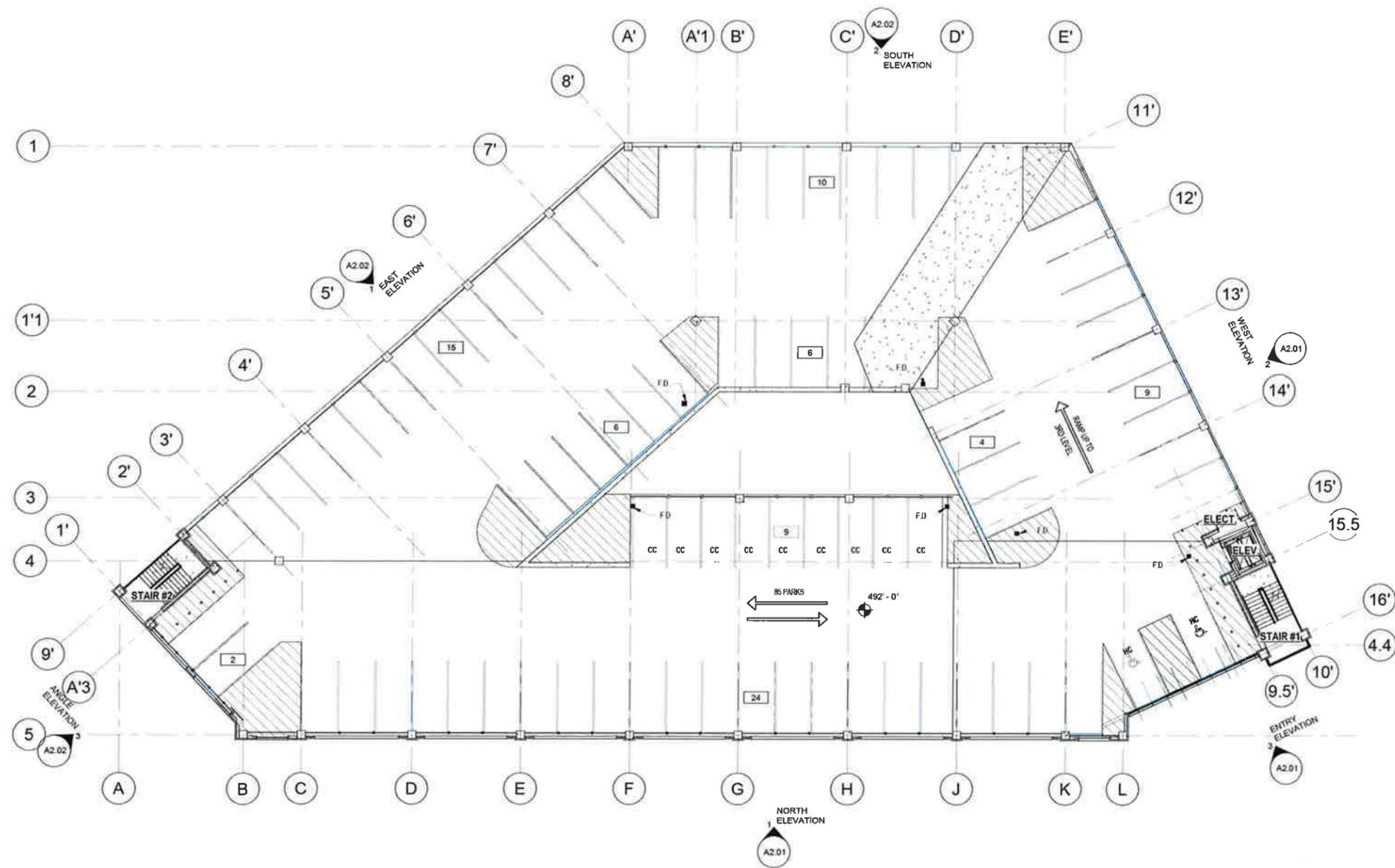
LEVEL ONE
PUBLIC WORKS PARKING GARAGE
 ROLLING MILL HILL
 NASHVILLE TENNESSEE 37210

NO.	REVISIONS

PROJECT NO. 1702
 DATE 01/03/2020
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2 LEVEL TWO
1/32" = 1'-0"

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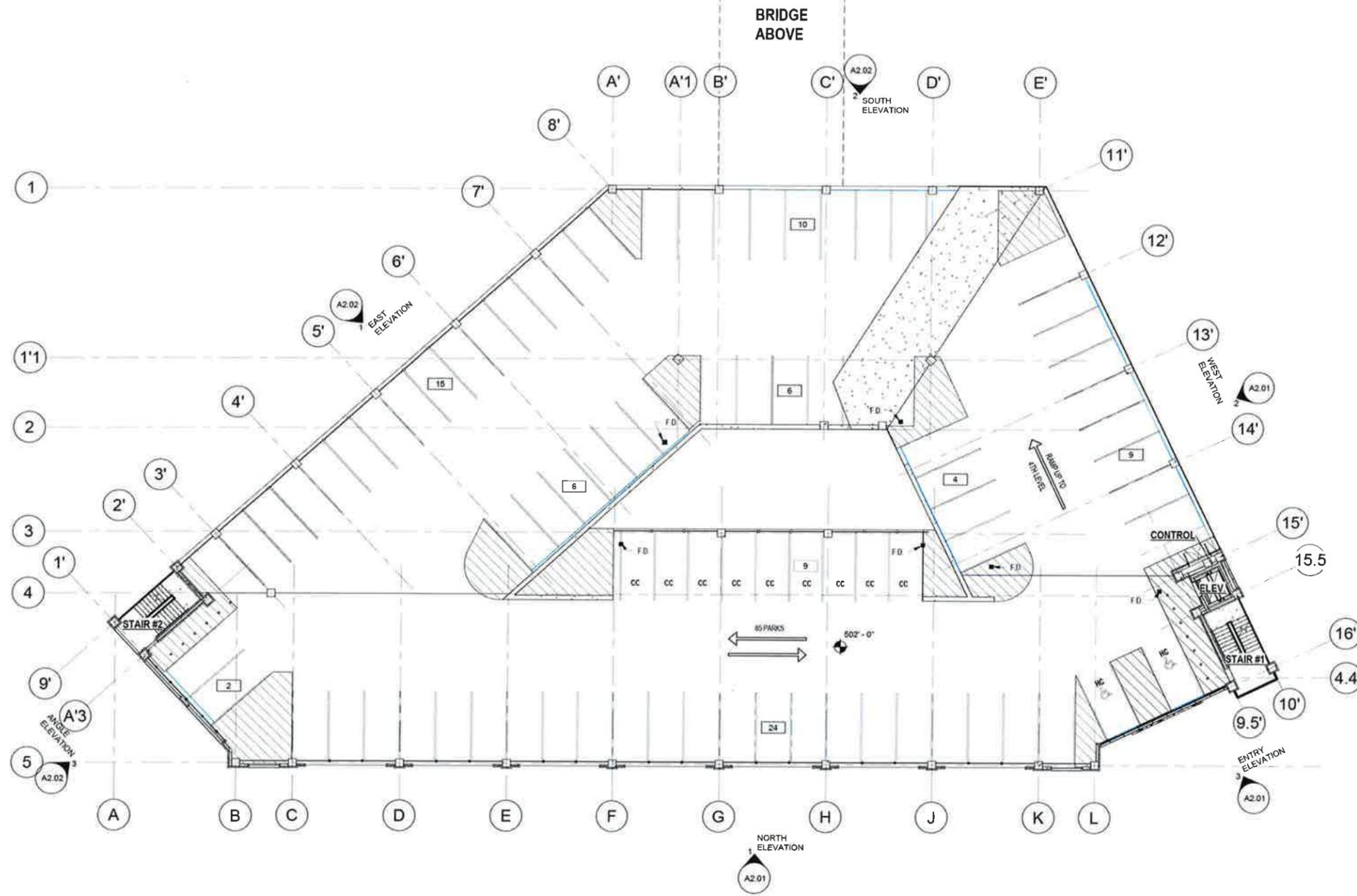
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 NASHVILLE TENNESSEE 37210

REVISIONS

PROJECT NO. 1702
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3 LEVEL THREE
 1/8"=1'-0"

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LEVEL THREE

PUBLIC WORKS PARKING GARAGE

ROLLING MILL HILL
 NASHVILLE TENNESSEE 37210

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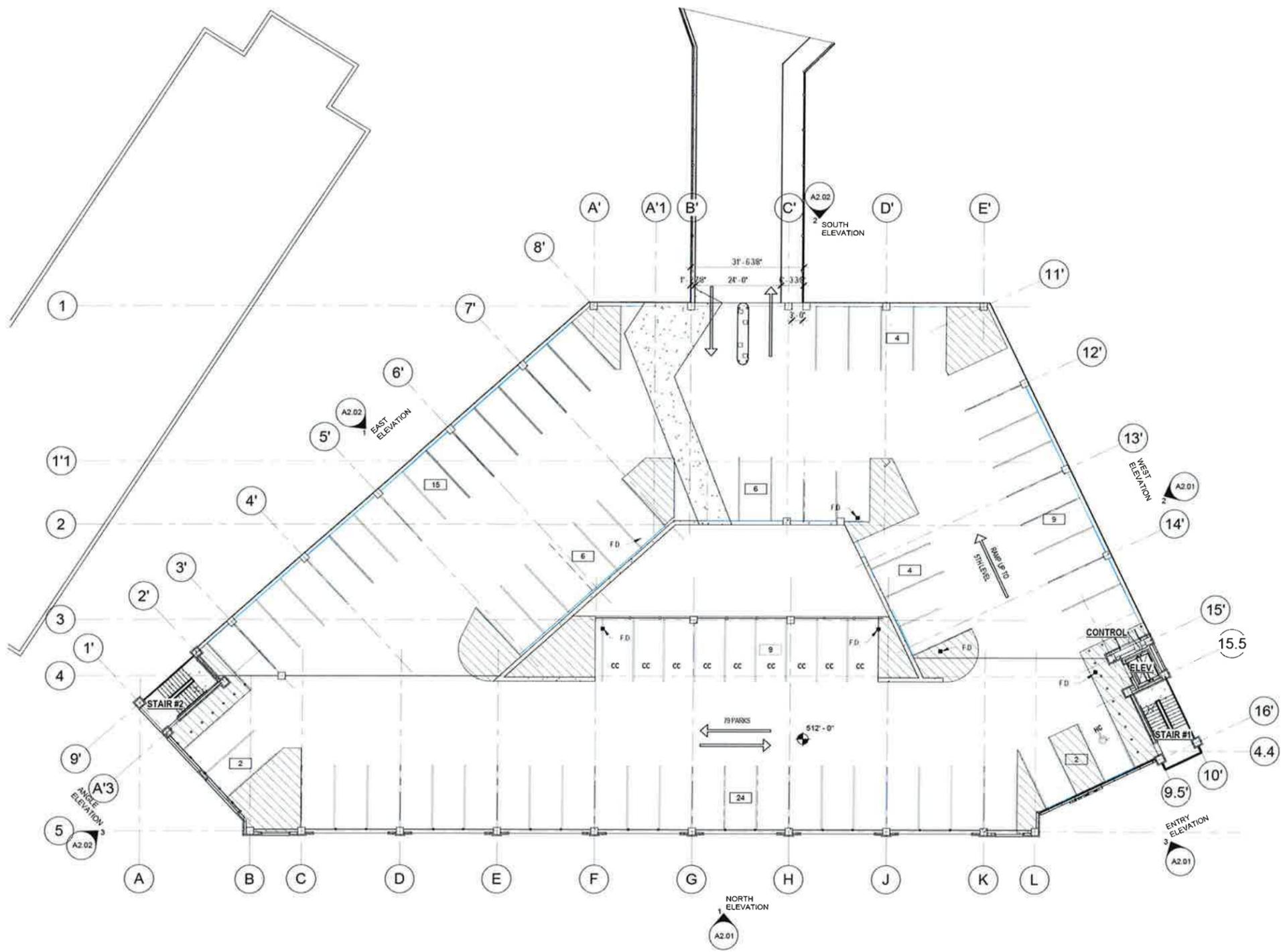
PROJECT NO.
1702

DATE
01/03/2020

SHEET NO.

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4 LEVEL FOUR
 1/32" = 1'-0"

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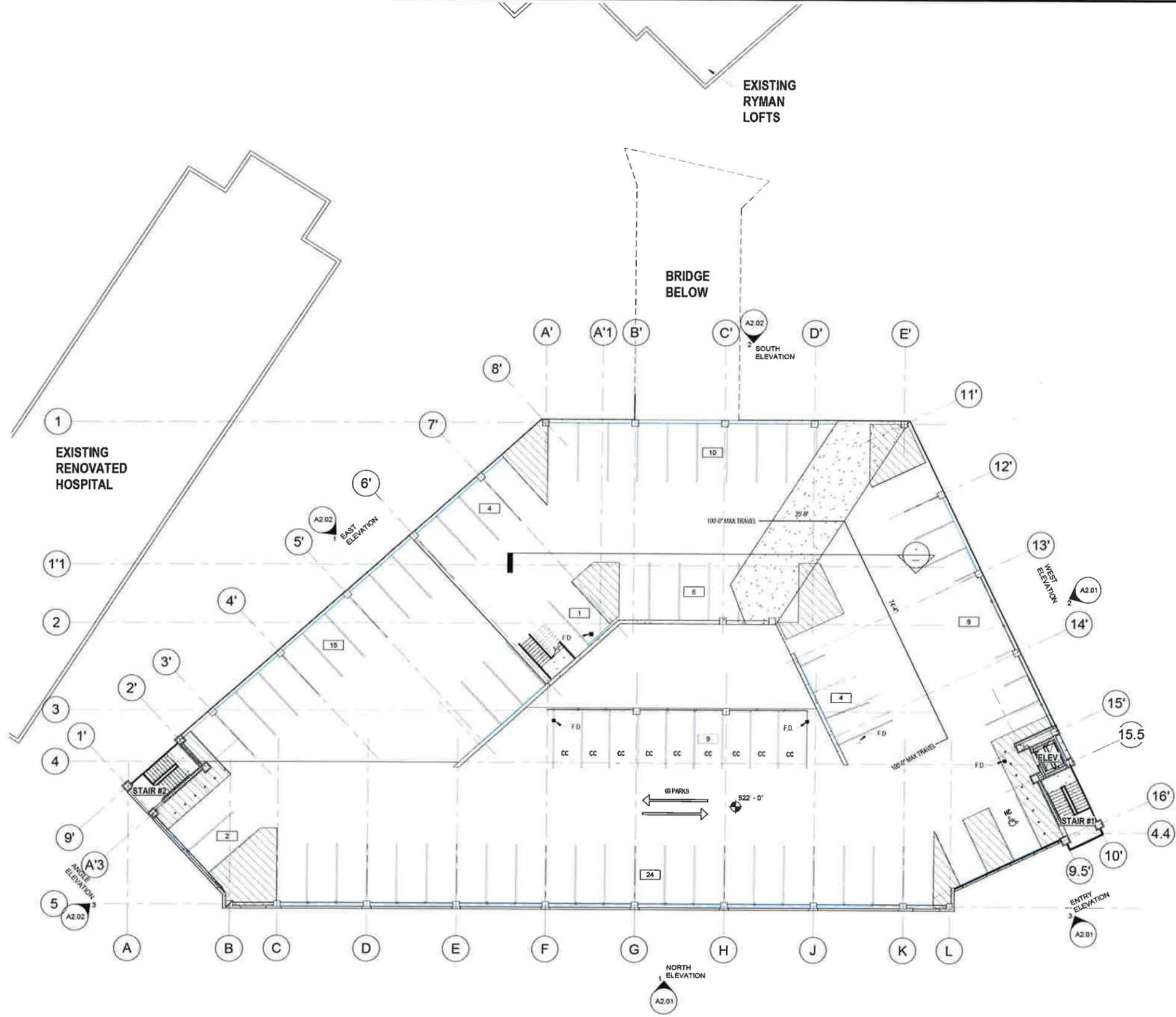
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 ROLLING MILL HILL
 NASHVILLE TENNESSEE 37210

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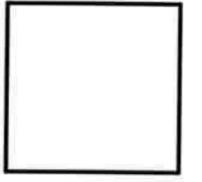
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5 LEVEL FIVE
 1/8" = 1'-0"



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LEVEL FIVE

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 DATE 01/03/2020
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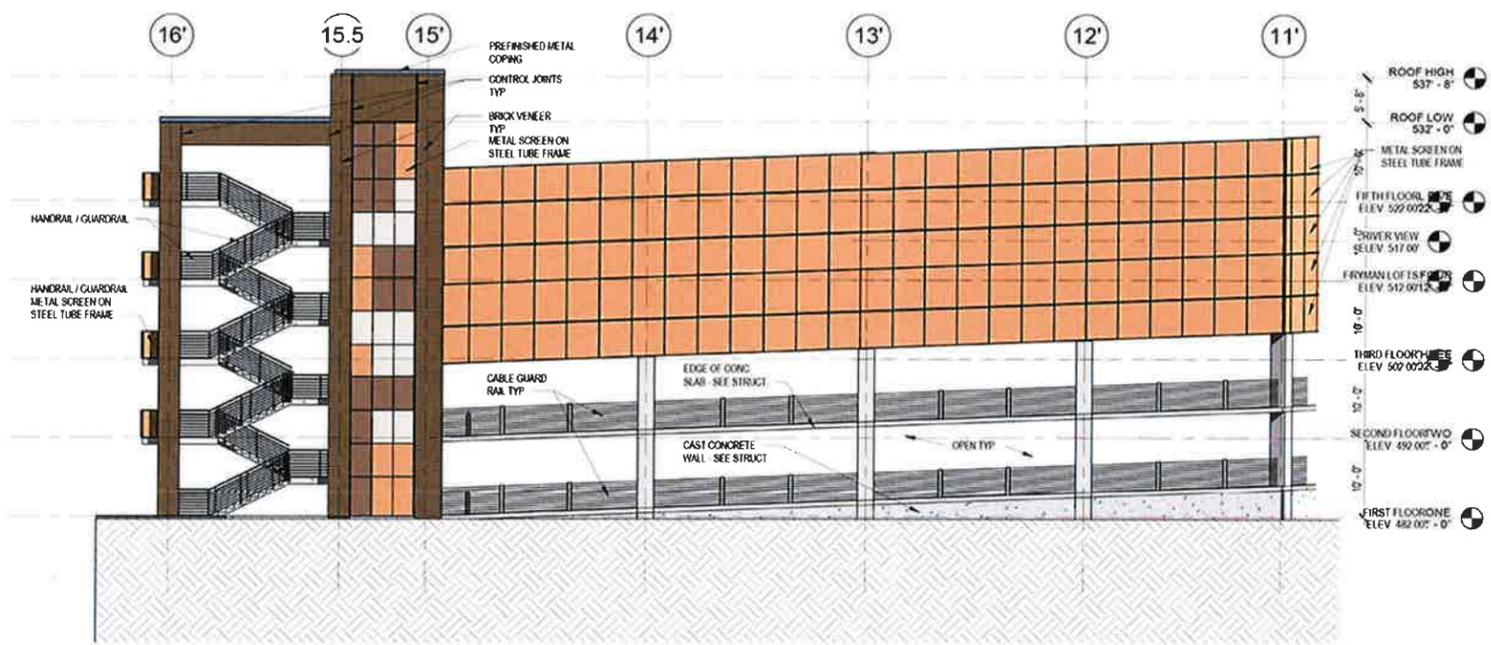
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EXTERIOR ELEVATIONS
 PUBLIC WORKS PARKING GARAGE
 ROLLING MILL HILL
 NASHVILLE TENNESSEE 37210

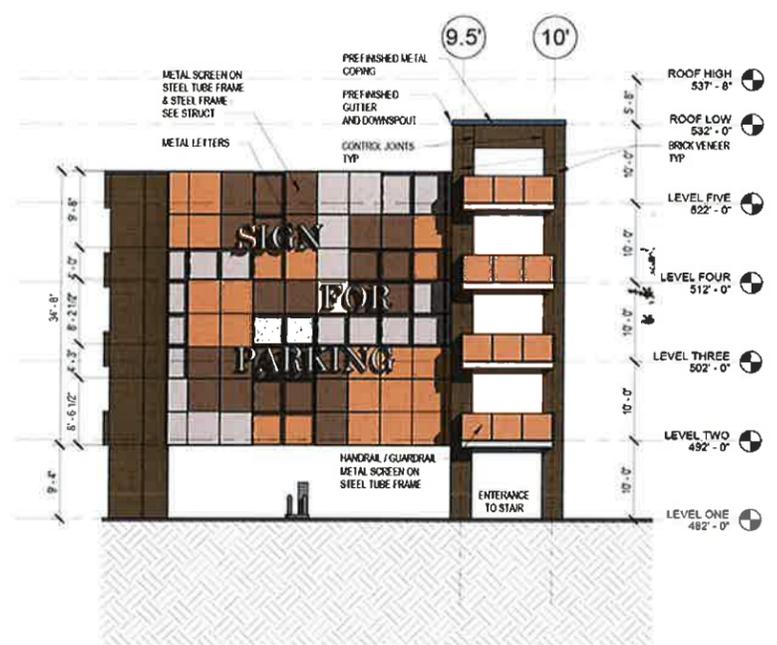
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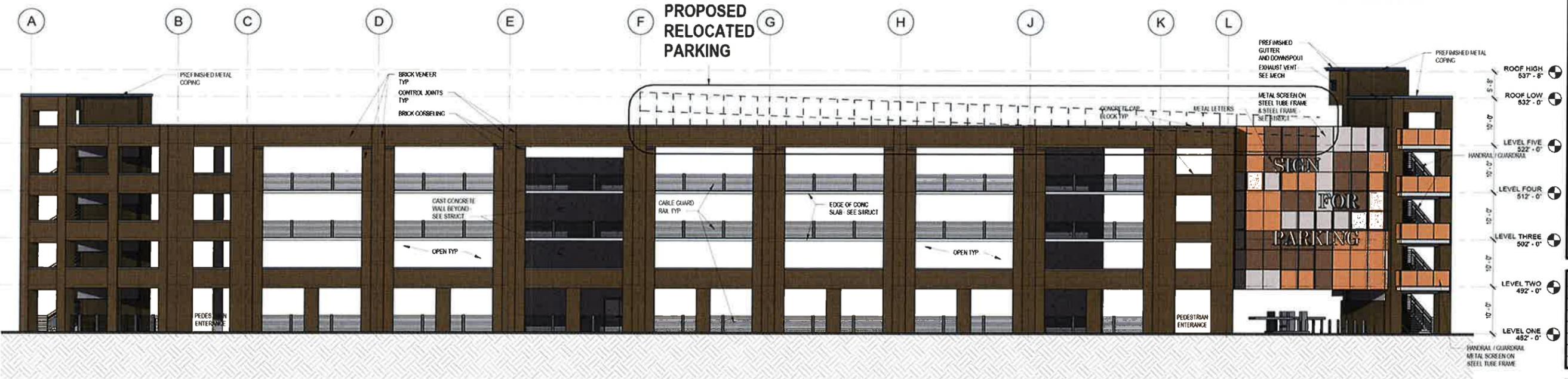
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2 WEST ELEVATION
 $3/16" = 1'-0"$
 REQUIRED OPEN 40% BUT LESS 52%
 TOTAL AREA 6,158.80 S.F.
 TOTAL MASS 2,367.88 S.F.
 TOTAL OPEN 3,790.92 S.F.
 PERCENTAGE OF OPEN 62%



3 ENTRY ELEVATION
 $3/16" = 1'-0"$
 REQUIRED OPEN 40% BUT LESS 52%
 TOTAL AREA 2,291.00 S.F.
 TOTAL MASS 1,077.20 S.F.
 TOTAL OPEN 1,213.80 S.F.
 PERCENTAGE OF OPEN 52%



1 NORTH ELEVATION
 $3/16" = 1'-0"$
 REQUIRED OPEN 40% BUT LESS 52%
 TOTAL AREA 9,745.94 S.F.
 TOTAL MASS 4,183.03 S.F.
 TOTAL OPEN 1,651.00 S.F.
 PERCENTAGE OF OPEN 57%

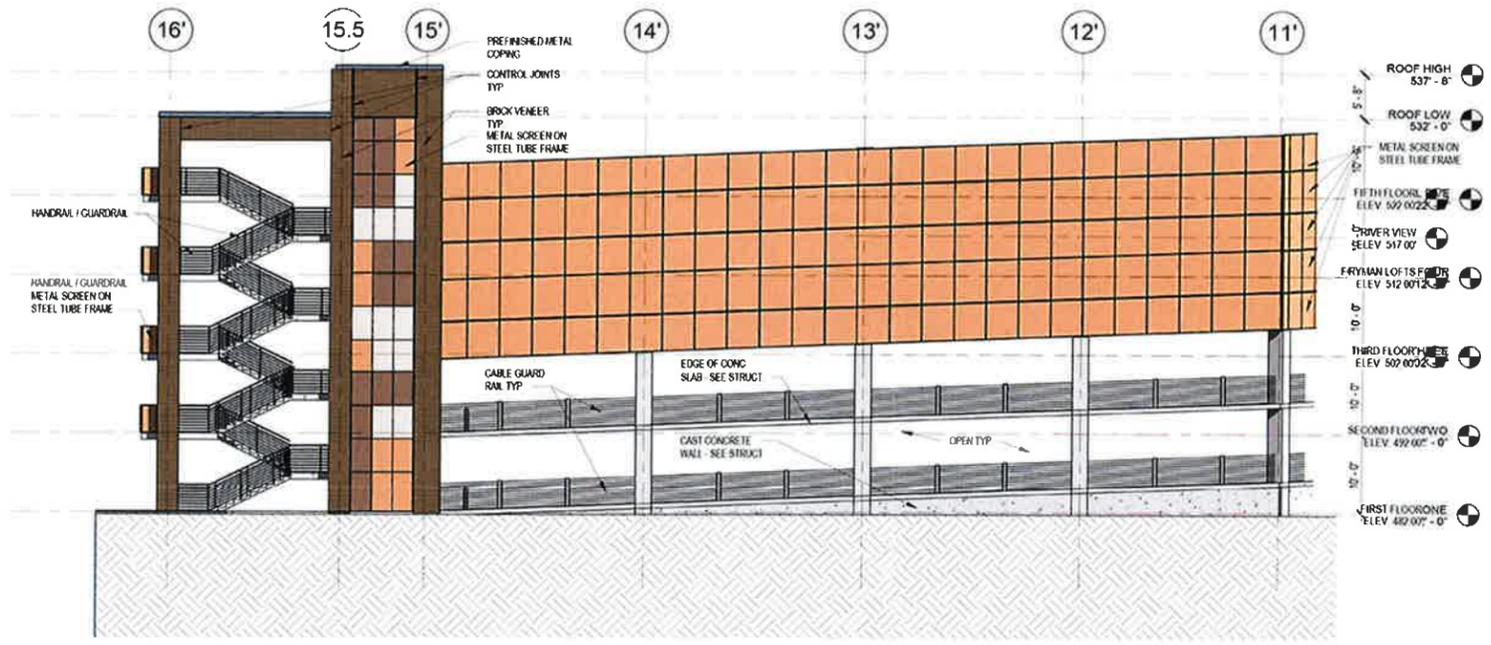
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EXTERIOR ELEVATIONS
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 ROLLING MILL HILL
 NASHVILLE, TENNESSEE 37210

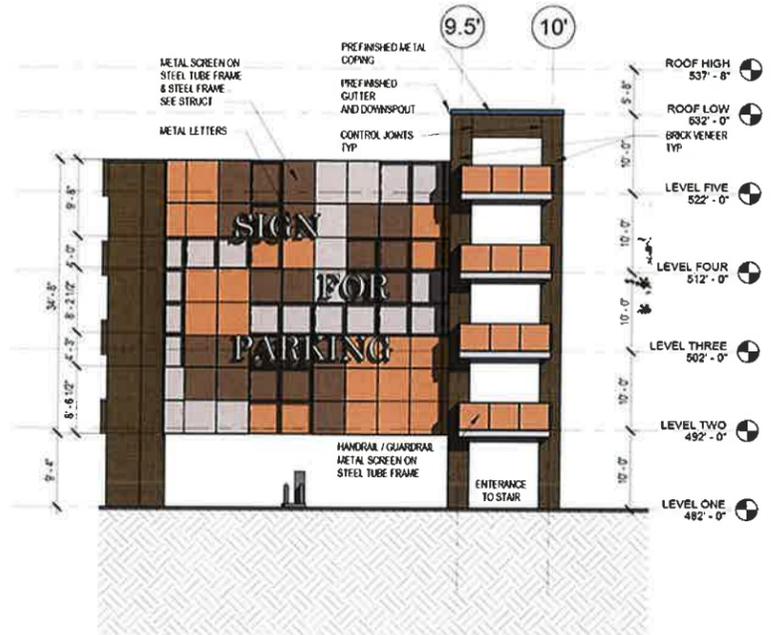
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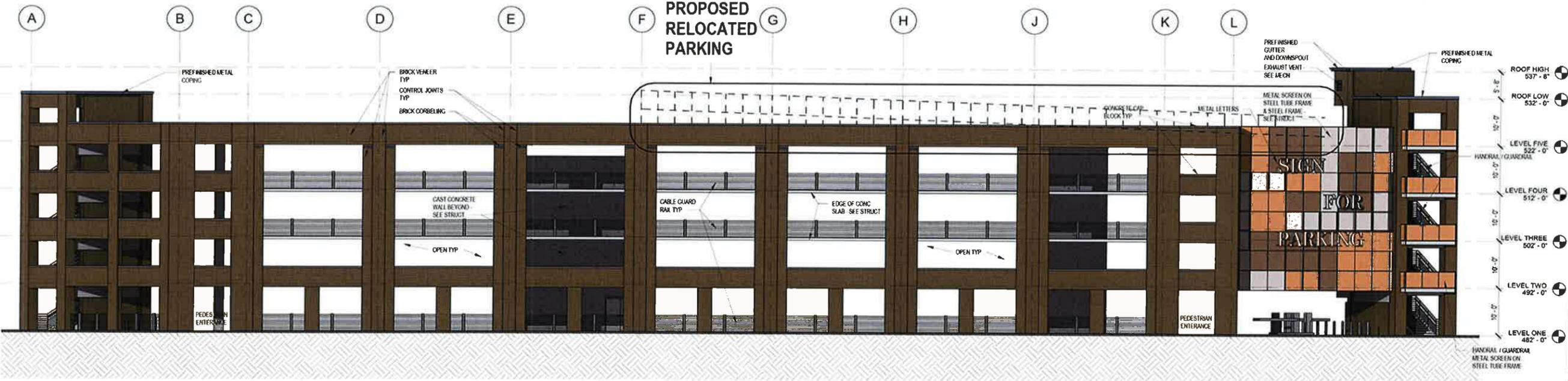
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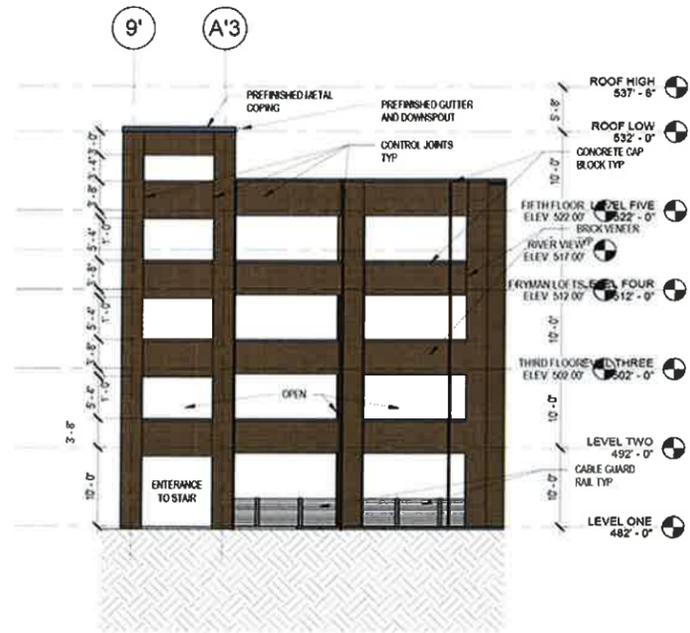
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 $3/8/64 = 1/10'$
 REQUIRED OPEN 40% BUT LESS 52%
 TOTAL AREA 6,158.80 S.F.
 TOTAL MASS 2,367.88 S.F.
 TOTAL OPEN 3,790.92 S.F.
 PERCENTAGE OF OPEN 62%



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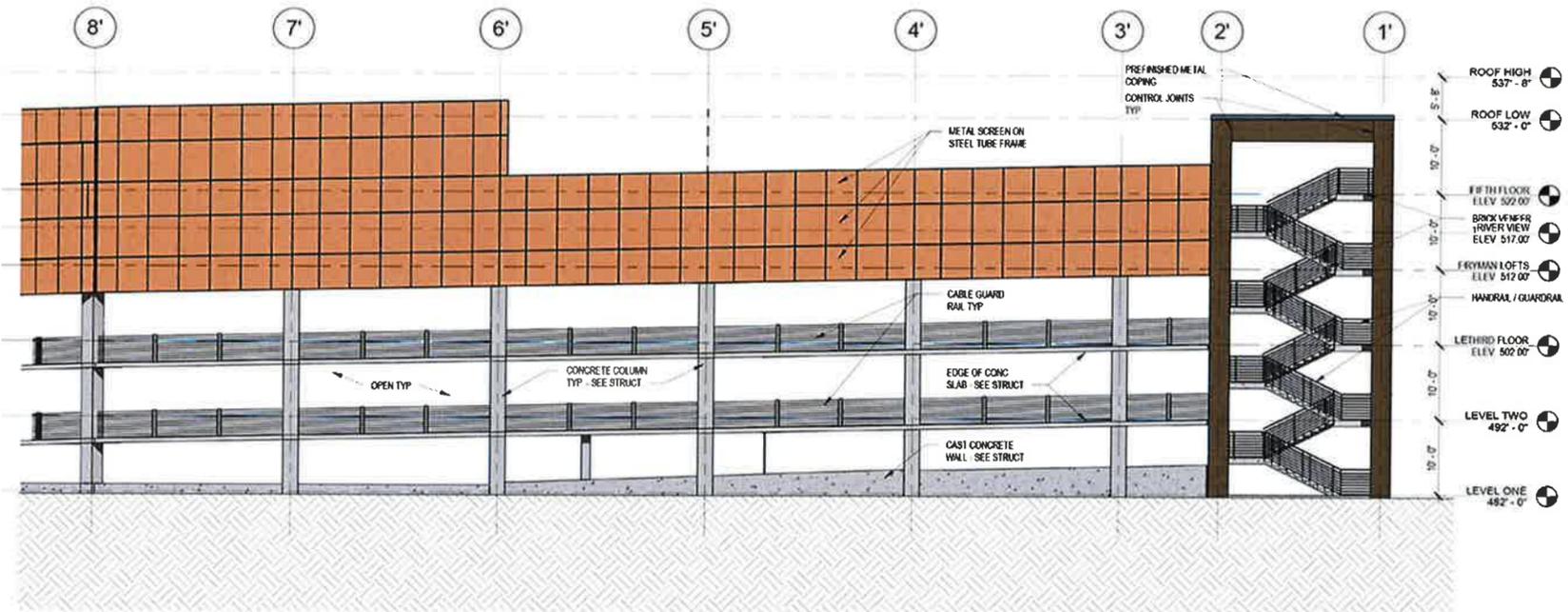
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 TOTAL AREA 9,745.94 S.F.
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 TOTAL OPEN 1,651.00 S.F.
 PERCENTAGE OF OPEN 57%



3 ANGLE ELEVATION

3/6/04 = 11'-0"

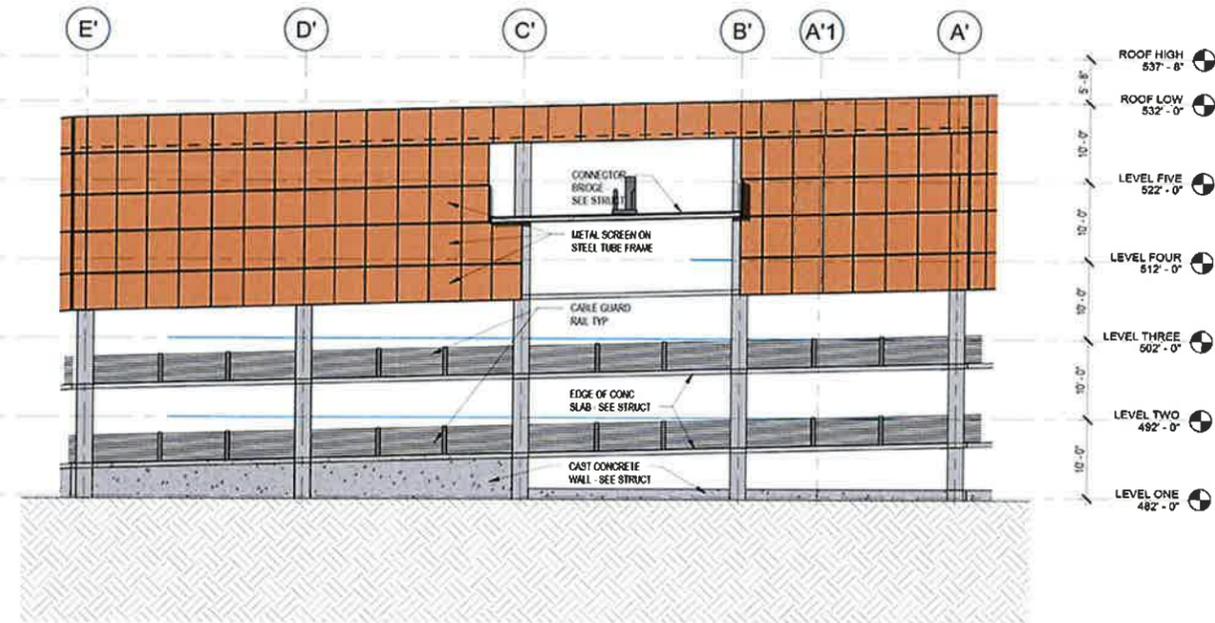
REQUIRED OPEN 40% BUT LESS 52%
 TOTAL AREA 2,085.55 S.F.
 TOTAL MASS 1,275.74 S.F.
 TOTAL OPEN 809.81 S.F.
 PERCENTAGE OF OPEN 39%



1 EAST ELEVATION

3/6/04 = 11'-0"

REQUIRED OPEN 40% BUT LESS 52%
 TOTAL AREA 7,410.81 S.F.
 TOTAL MASS 2,289.6 S.F.
 TOTAL OPEN 5,121.21 S.F.
 PERCENTAGE OF OPEN 69%



2 SOUTH ELEVATION

3/6/04 = 11'-0"

REQUIRED OPEN 40% BUT LESS 52%
 TOTAL AREA 4,290.62 S.F.
 TOTAL MASS 1,251.84 S.F.
 TOTAL OPEN 3,038.78 S.F.
 PERCENTAGE OF OPEN 71%

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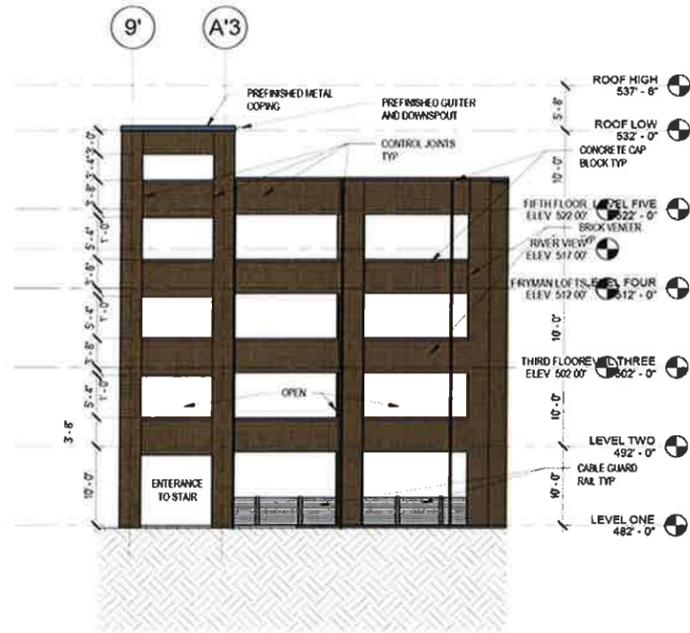
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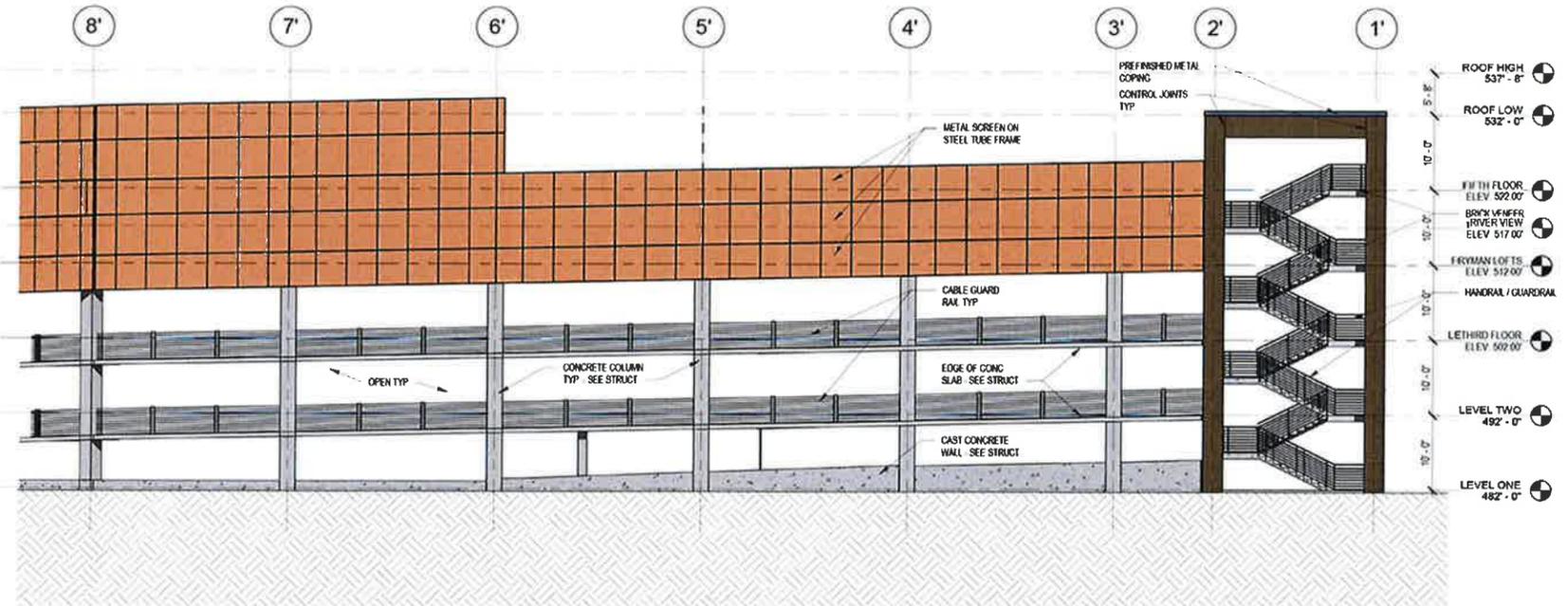
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3 ANGLE ELEVATION

316'4" = 11'-0"

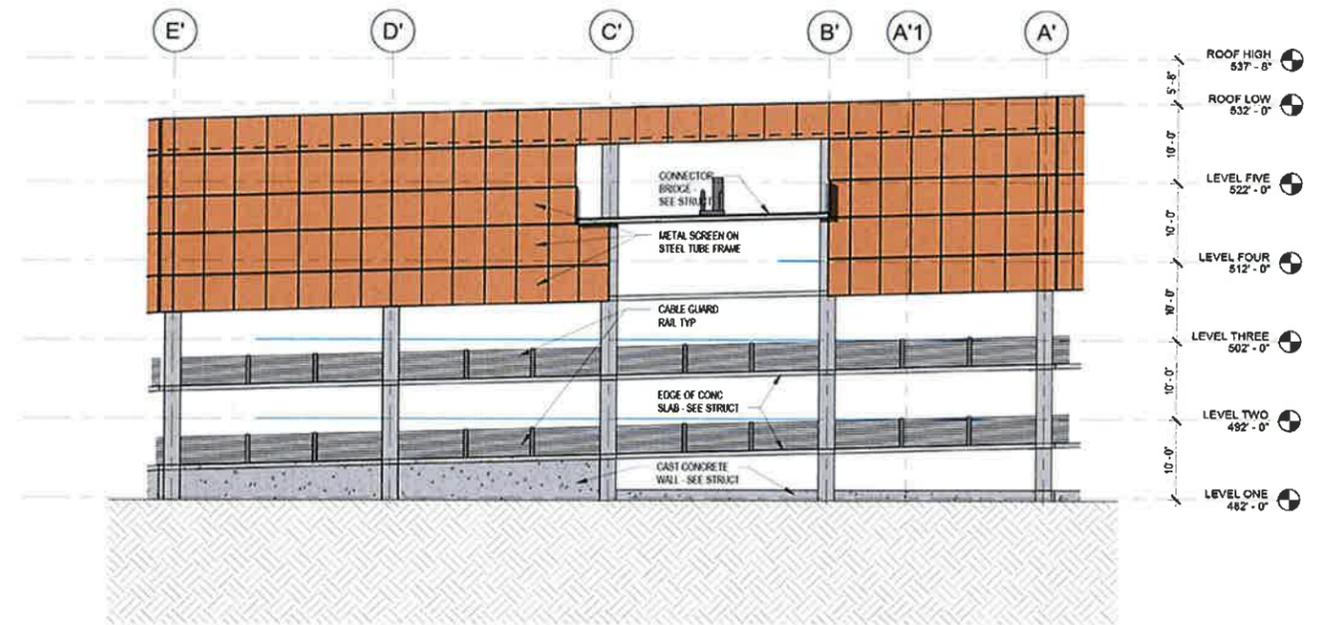
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 TOTAL MASS 1,251.84 S.F.
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 PERCENTAGE OF OPEN 71%

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1 VIEW DOWN ACCESS DRIVE
NOT TO SCALE

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VIEW DOWN ACCESS DRIVE
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ROLLING MILL HILL
NASHVILLE TENNESSEE 37210

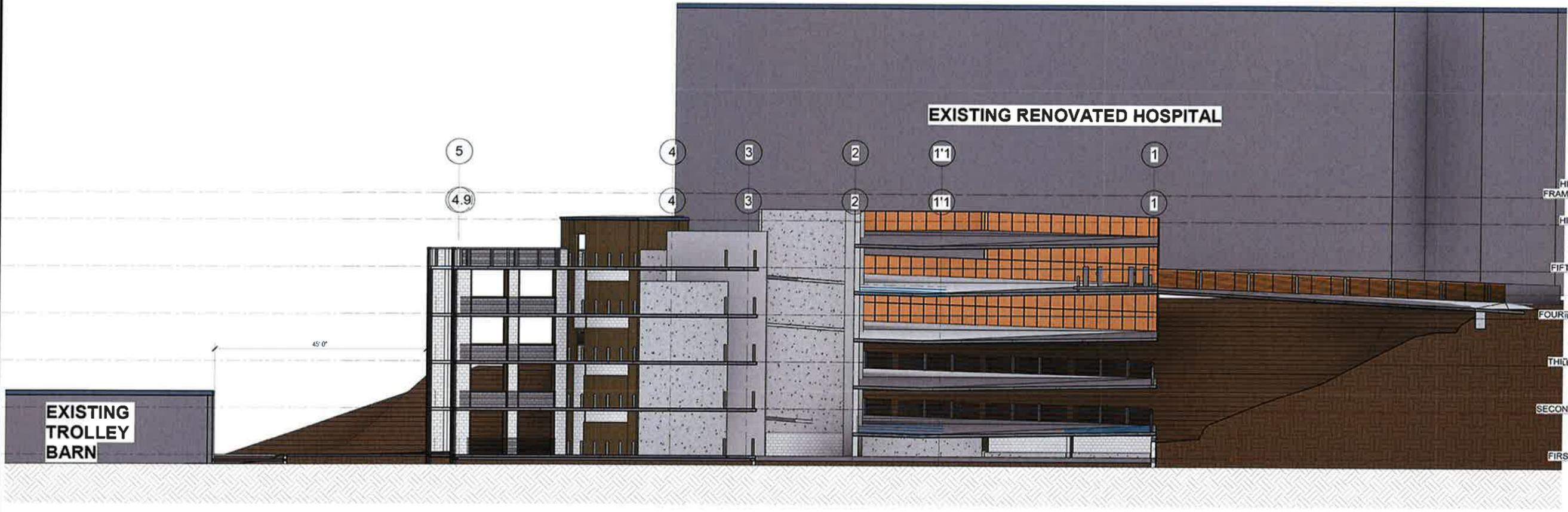
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PROJECT NO.
1702
DATE
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SHEET NO.

A2.03

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Tennessee Society of Architects

1/3/2020 11:00:33 AM



1 BUILDING SECTION THRU SITE
 3/8"=1'-0"

- HIGH ROOF FRAMEROOF HIGH 5'-03" -0"
- HIGH ROOF LOW 5'-53" -0"
- FIFTH LEVEL FIVE ELEV 522' -0"
- RIVER VIEW ELEV 517' 00"
- FOURTH LEVEL FOUR ELEV 512' -0"
- THIRD LEVEL THREE ELEV 502' -0"
- SECOND LEVEL TWO ELEV 492' -0"
- FIRST LEVEL ONE ELEV 482' -0"

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BUILDING SITE SECTION
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 Construction Specifications Institute
 American Contract Documents Association
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