

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**

**307 South 11th St**

**May 20, 2020**

**Application:** New Construction - Infill

**District:** Lockeland Springs-East End Neighborhood Conservation Zoning Overlay

**Council District:** 06

**Base Zoning:** MUL-A

**Map and Parcel Number:** 08313012900

**Applicant:** Rich McCoy

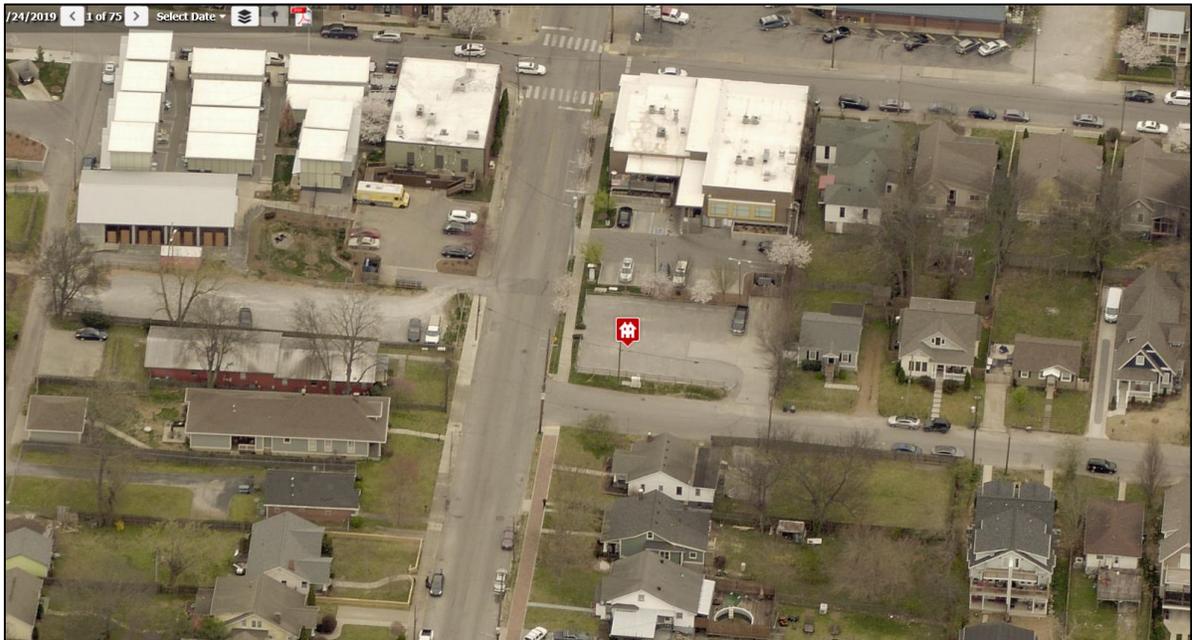
**Project Lead:** Paul Hoffman; [paul.hoffman@nashville.gov](mailto:paul.hoffman@nashville.gov)

<p><b>Description of Project:</b> The applicant proposes new construction of a two-story retail/residential structure on this vacant lot.</p> <p><b>Recommendation Summary:</b> Staff recommends disapproval, finding that the proposed design does not fully meet Sections II.B.1 and II.B.2 for Height and Scale of the Lockeland Springs-East End Neighborhood Conservation District Design Guidelines.</p>	<p><b>Attachments</b> <b>A:</b> Photographs <b>B:</b> Site Plan <b>C:</b> Elevations</p>
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**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.*

*Infill construction on the 1400 -1600 blocks of Boscobel Street may be up to two-stories.*

*For those lots located within the Five Points Subdistrict of the Five Points Redevelopment District new buildings shall not exceed 2 stories and 30' in height. A third story and 15' may be added provided that is for residential use only and is compatible with existing adjacent historic structures. The third story must be stepped back at least 10' from façade planes facing a residential subdistrict, an existing house (regardless of use), and public streets. All front and side building walls shall be a minimum of 20' in height. For multi-story buildings, the minimum first floor height shall be 14' from finished floor to finished floor. Exception: buildings with first floor residential use, minimum first floor height shall be 12'.*

*For those lots located within the Corner Commercial Subdistrict of the Five Points Redevelopment District new buildings shall not exceed 2 stories and 30' in height. An additional story may be added to a building provided that, where it is adjacent to a detached house or a residential subdistrict, it is set back a minimum of 25' from the building wall or 50' from the property line. Three story building height shall not exceed 45'. All front and side building walls shall be a minimum of 16' in height and at the build-to line. For multi-story buildings, the minimum first floor height shall be 14' from finished floor to finished floor.*

*For those lots located within the Residential Subdistrict of the Five Points Redevelopment District shall not exceed 3 stories .*

#### 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

4. 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.*

5. 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.

6. 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.
7. 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.*

*Infill construction on the 1400 -1600 blocks of Boscobel Street may have flat roofs or roofs with a minimal slope.*

## **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.*

### *Duplexes*

*Infill duplexes shall have one or two doors facing the street, as seen on historic duplexes. In the case of corner lots, an entrance facing the side street is possible as long as it is designed to look like a secondary entrance.*

*In the case of duplexes, vehicular access for both units should be from the alley, where an alley exists. A new shared curb cut may be added, if no alley and no driveway exists, but the driveway should be no more than 12' wide from the street to the rear of the home. Driveways should use concrete strips where they are typical of the historic context. Front yard parking or driveways which end at the front of the house are not consistent with the character of the historic neighborhoods.*

## **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:** 307 South 11<sup>th</sup> Street is a vacant lot in the Lockeland Springs-East End Neighborhood Conservation Zoning Overlay.



Figure 1: 3D rendering of proposed new building.

### **Analysis and Findings:**

The application is for construction of a two-story building with retail on the first level, four residential units on the second level with parking in the rear.

Height & Scale: This corner lot is located between a commercial corner with a historic flat roofed building of one-story (1012 Fatherland) and one, two and three-story non-historic flat roofed buildings and a residential district that is primarily one- and one-half stories with pitched roof. Lillian Street divides the mixed-use area from the single-family development.

The proposed width of the building is fifty feet (50') with an overall footprint of two thousand square feet (2,000 sq. ft.). The only historic commercial building in the vicinity, 1012 Fatherland St, is also fifty feet (50') wide but is only one story. The proposed structure is two stories with a height of twenty-seven feet (27') from grade. The nearby historic commercial building is approximately nineteen feet (19') from grade. To the right of the proposal, behind the proposal, and across S 11<sup>th</sup> Street, the residential context is one and one-half stories with pitched roofs with heights between nineteen feet (19') and twenty-six (26') feet tall from grade.

The impact of the scale of the building is lessened as seen from the street, with two upper level porches and a projecting second story. A mix of materials breaks up the façade into proportions in keeping with the historic context.

There is one canopy above the entrances and two shorter canopies over front patios. Typically in residential areas, front yards should not be used as patio space; however, this

lot backs up to a commercial area and is separated from the residential portion of the district by Lillian Street.



Figure 2: Vacant lot at subject site, viewed from S. 11<sup>th</sup> St.

Because the building serves as a transition between the mixed-use at the corner of Fatherland S 11<sup>th</sup> to the residential district, Staff’s finds the wide width and flat roof form to be appropriate but that the building should have a massing that more appropriately makes the transition between the one-story non-historic commercial building to the left and the smaller residential buildings to the right, across and behind the proposal. The application does not meet sections II.B.1 or II.B.2.

Setback & Rhythm of Spacing: The building has a front setback of eight feet (8’) on S. 11<sup>th</sup> Street. In MUL zoning, the average street setback of existing structures along the same block face is applied for new construction. However, this is the only structure facing S. 11<sup>th</sup> Street on this block face, and the street setback is in keeping with nearby commercial buildings which are set back from zero to twenty-two feet (22’). The side setbacks are five feet (5’) on each side. The rear setback is thirty-three feet (33’). The setbacks meet bulk zoning requirements for MUL-A base zoning and the historic context. The project meets section II.B.3 of the design guidelines for setbacks.

Materials:

	<b>Proposed</b>	<b>Color/Texture/ Make/Manufacturer</b>	<b>Approved Previously or</b>	<b>Requires Additional Review</b>

			<b>Typical of Neighborhood</b>	
<b>Foundation</b>	Brick	n/a	Yes	Yes
<b>Cladding</b>	Brick	Not indicated	Yes	Yes
<b>Secondary Cladding</b>	Fiber cement panels and lap siding	Not indicated	Yes	Yes
<b>Roofing</b>	Membrane	Not indicated	Yes	No
<b>Canopies</b>	Aluminum	n/a	Yes	No
<b>Posts/Railings</b>	Steel	Not indicated	Yes	No
<b>Windows</b>	Unknown	Not indicated	n/a	Yes
<b>Doors</b>	Unknown	Not indicated	n/a	Yes
<b>Fencing/Walls</b>	Unknown	Not indicated	n/a	Yes

The materials proposed have been approved for new construction of commercial and mixed-use buildings in the district in the past. Staff recommends fiber-cement siding be smooth-faced. With staff approval of the windows, doors, siding and masonry, and any fencing or walls, the project meets section II.B.4.

Roof form: The roof is essentially flat behind a parapet wall, as are other historic commercial buildings to the left of this lot. To the right and behind it are pitched roofs. The project meets section II.B.5 of the design guidelines.

Orientation: The building will be oriented to South 11<sup>th</sup> Street with two storefronts under canopies facing the street. Vehicular access is from a parking lot accessed from Lillian Street, towards the rear of the lot with an existing approximately eleven-foot (11') wide curb cut. The orientation is in keeping with other commercial buildings in the district and meets section II.B.6.

Proportion and Rhythm of Openings: The building's primary facade has large windows and fully glazed doors, reading like a traditional storefront. The upper-story windows have approximately a 2:1 ratio of height to width. The rear façade includes four smaller square windows; similarly, shaped windows have been approved as an accent on a secondary elevation. The longest expanse of wall space without a window or door opening is approximately eighteen feet (18') on the rear facade. Staff finds the project's proportion and rhythm of openings to meet Section II.B.7.

Appurtenances & Utilities: A concrete walkway and driveway provide pedestrian and vehicular access. There are no other appurtenances indicated such as fencing, walls or exterior lighting. Staff recommends that the utilities be located on the roof or towards the rear of the property for minimal visibility. With this condition, the project meets section II.B.9.

**Recommendation:**

Staff recommends disapproval, finding that the proposed design does not fully meet Sections II.B.1 and II.B.2 for Height and Scale of the Lockeland Springs-East End Neighborhood Conservation District Design Guidelines.

## PHOTOGRAPHS



Figure 3: Neighboring homes across S. 11<sup>th</sup> St.



Figure 4: Vacant lot at subject site, viewed from S. 11<sup>th</sup> St.



Figure 5: Existing driveway to subject site, viewed from Lillian St.



Figure 6: Vacant lot at subject site, viewed from Lillian St.



Figure 7: Corner of Lillian St and S. 11<sup>th</sup> St, contributing homes visible across Lillian St.



Figure 8: Looking uphill toward retail property at 1100 Fatherland St.



Figure 9: Another view of 307 S 11<sup>th</sup> St, neighboring non-contributing home in background.

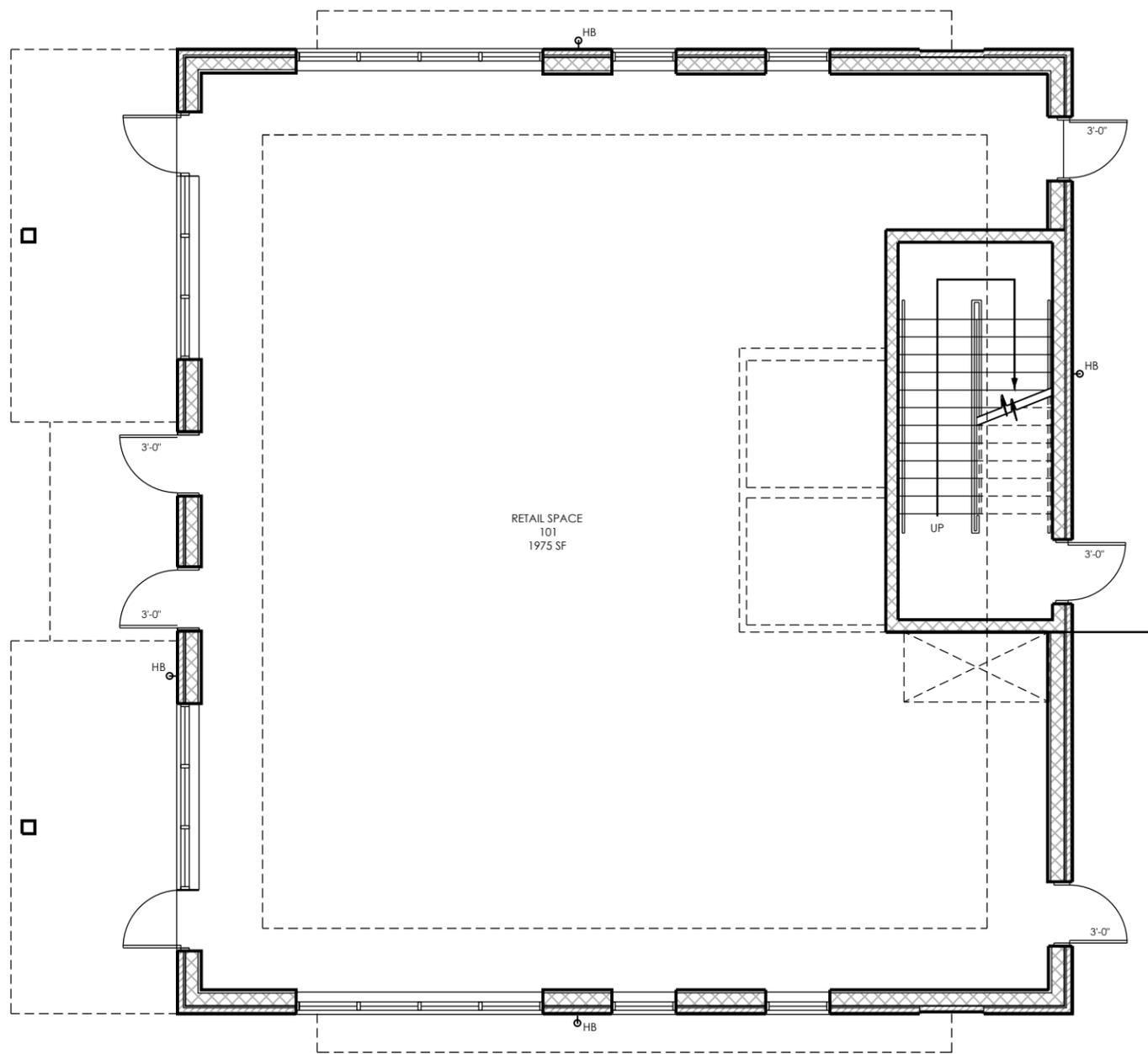


Figure 10: Looking down Lillian St from subject site.



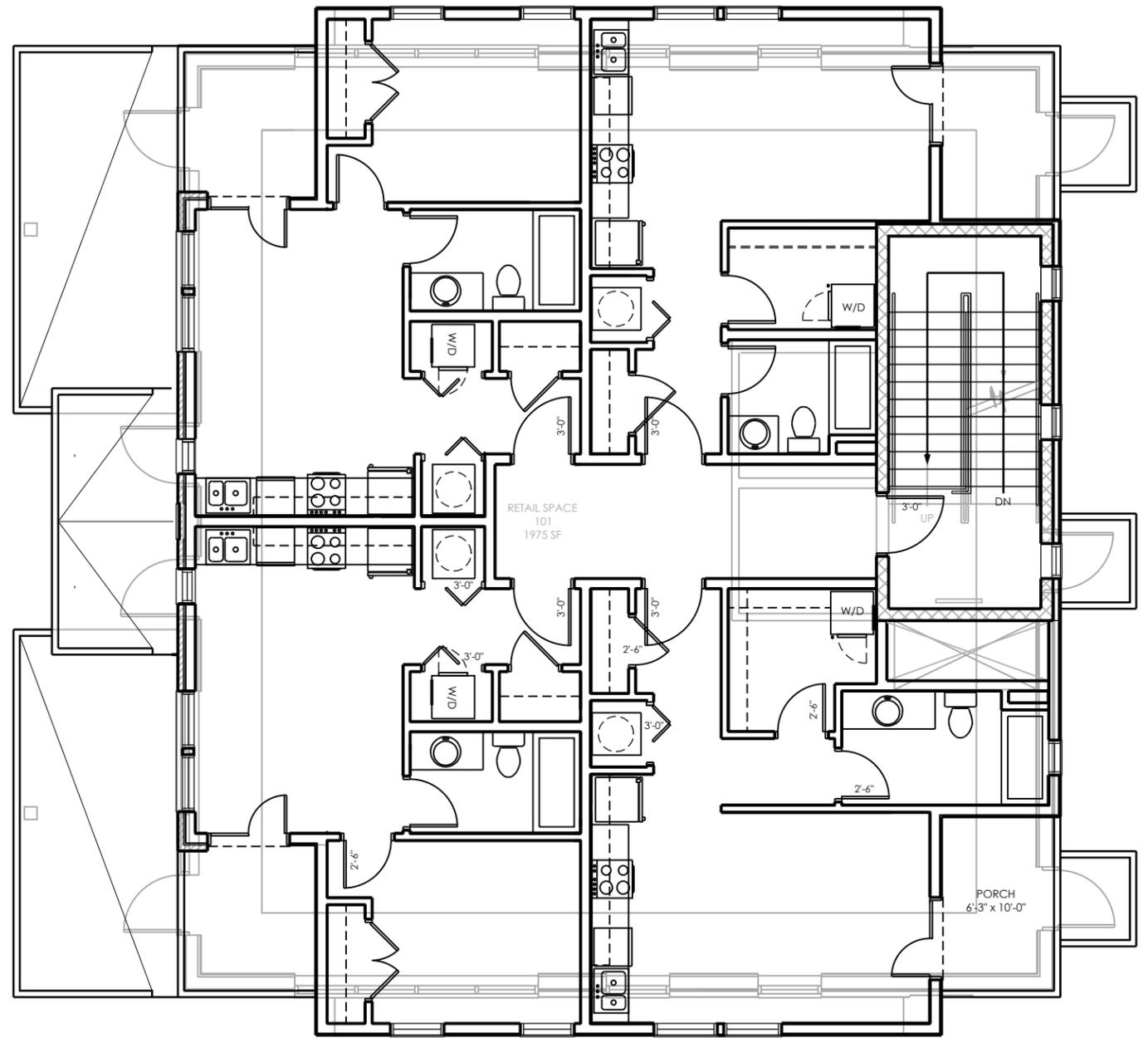
Figure 11: Context to rear of subject site, to right when viewed from Lillian St.





RETAIL SPACE  
101  
1975 SF

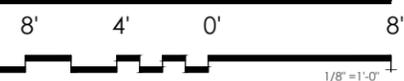
STREET LEVEL PLAN



RETAIL SPACE  
101  
1975 SF

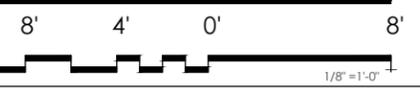
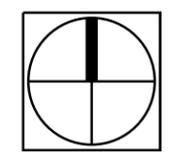
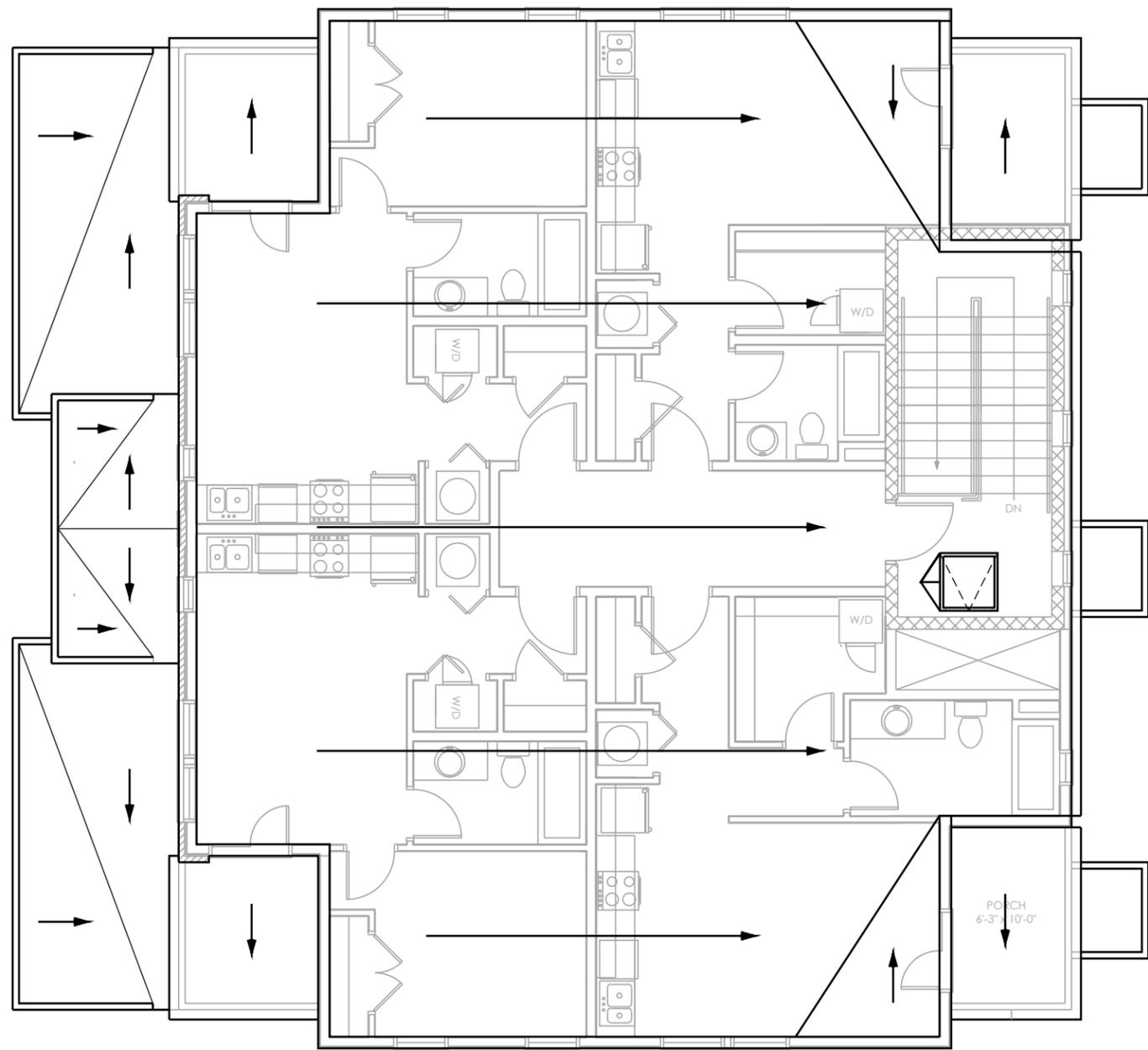
PORCH  
6'-3" x 10'-0"

SECOND LEVEL PLAN



307 South 11th Street  
Nashville Tennessee

FLOOR PLANS

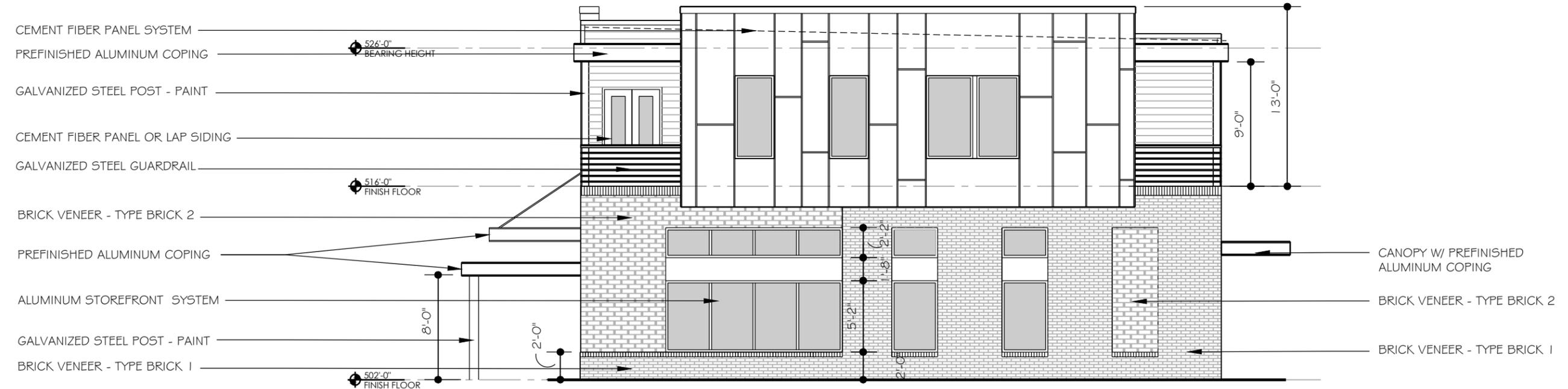


307 South 11th Street  
Nashville Tennessee

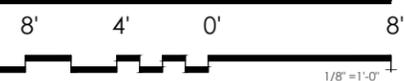
ROOF PLAN



WEST ELEVATION



SOUTH ELEVATION



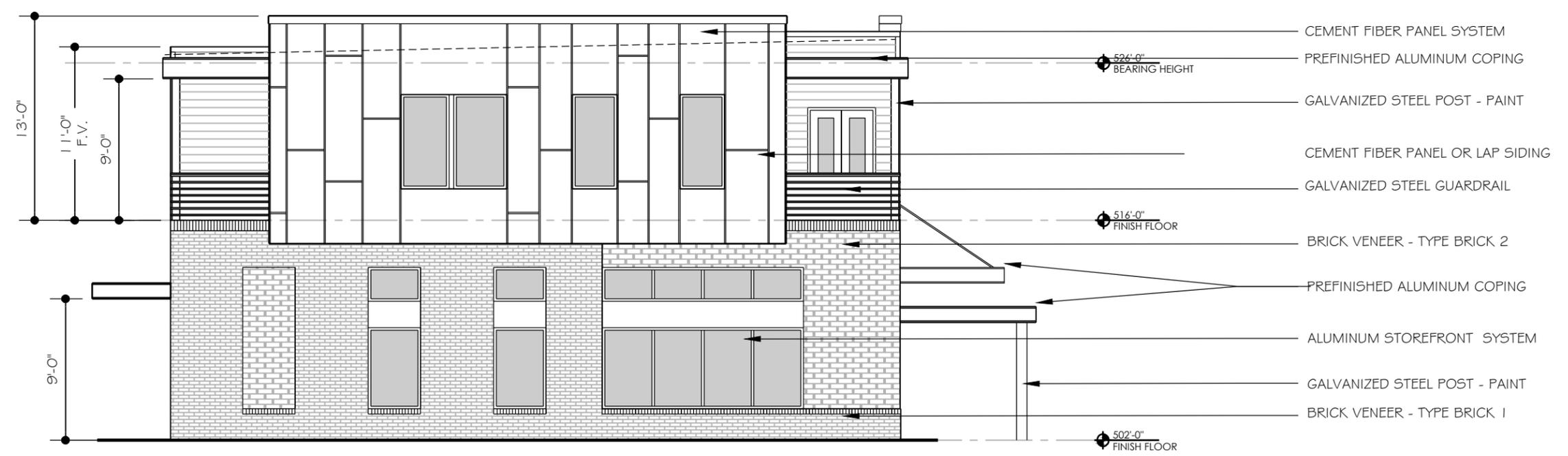
BRICK VENEER - TYPE BRICK 2

307 South 11th Street  
Nashville Tennessee

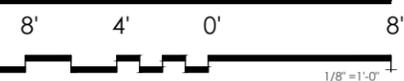
ELEVATIONS



EAST ELEVATION



NORTH ELEVATION



307 South 11th Street  
Nashville Tennessee

ELEVATIONS