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MAYOR



METROPOLITAN GOVERNMENT OF NASHVILLE AND DAVIDSON COUNTY

Metropolitan Historic Zoning Commission
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STAFF RECOMMENDATION
726 McFerrin Avenue
July 15, 2020

Application: New Construction - Infill
District: Maxwell Heights Neighborhood Conservation Zoning Overlay
Council District: 05
Base Zoning: MUN-A
Map and Parcel Number: 082080287
Applicant: Brandon Williams
Project Lead: Jenny Warren, jenny.warren@nashville.gov

<p>Description of Project: Application for new construction of a mixed use building.</p> <p>Recommendation Summary: Staff recommends disapproval of the application, finding that the project does not meet the following design guidelines for the Maxwell Heights Neighborhood Conservation Zoning Overlay:</p> <ul style="list-style-type: none">• Sections II.B.1.a.and b for height and scale• Section II.B.1.c for setback and rhythm of spacing• Section II.B.1.g for proportion and rhythm of openings.	<p>Attachments A: Photographs B: Site Plan C: Elevations</p>
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Vicinity Map:



Aerial Map:



Applicable Design Guidelines:

II.B. GUIDELINES

1. New Construction

a. Height

The height of the foundation wall, porch roof(s), and main roof(s) of a new building shall be compatible, by not contrasting greatly, with those of surrounding historic buildings.

b. Scale

The size of a new building and its mass in relation to open spaces shall be compatible, by not contrasting greatly, 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.

c. Setback and Rhythm of Spacing

The setback from front and side yard property lines established by adjacent historic buildings should be maintained. Generally, a dominant rhythm along a street is established by uniform lot and building width. Infill buildings should maintain that rhythm.

The Commission has the ability to determine appropriate 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 setbacks 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*

In most cases, an infill duplex should be one building, as seen historically in order to maintain the rhythm of the street. Detached infill duplexes may be appropriate in the following instances:

- *There is not enough square footage to legally subdivide the lot but there is enough frontage design guidelines;*
- *The second unit follows the requirements of a Detached Accessory Dwelling Unit; or*
- *An existing non-historic building sits so far back on the lot that a building may be constructed in front of it in a manner that meets the rhythm of the street and the established setbacks.*

d. Materials, Texture, Details, and Material Color

The materials, texture, details, and material color of a new building's public facades shall be visually compatible, by not contrasting greatly, with surrounding historic buildings. Vinyl and aluminum siding are not appropriate.

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.

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

e. Roof Shape

The roof(s) of a new building shall be visually compatible, by not contrasting greatly, with the roof shape, orientation, and pitch of surrounding historic 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.

f. Orientation

The orientation of a new building's front facade shall be visually consistent with surrounding historic buildings.

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.

Multi-unit Developments

For multi-unit developments, interior dwellings should be subordinate to those that front the street.

Subordinate generally means the width and height of the buildings are less than the primary building(s) that faces the street.

For multi-unit developments, direct pedestrian connections should be made between the street and any interior units. The entrances to those pedestrian connections generally should be wider than the typical spacing between buildings along the street.

g. 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.

h. 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.



Figure 1: Non-contributing structure at 726 McFerrin Avenue.

Background: 726 McFerrin Avenue is a corner lot within the Maxwell Heights Neighborhood Conservation Zoning Overlay. (Figure 1) A house stood on this lot at 726 McFerrin as late as 1957. The alley beside this house was widened and turned into Cleveland Street and the house was replaced with a gas station shortly thereafter. So the corner commercial use of #726 dates to the late 1950s. The existing one-story gas station is non-contributing.

There is little historic context on this immediate corner. (Figure 4) Across Cleveland Street is a one-story non-contributing concrete block commercial structure. Across McFerrin are two-story townhouses, also non-contributing. (Figure 2) The only contributing commercial structure in the district sits diagonally across the intersection and is a one-story brick structure. (Figure 3)

At the June hearing, the Commission disapproved an application by this same applicant to build a three-story mixed-use project next door to this lot at 722 McFerrin. The early



Figure 2: Non-contributing townhouses across McFerrin.

conceptual renderings for this project were included in that packet. Staff had concerns about the height and commercial form of the proposed structure at 722 McFerrin, given its location next to a block of contributing one and one-and-a-half story pitch roofed houses. This lot, located on a corner, has a different context.



Figure 3: 935 W Eastland, a contributing commercial structure diagonally across the intersection.

Analysis and Findings:

The application is for the new construction of a mixed-use infill building. The proposed structure is two stories tall with a commercial form and a flat roof. The project incorporates both commercial and residential uses.



Figure 4: Looking north toward the intersection. #726 McFerrin indicated by arrow.

Form:

The applicant is proposing to construct a building with a commercial form on a corner commercial lot. (Figure 5) Staff finds that this form is appropriate to the immediate corner commercial context. Maxwell Heights is a residential neighborhood that contains primarily one and one-and-a-half story homes. This corner contains the only commercial forms in the district, and a flat roof is appropriate here.



Figure 5: Proposed new construction. Cleveland Street is to the right and McFerrin to the left.

Height & Scale:

The new construction is proposed to be twenty-seven feet, six inches (27'6") tall. For the site next door, staff had suggested a maximum ridge height of twenty-seven feet (27') based on the heights of historic houses in the immediate context. This property sits on a busy commercial corner and so staff finds that a modest amount of additional height could be appropriate here. The contributing commercial structure diagonally across the street (Figure 3) is about seventeen feet (17') high, but staff finds that the proposed height of the new construction should not overwhelm this property, due to the distance across the intersection. (Figure 4)

The drawings provided do not incorporate grade, and this lot does slope down significantly toward Cleveland Street. Staff recommends that drawings be provided showing how the grade will be accommodated. Staff is not able to say whether the overall height and massing is appropriate since the grade may dramatically change the design and increase the height.

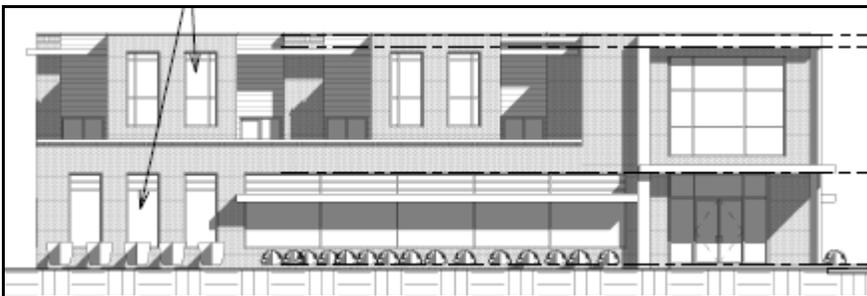


Figure 6: McFerrin Avenue elevation.

While two-stories could be appropriate for at least a portion of this corner, a transitional height on the south end of the McFerrin Avenue elevation would help this design to step down to meet the heights of the one and one-and-a-half story houses with pitched roofs along this street. (Figure 7) The lot immediately to the south at 722 McFerrin is currently vacant, but the Commission expressed support for a one-and-a-half-story structure with a residential form and pitched roof on this lot. Removing some of the proposed height, even in just the final bay of this west-facing elevation could help make the increase in height less visually jarring.



Figure 7: Residential context along McFerrin. To the far right is the vacant lot at 722 McFerrin. The subject lot sits just out of the frame, on the right.

The proposed width extends along the majority of the lot on both street frontages, but for the side setbacks. Staff finds this to be appropriate to the corner commercial form that is proposed.

The proportions between the two levels of the building do not follow historic precedent. Historically, each level of a multi-story building was either the same height or the first level was slightly taller. With this design, the first level is eleven feet (11') tall, which is appropriate for a commercial building. However, the second level, not counting the parapet wall, is fifteen feet (15') tall creating a top-heavy look, particularly in the corner element. (Figure 10) Staff finds that the scale does not meet the design guidelines.

Staff finds that the proposed infill does not meet sections II.B.1.a. and b for height and scale.

Setback & Rhythm of Spacing:

Feedback from the Planning Department indicates that a total of sixteen feet (16') of sidewalk and frontage/furnishing zones will be required along both Cleveland Street and McFerrin Avenue. This will involve a four foot (4') grass 'furnishing zone', followed by an eight foot (8') wide sidewalk, and an additional four foot (4') 'frontage zone' between

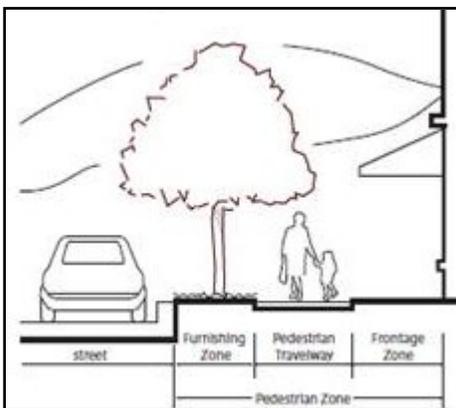


Figure 8: Sidewalk requirements

the sidewalk and front wall. (Figure 8) Further, the plan shows parking along the alley that will not meet Public Works requirements. The parking needs twenty four feet (24') from the back of the stall to the opposite right of way and the first parking stall needs to be at least forty feet (40') from the edge of the travel way on Cleveland Street. There are other Public Work requirements not specified that the proposal may or may not meet. Although MHZC does not review Public Works and sidewalk requirements, addressing these requirements will greatly change the site plan so a new site plan is recommended before final review.

All of the historic houses to the left of the subject lot have a front setback of approximately twenty feet (20') from the existing sidewalk. (Figure 7) Any eventual infill at 722 McFerrin should utilize a setback that 'splits the difference' between the historic houses and this proposed corner commercial infill or matches the historic residential context.

The site plan proposes a four foot (4') setback along the interior side elevation on McFerrin, staff recommends that this be five feet (5') to be roughly consistent with the side setbacks along the rest of McFerrin. Along Cleveland Street at the alley, the applicant is proposing twenty feet (20'), which staff finds appropriate. (Figure 9)

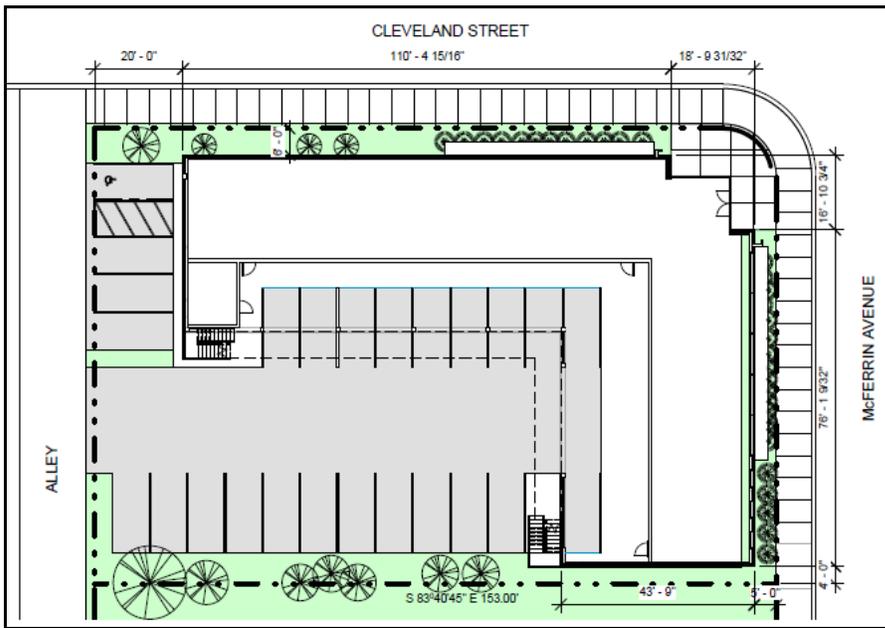


Figure 9: Proposed site plan.

Staff recommends a new site plan reflecting staff’s recommendations and the sidewalk requirements. As these changes may change other aspects of the site plan; staff does not have a recommendation regarding setbacks at this time.

Materials:

	Proposed	Color/Texture /Make/Manufacturer	Approved Previously or Typical of Neighborhood	Requires Additional Review
Foundation	Brick to grade	Unknown	Yes	X
Cladding	Brick	Unknown	Yes	X
Secondary Cladding	Lap	Fiber Cement	Yes	
Roofing	Flat roof	Unknown	Yes	
Trim	Brick/Not	Unknown	Yes	X

	indicated			
Windows	Not indicated	Unknown	Unknown	X
Principle Entrance	Full light with transom/side lights	Unknown	No	X
Awnings	Not indicated	Unknown	Yes	X
Side/rear doors	Not indicated	Unknown	Yes	X
Side/rear stairs	Not indicated	Unknown	Unknown	X
Side/rear railings	Not indicated	Unknown	Yes	X

With final staff review and approval of a brick sample, the doors and windows, awning material, rear stairs and railing material, this project could meet section II.B.1.d

Roof form:

The proposed roof is flat with a parapet. The guidelines state that roofs should have a similar pitch to those found in the district. There are several flat-roofed commercial structures in the overlay, although most of them are non-contributing, the one contributing commercial form does utilize a flat roof.

The project meets section II.B.1.e for roof form.

Orientation:

The building is oriented to both Cleveland Street and McFerrin Avenue, with an inset corner entry and a door opening onto McFerrin. The project should have a primary entrance along Cleveland Street, which is the commercial area, while McFerrin is more residential. Staff recommends a primary entrance -or multiple entrances- facing Cleveland Street.

The site plan includes rear parking which is accessed by the alley off Cleveland Street.

Staff finds that with the addition of an entrance, or entrances, onto Cleveland Street, the proposal could meet section II.B.1.f for orientation.



Figure 10: Cleveland Street elevation

Proportion and Rhythm of Openings:

As discussed under “height and scale” the proportions between levels do not follow historic precedent. The taller height of the second level, particularly the large storefront-type window on the upper-level corner, does not meet the types of proportions and rhythm of openings seen on multi-level historic commercial or mixed-use forms.

There are no large expanses of wall without an opening.

The project’s proportion and rhythm of opening does not meet Section II.B.1.g.

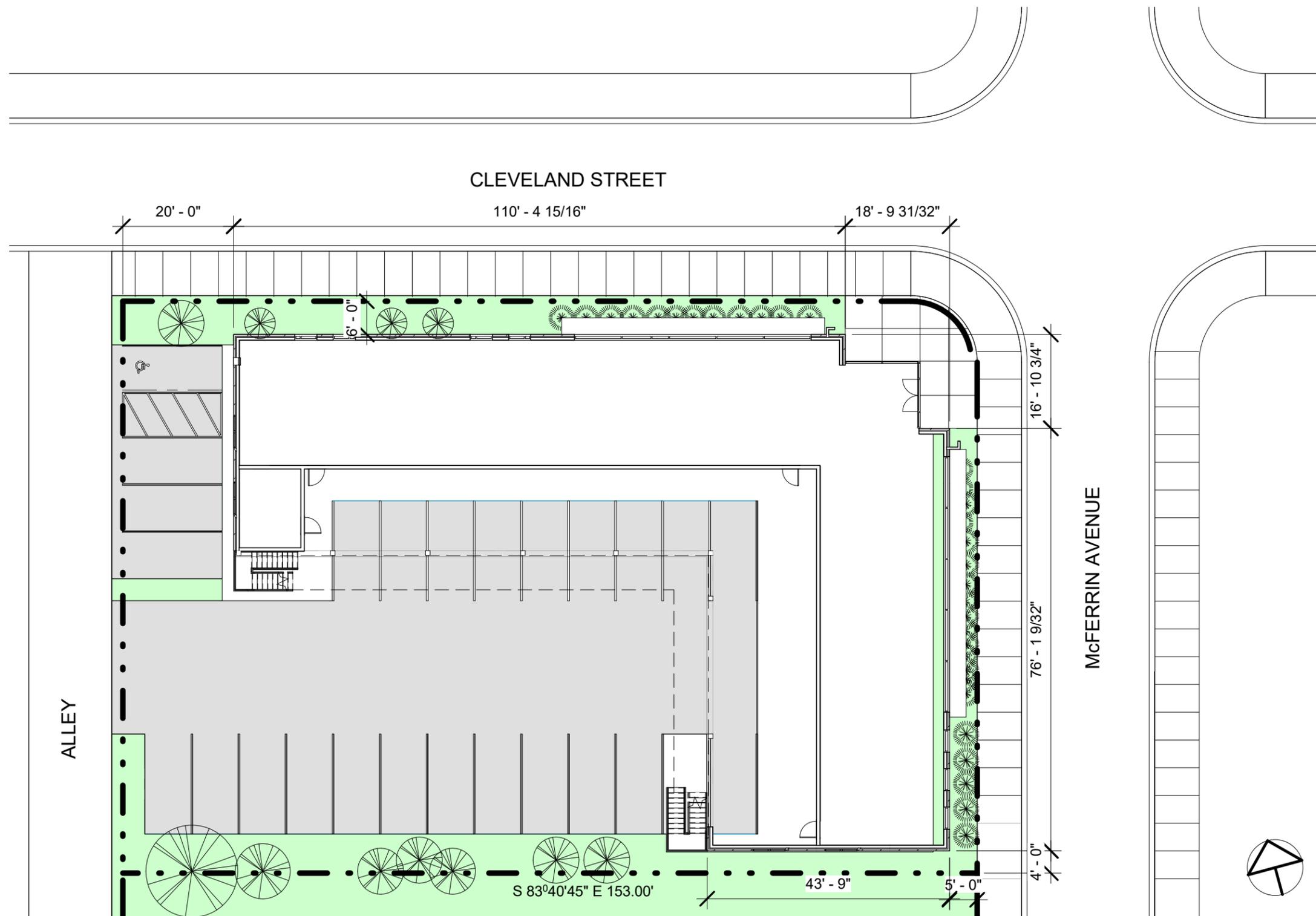
Appurtenances & Utilities:

The location of the HVAC and other utilities was not noted. Staff recommends that the HVAC unit be located along a non-street façade, beyond the midpoint of the building, or on the roof. With this condition, the project meets section II.B.1.h.

Recommendation:

Staff recommends disapproval of the application, finding that the project does not meet the following design guidelines for the Maxwell Heights Neighborhood Conservation Zoning Overlay:

- Sections II.B.1.a.and b for height and scale
- Section II.B.1.c for setback and rhythm of spacing
- Section II.B.1.g for proportion and rhythm of openings.



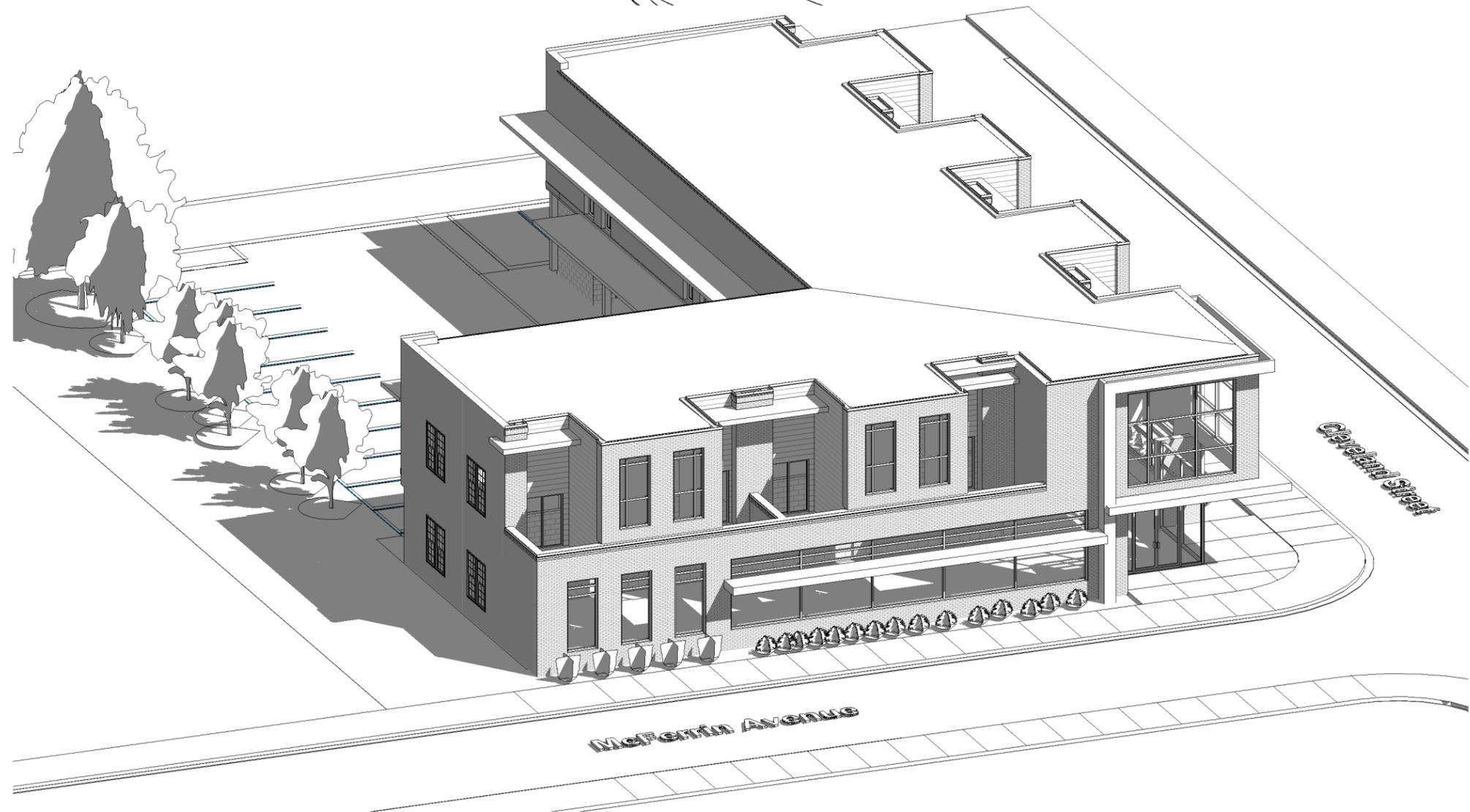
SITE LAYOUT

MIXED-USE RESIDENTIAL: 722 McFERRIN LOFTS

06/29/2020

1" = 20'-0"



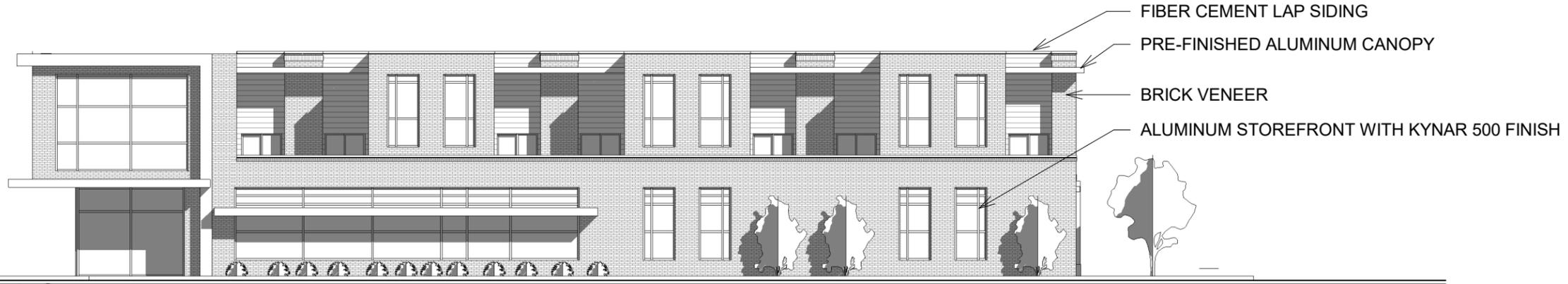


3D - PERSPECTIVE

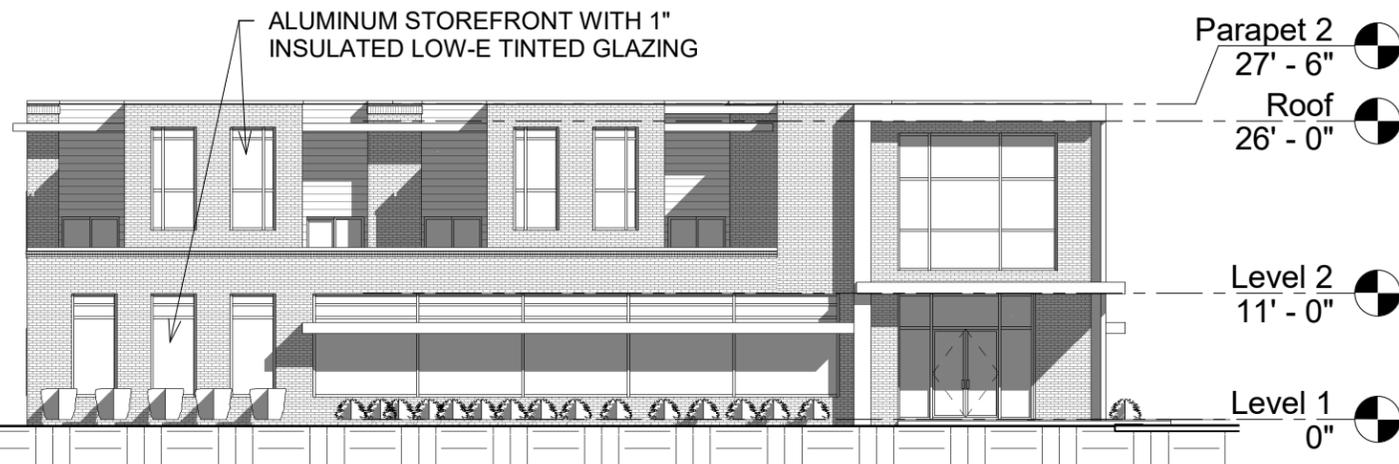
MIXED-USE RESIDENTIAL: 722 McFERRIN LOFTS

06/29/2020





1 Elev at Cleveland Street
1/16" = 1'-0"



2 Elev at McFerrin Ave
1/16" = 1'-0"



3 Elev at Alley
1/16" = 1'-0"



4 Left Side Elevation
1/16" = 1'-0"

EXTERIOR ELEVATIONS