



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
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STAFF RECOMMENDATION
1706-1708 Fourth Avenue North
October 15, 2014

Application: Demolition; New construction-infill
District: Salemtown Neighborhood Conservation Zoning Overlay
Council District: 19
Map and Parcel Number: 08205007300
Applicant: Britnie Turner and Jeremy Leggo, Aerial Development Group
Project Lead: Sean Alexander, sean.alexander@nashville.gov

Description of Project: The applicant proposes to construct six new two-story detached houses on the lot. Two houses will be located at the front of the lot maintaining the established rhythm of the street, with the other four behind them facing a central lawn.

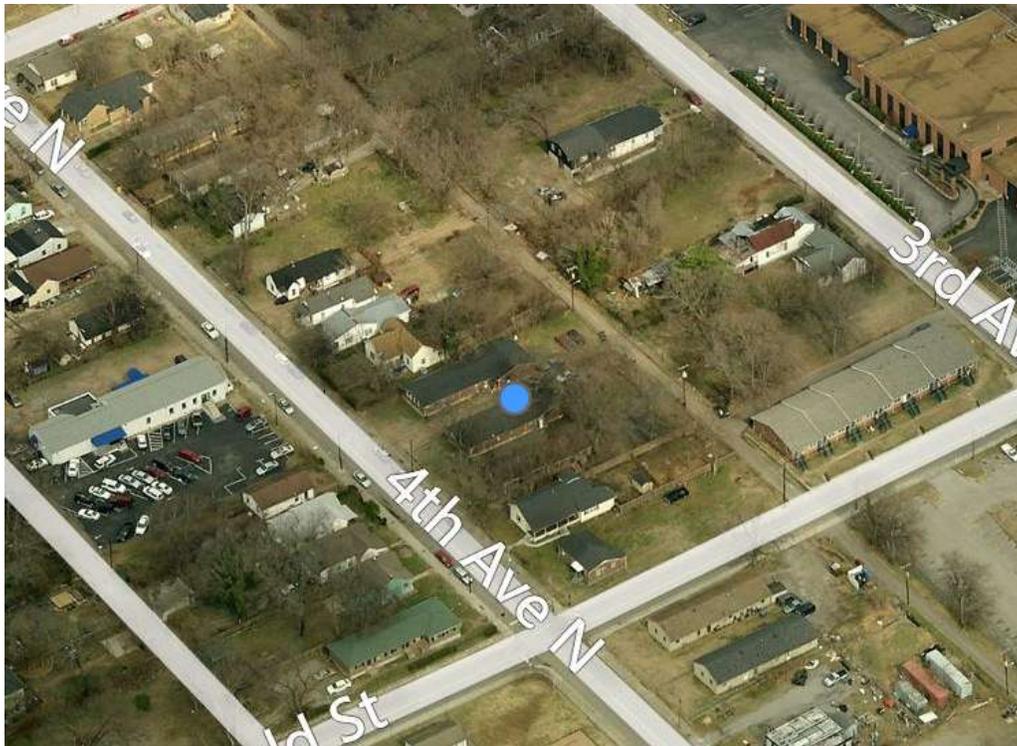
Recommendation Summary: Staff recommends disapproval of the proposed infill, finding that the scale and massing of six two-story houses on a one hundred foot (100') wide lot does not meet the design guidelines for the Salemtown Neighborhood Conservation Zoning Overlay.

Attachments
A: Photographs
B: Site Plan
D: Elevations

Vicinity Map:



Aerial Map:



Applicable Design Guidelines:

III. New Construction

A. Height

1. 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. Where there is little historic context, existing construction may be used for context. Primary buildings should not be more than 35' tall.

B. Scale

1. 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.

C. Setback and Rhythm of Spacing

1. 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.
2. The Commission has the ability to determine appropriate building setbacks of the required underlying base zoning for new construction, additions and accessory structures (ordinance no. BL2007-45).

D. Materials, Texture, Details, and Material Color

1. 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. The majority of historic buildings are frame with a lap siding with a maximum of a 5" reveal. Only a few historic examples are masonry.
 - a. Inappropriate materials include vinyl and aluminum, T-1-11- type building panels, "permastone", and E.F.I.S. Stud wall lumber and embossed wood grain are prohibited.
 - b. Appropriate materials include: pre-cast stone for foundations, composite materials for trim and decking, cement fiberboard shingle, lap or panel siding . (Few buildings were historically brick and there are no stone examples.)
 - Lap siding, should be smooth and not stamped or embossed and have a maximum of a 5" reveal.
 - 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.
 - Stone or brick foundations should be of a compatible color and texture to historic foundations.
 - When different materials are used, it is most appropriate to have the change happen at floor lines.
 - Foundation lines should be visually distinct from the predominant exterior wall material. This is typically accomplished with a change in material.
 - Clapboard sided chimneys are generally not appropriate. Masonry or stucco is appropriate for chimneys.
 - Texture and tooling of mortar on new construction should be similar to historic examples.
3. Asphalt shingle and metal are appropriate roof materials for most buildings. Generally, roofing should NOT have: strong simulated shadows in the granule colors which results in a rough, pitted appearance; 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; or uneven or sculpted bottom edges that emphasize tab width or edges, unless matching the original roof or a dominant historic example.

E. Roof Shape

1. 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. Common roof forms in the neighborhood include side, front and cross gabled, hipped and pyramidal. Typically roof pitches between 6/12 and 12/12. Roof pitches for porch roofs are typically less steep, approximately in the 3-4/12 range. See page 9 for examples of common roof forms.
2. Small roof dormers are typical throughout the district and are appropriate on one-story buildings only, unless located on the rear. Wall dormers are only appropriate on the rear, as no examples are found historically in the neighborhood.

F. Orientation

1. The orientation of a new building's front facade shall be visually consistent with surrounding historic buildings.
2. Primary entrances are an important component of most of the historic buildings in the neighborhood and include partial- or full-width porches attached to the main body of the house or cut-away porches. Recessed entrances are not found in the overlay but in the greater Salemtown neighborhood and may be appropriate in some instances. Simple hoods over the entrance are also appropriate.
3. Porches should be a minimum of 6' deep, have porch racks that are 1'-3' tall and have posts that include bases and capitals. Front, side, wrap-around and cutaway porches are appropriate. Porches are not always necessary and entrances may also be defined by simple hoods or recessed entrances.
4. 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.

G. Proportion and Rhythm of Openings

1. 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.
2. 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.
3. 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.
4. 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.
5. 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.

I. Utilities

1. 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.
2. 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.

J. Public Spaces

1. Landscaping, sidewalks, signage, lighting, street furniture and other work undertaken in public spaces by any individual, group or agency shall be presented to the MHZC for review of compatibility with the character of the district.

K. Multi-unit Detached Developments/ Cottage Developments

Multi-unit detached developments or “cottage” developments are only appropriate where the Planning Commission has agreed that the community plan allows for the density requested and the design guidelines for “new construction” can be met.

The buildings facing the street must follow all the design guidelines for new construction. The interior units need not meet the design guidelines for setbacks and rhythm of spacing on the street.

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 face the street.

Interior dwellings should be “tucked-in” behind the buildings facing the street.

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.

Attached garages are only appropriate for rear units along the alley.

Background: 1706-1708 4th Avenue North is a vacant parcel with one hundred feet (100') of street frontage. The property was rezoned in April of 2014 to allow up to six detached residences (SP Rezoning Ordinance No. BL2014-707).

In August of 2014, an application to demolish two existing duplexes and construct a “cottage style development” with six detached structures was reviewed by the Historic Zoning Commission. The development would have two primary structures facing 4th Avenue North, with the remaining four structures behind them facing an interior lawn.

That application was disapproved, the Commissioners determining that the amount of new construction was too much for the lot, and that the rear units weren't sufficiently subordinate to the front units. The motion was: *Commissioner Fletcher moved to disapprove based on the scale and overall massing when considering 6 units on this site and the fact that the project does not meet section III.K which states that rear units should be subordinate to the front units. Commissioner Kaalberg seconded and the motion passed unanimously.*

Staff approved demolition of the non-contributing buildings.

The applicant requested that the same proposal be reheard by the Commission at the September meeting. The Commission's rules of order and polices allow for cases to be

reheard only when there is new evidence. The Commission found that this policy was not met and denied the request.

A revised proposal was also submitted for review at the September meeting, but the applicant withdrew that application before it was heard by the Commission.



Analysis and Findings:

The applicant proposes to construct six new detached houses on the lot. Two houses will be located at the front of the lot maintaining the established rhythm of the street, with the other four behind them facing a central lawn.

The plans for four units at the rear of the development (B and C units) have been revised in the following ways:

- The widths of the B and C buildings have been reduced by two feet (2'), reducing the footprints by sixty-four square feet (64').
- The upperstory walls would be shortened from eight feet (8') tall to five foot (5') tall "knee-walls," which brings the eaves from eighteen feet (18') above the finished floor level down fifteen feet (15'). Although this lowers the overall height, it creates proportions that are not seen historically.
- Also, the roof pitches would be lowered from 10:12 to 8:12. Together these changes result in the overall heights of the buildings being lowered from thirty-three feet (33') tall down to twenty-seven feet (27') tall from peak to grade.

All other aspects of the proposal, elevations of the two front buildings, as well as the materials for all six structures, are identical to the previous submittal. (The August Staff Recommendation can be viewed here: <http://www.nashville.gov/Historical-Commission/About/Historic-Zoning-Commission/Meeting-Information/2014.aspx>)

Height & Scale:

The two structures at the front of the lot, 1706A and 1708A on the plans, will have asymmetrical plans that mirror each other. They will be two stories tall with a square central mass and projections to the front and side. Both houses will have gabled roofs peaking at thirty-one feet, six inches (31'-6") above grade, with the roof of 1708A a front-facing gable and 1706A a side-facing gable. Included in these overall heights, both houses will have a floor level of approximately two feet, six inches (2'-6") above grade, with a porch roof height of ten feet (10') above the floor level and a primary eave height of eighteen feet (18') above floor level.

The front projections of these houses will be sixteen feet (16') wide, with the facade widening to twenty-eight feet (28') across the central mass and to thirty-six feet (36') at the widest point toward the rear. The footprint area of these houses will be roughly thirteen hundred square feet (1300 s.f.). This stepped asymmetrical configuration reduces the perceived scale of the house as it is seen from the street, and is compatible with the widths and form historic two-story Victorian houses.



1708 A 4th Avenue North

Behind each of these structures there will be two additional detached residences. These four structures will face a lawn at the center of the lot. These buildings will be aligned with the outer walls of the front structures, and will sit inside the “shadow line” of their interior walls by six feet (6'). As with the two front structures, these four houses will have similar plans that mirror each other. They will all be two stories tall with a side-gabled roof and a two-story porch, with a small front-facing gabled projection on 1706C and 1708B being the only differences between them.

The footprints of the B and C buildings will all be approximately nine-hundred, fifty square feet (950 s.f.), or seventy percent (70%) of the area of the A buildings. The B and C buildings will be twenty-seven feet (27') tall, from grade.

Staff finds that the configuration of six two-story, single family homes on two lots is not in keeping with the character of the surrounding area and doesn't allow for a true courtyard, a key component of cottage or cluster developments. Although Staff finds the height and scale of the 1706A and 1708A houses to be appropriate, the rear units are not sufficiently subordinate to the front units. Staff finds that the project does not meet guidelines II.B.1.a. and b.

Setback & Rhythm of Spacing, Orientation, Multi-Unit Developments:

The A buildings will face toward the street, matching the orientation of historic houses in the surrounding area, with front porches and sidewalks connecting them to the street. Their front setbacks will be twenty-seven feet (27'). Although the contributing structure at 1710 4th Avenue North has a thirty-three foot (33') front setback, the majority of historic houses in the area have a shorter setback like the ones proposed.

All six of the new buildings will be located five feet (5') from the outer sides of the property. The B and C buildings will face each other across a thirty foot (30') wide lawn at the center of the lot. Although accessory buildings often faced the side or to the rear, staff finds that this orientation for four buildings with the scale and character of the two-story houses is not appropriate.

Staff finds that the setbacks of the front buildings maintain the rhythm of spacing of the street, but that the rear buildings are not compatible with the setbacks and orientation of surrounding historic buildings. The project does not meet sections II.B.1.c, II.B.1.f, and II.B.1.k of the design guidelines.

Materials:

The six new buildings will primarily be clad in smooth face cement fiberboard with a five inch (5") reveal, which is compatible with the materials of several nearby historic houses. Cement-fiber board panels and board-and-batten siding will also be used as an accent and in the gable fields. The trim will be also be cement-fiberboard. The porches will have wood columns and railings, but the porch floor and stair materials are not known. The foundations will be split-faced concrete block, and the primary roofs will be architectural fiberglass shingles with metal roofs on the porches. The roof colors were not indicated. The windows and doors will be wood, and staff asks to approve the final window and door selections prior to purchase and installation. The material of new sidewalks and a rear-yard parking area is not indicated on the plans. With the staff's final approval of the roof colors, the materials of the porch floor and steps, the material of the windows and doors, and the material and color of exterior paving, staff finds that the known materials meet guideline II.B.1.d

Roof form:

The roofs of the new buildings will all be gabled with ridges running from side-to-side, except for 1708A which has a front-to-back ridge. The primary roof pitch of all six buildings will be 8:12. The 1706C and 1708B buildings will have front projecting gables with a pitch of 12:12, but there are no chimneys or other roof intrusions proposed. The A buildings will have porches with a pitch of 4:12, the other buildings' porches will have a 3:12 pitch. Staff finds that these roofs are compatible with surrounding historic structures and meet section II.B.1.e.

Proportion and Rhythm of Openings:

The windows on the proposed addition are all generally twice as tall as they are wide, thereby meeting the historic proportions of openings. There are several large expanses of wall space without a window or door opening. The majority of these will be minimally visible but staff does recommend that windows be added to the left side of 1706A on the first floor and on the upper level of the right side; and to the left side of 1708A on the first floor and to the right side on both levels. Because it is at the front of the lot, staff finds that additional windows are necessary to break up the large walls, whereas similarly unbroken walls further back in the lot are less visible. With the additional window described, Staff finds the project's proportion and rhythm of openings to meet Section II.B.1.g.

Appurtenances & Utilities:

Per the requirements of the SP Zoning Ordinance, a stormwater bio-retention feature is required on the lot. This will be a shallow depression in the middle of the central lawn, with plantings to help shield it from views from the right of way. No other appurtenances

were indicated on the drawings. The location of the HVAC and other utilities was also not noted. Staff asks that the HVAC be located behind the two front buildings or on a side façade beyond the midpoint of the front houses. The project meets section II.B.1.i.

Recommendation:

Staff recommends disapproval of the proposed infill, finding that the scale and massing of six two-story houses on a one hundred foot (100') wide lot does not meet the design guidelines for the Salemtown Neighborhood Conservation Zoning Overlay.



Existing non-contributing structures at 1706 4th Avenue North, front.



1706 4th Avenue North, context view from across the street.



① SITE PLAN
1/8" = 1'-0"



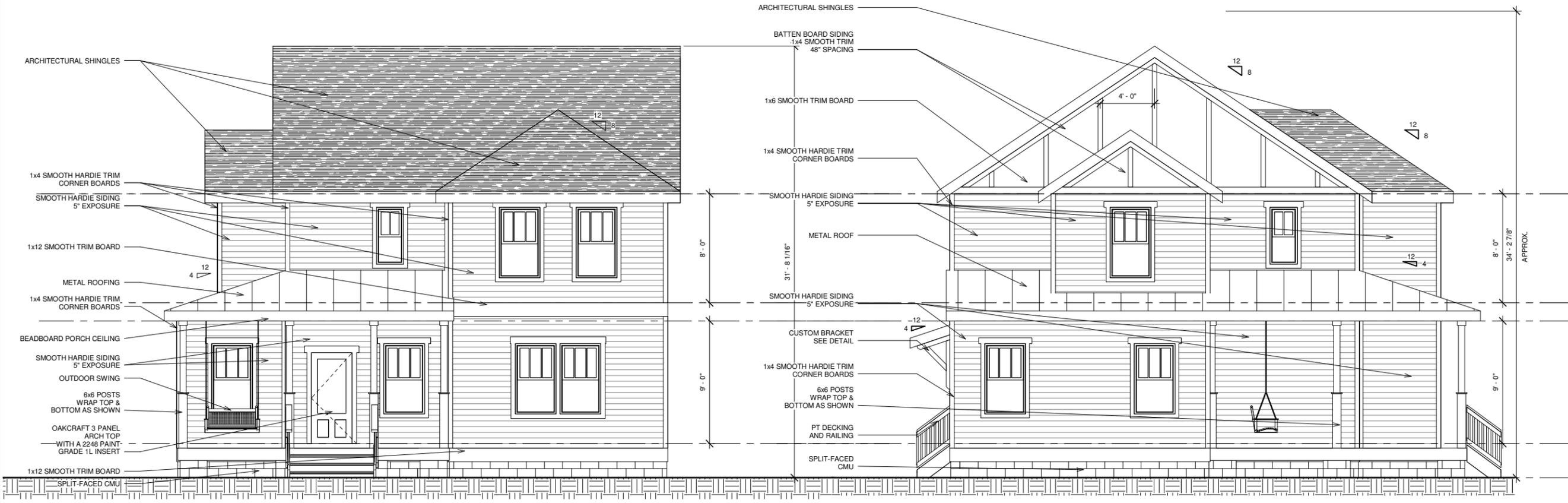
1706 / 1708 4TH AVE
SITE PLAN

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Date: 07/28/14
Drawn by: ML
Checked by:

A1.0

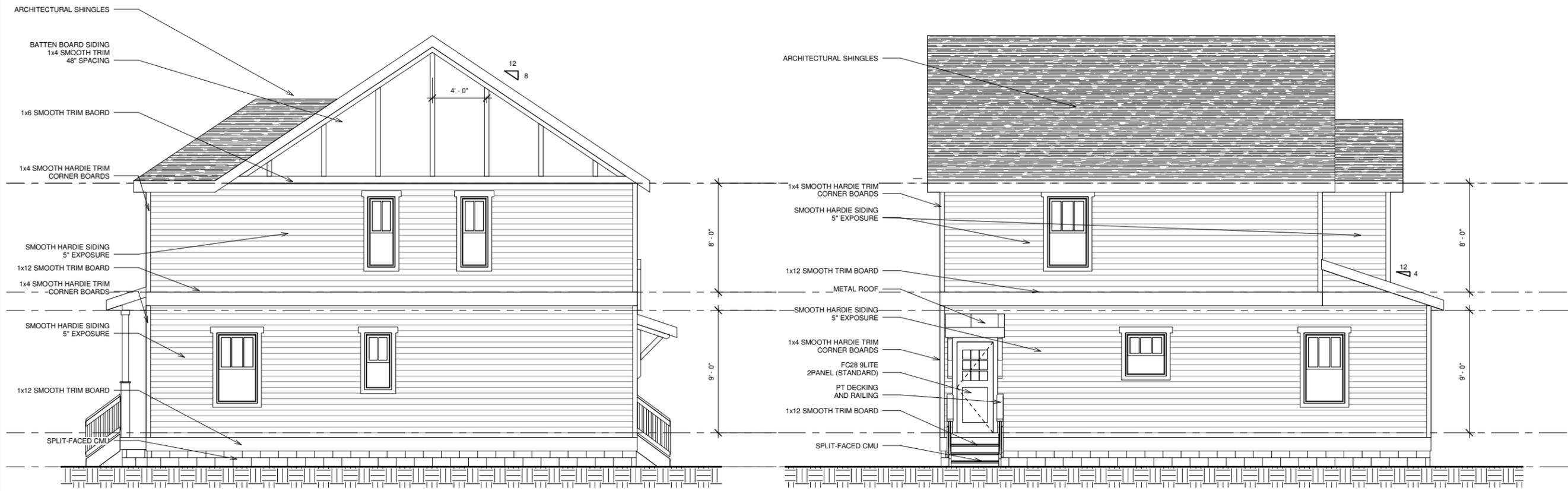
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NOTES:
 -ALL WINDOWS TO BE WOOD (PAINTED)
 -ALL TRIM TO BE 5/4" THICK TO STICK OUT PAST SIDING



① FRONT ELEVATION
1/4" = 1'-0"

② LEFT ELEVATION
1/4" = 1'-0"



③ RIGHT ELEVATION
1/4" = 1'-0"

④ REAR ELEVATION
1/4" = 1'-0"

1706A 4TH AVE ELEVATIONS

PLAN NAME: HEIDI_LYNN_L
 Date: 07/28/14
 Drawn by: ML
 Checked by:

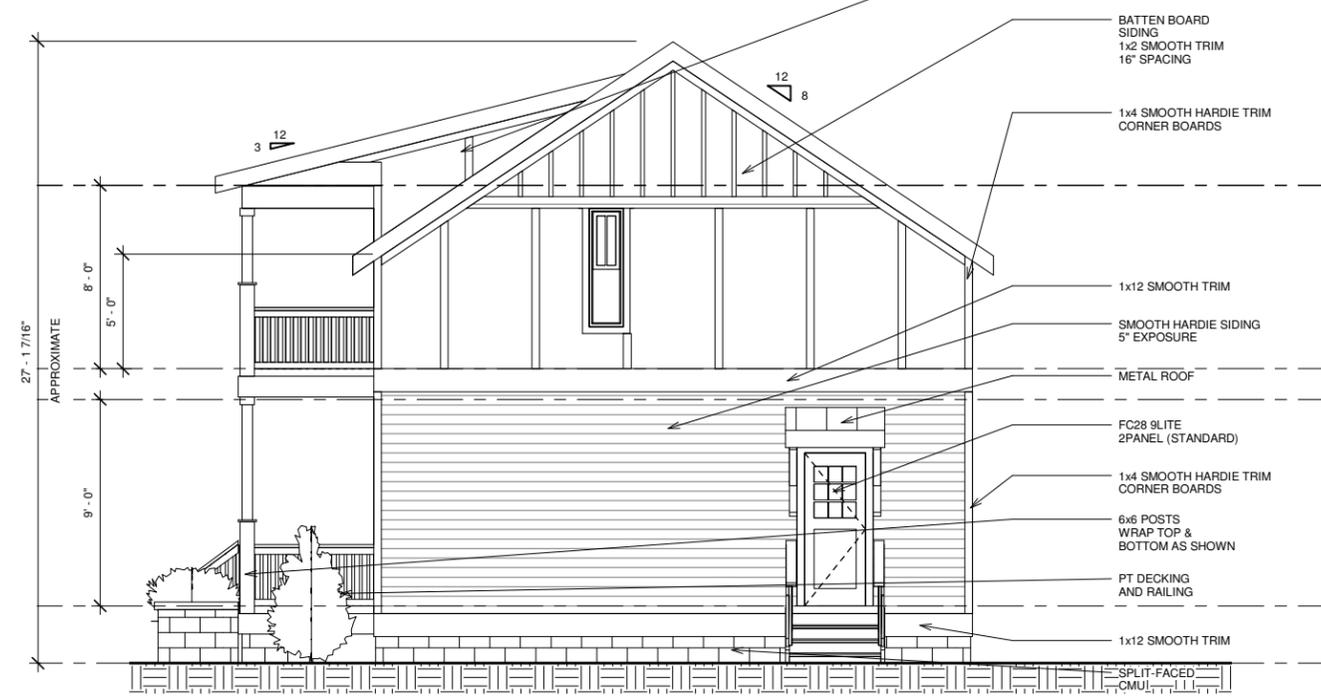
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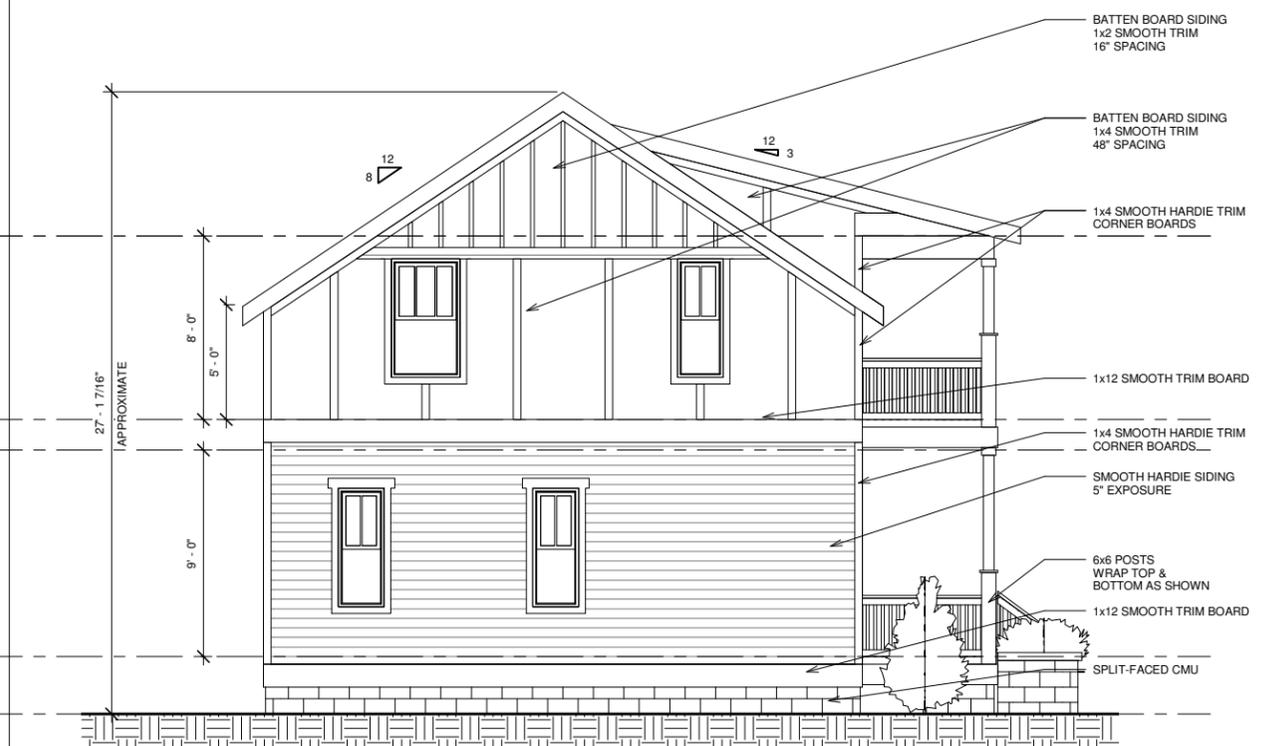
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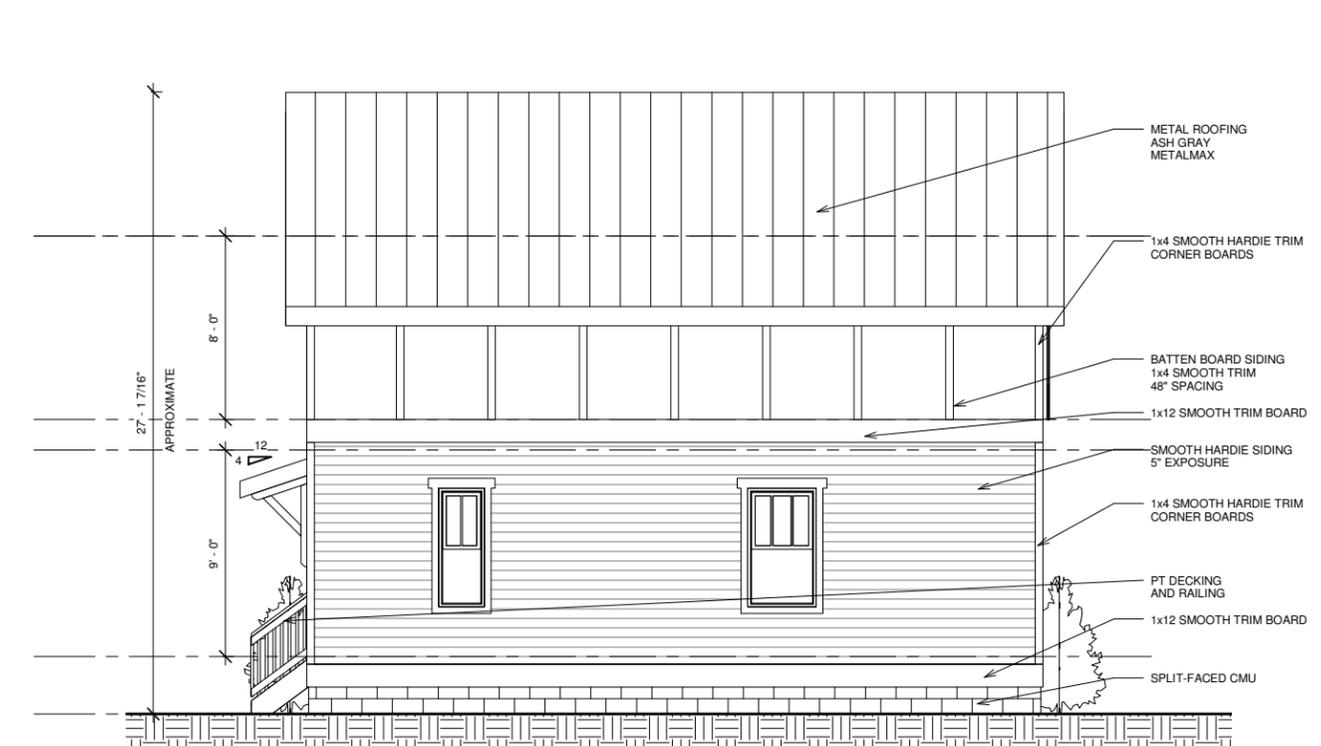
① FRONT ELEVATION
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② RIGHT ELEVATION
 1/4" = 1'-0"



③ LEFT ELEVATION
 1/4" = 1'-0"



④ REAR ELEVATION
 1/4" = 1'-0"

1706B 4TH AVE ELEVATIONS

PLAN NAME: BOBBIE_CLAIRE_R
 Date: 08/27/14
 Drawn by: ML
 Checked by:

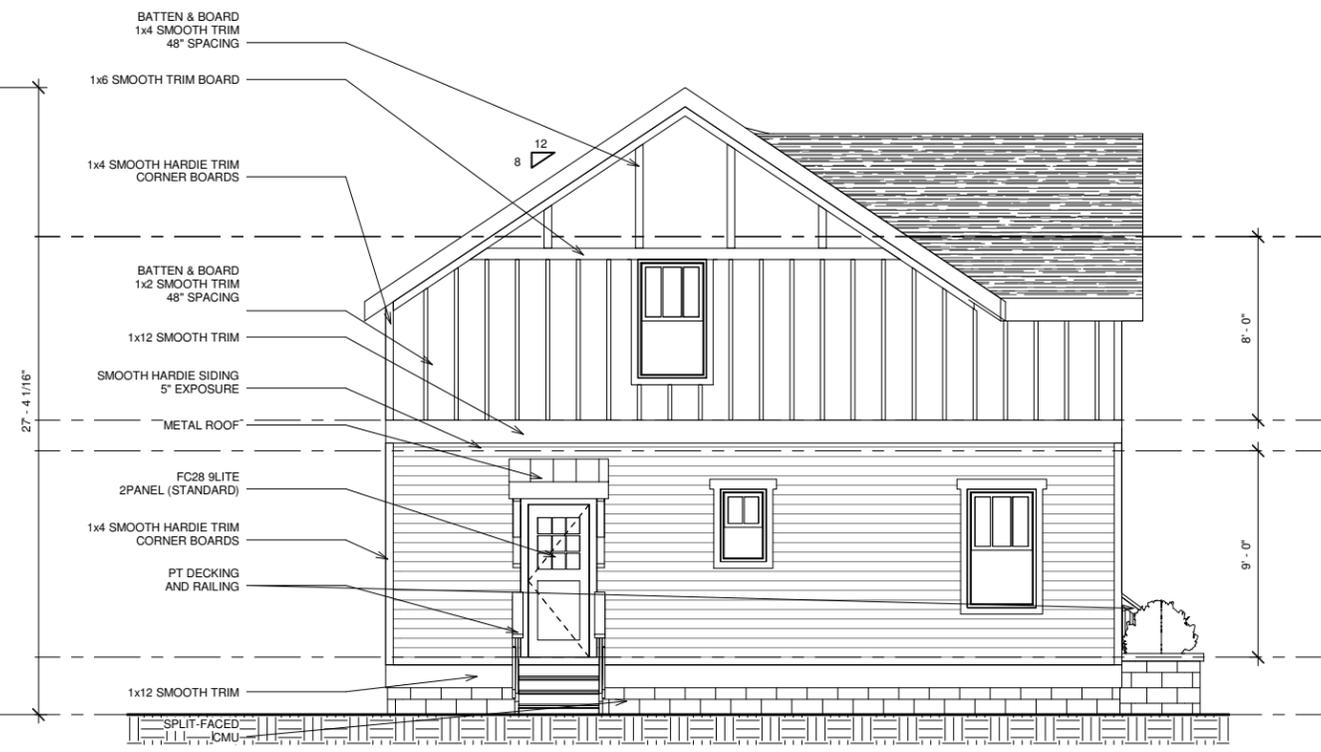
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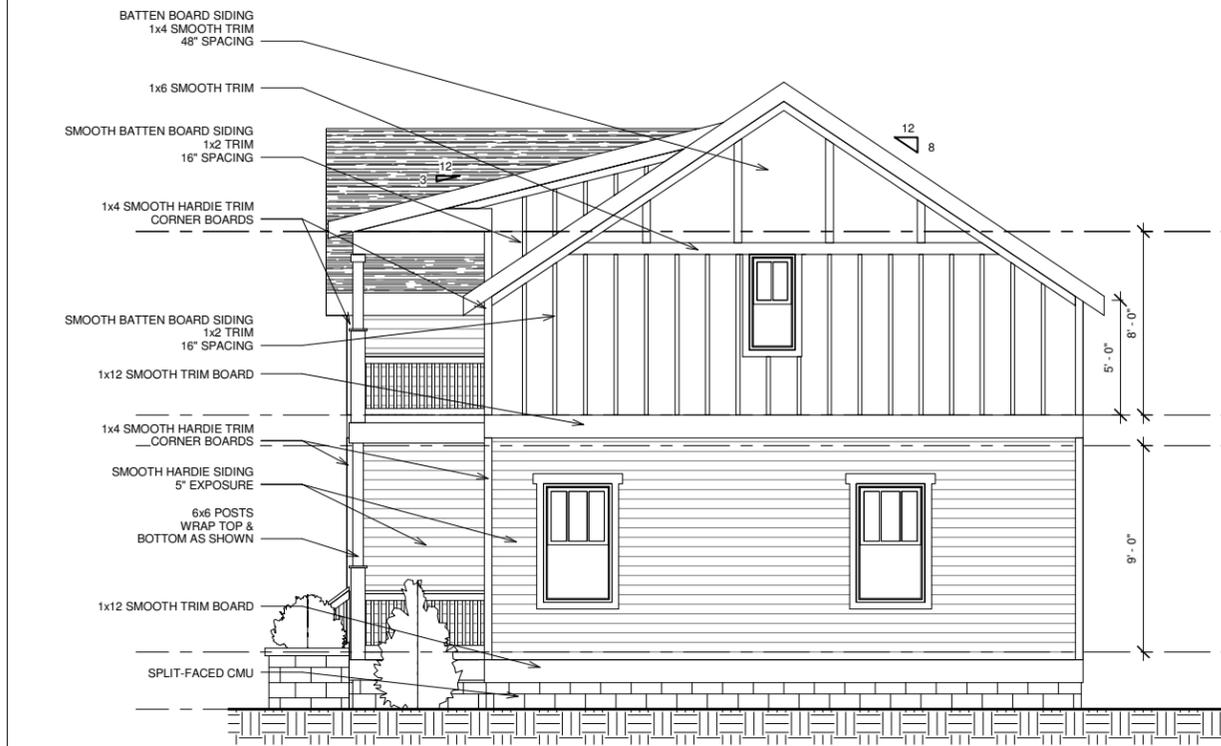
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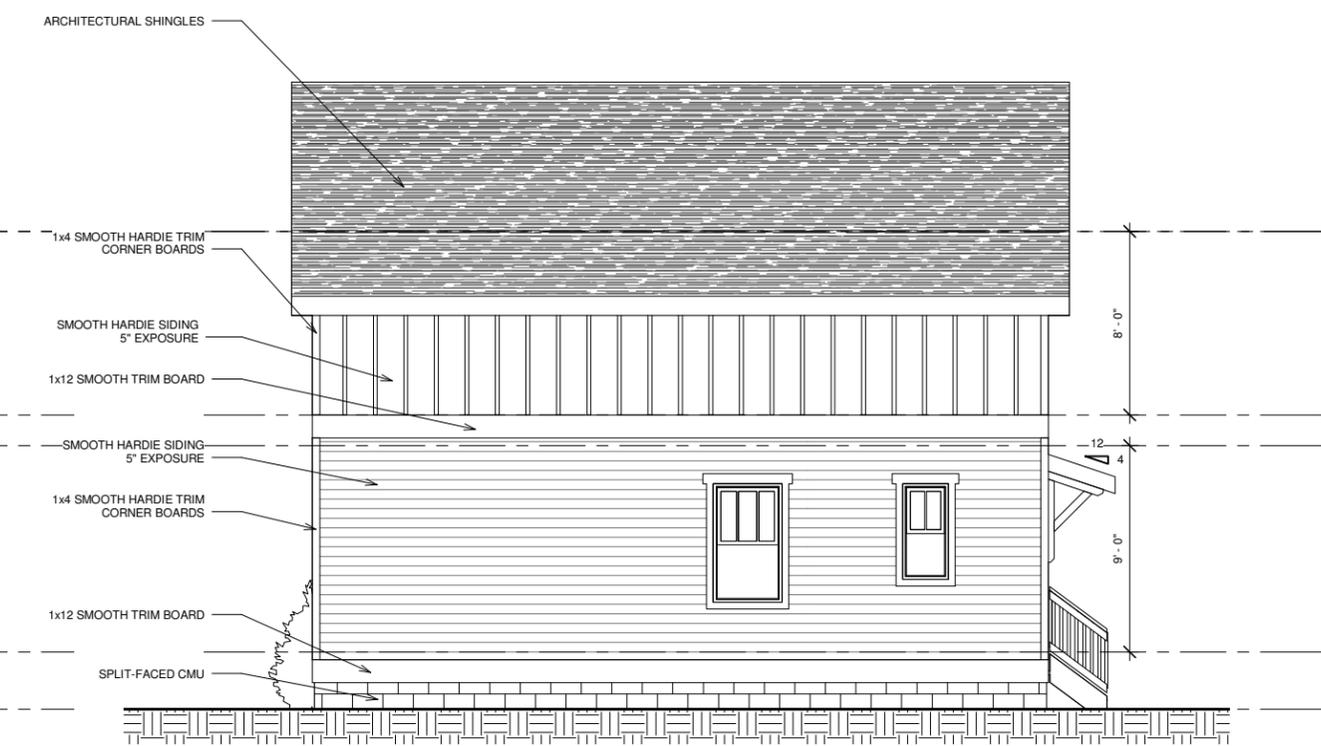
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② LEFT ELEVATION
1/4" = 1'-0"



③ RIGHT ELEVATION
1/4" = 1'-0"



④ REAR ELEVATION
1/4" = 1'-0"

1706C 4TH AVE
ELEVATIONS

PLAN NAME: HOLLY_GAIL_R
 Date: 08/19/14
 Drawn by: ML
 Checked by:

A3.1

Scale: 1/4" = 1'-0"

NOTES:
-ALL WINDOWS TO BE WOOD (PAINTED)
-ALL TRIM TO BE 5/4" THICK TO STICK OUT PAST SIDING



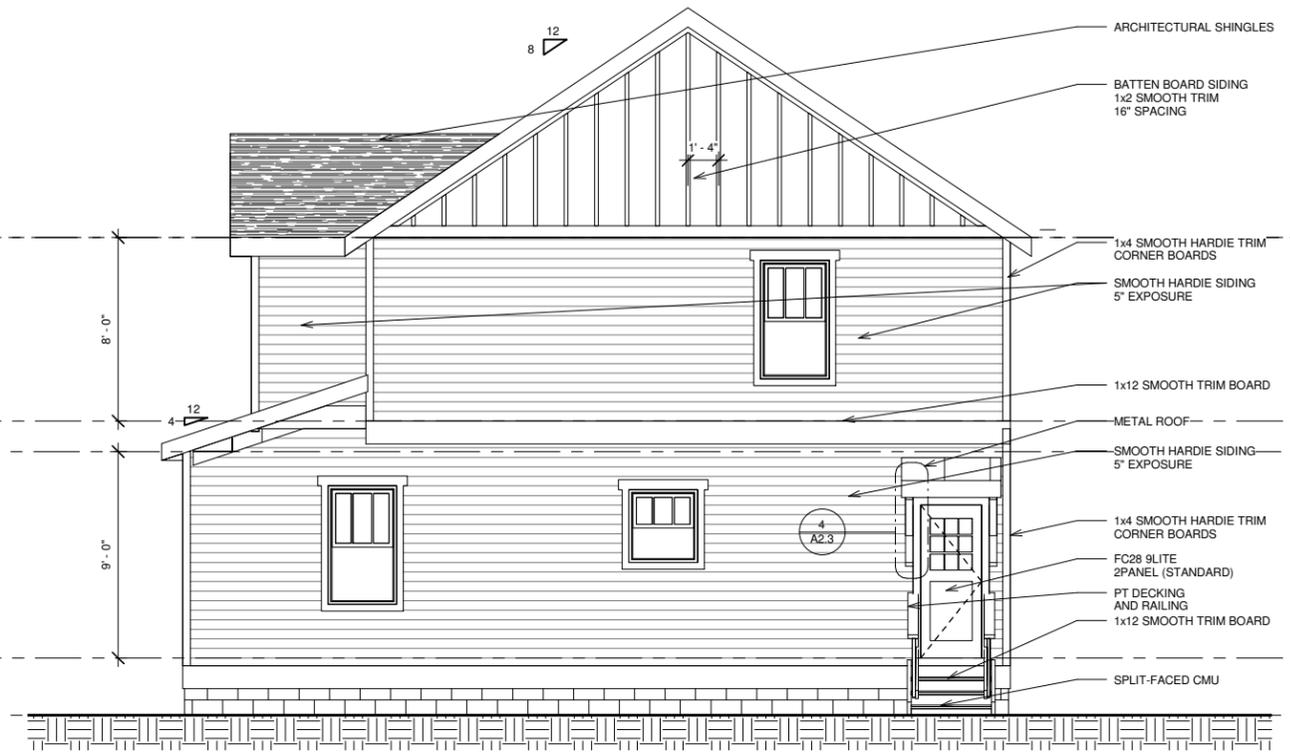
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② RIGHT ELEVATION
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③ LEFT ELEVATION
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④ REAR ELEVATION
1/4" = 1'-0"

1708A 4TH AVE ELEVATIONS

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 Date: 07/29/14
 Drawn by: ML
 Checked by:

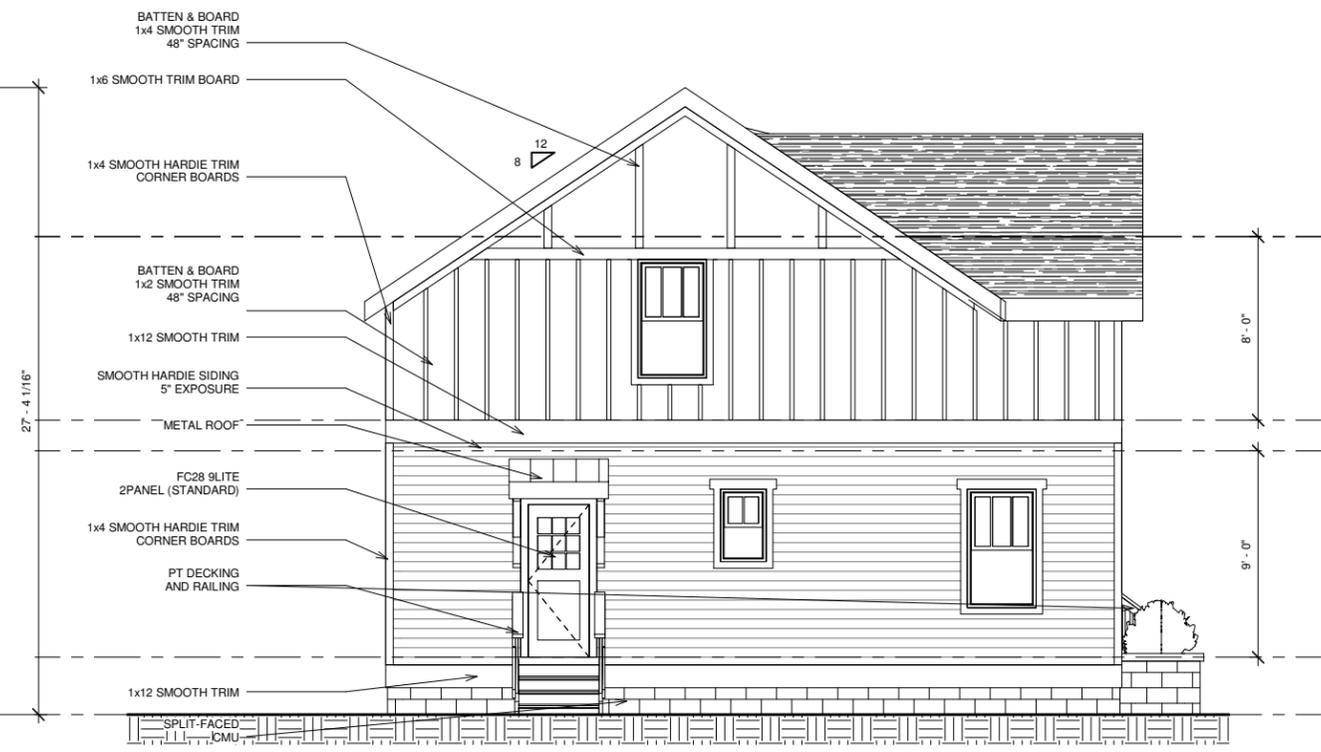
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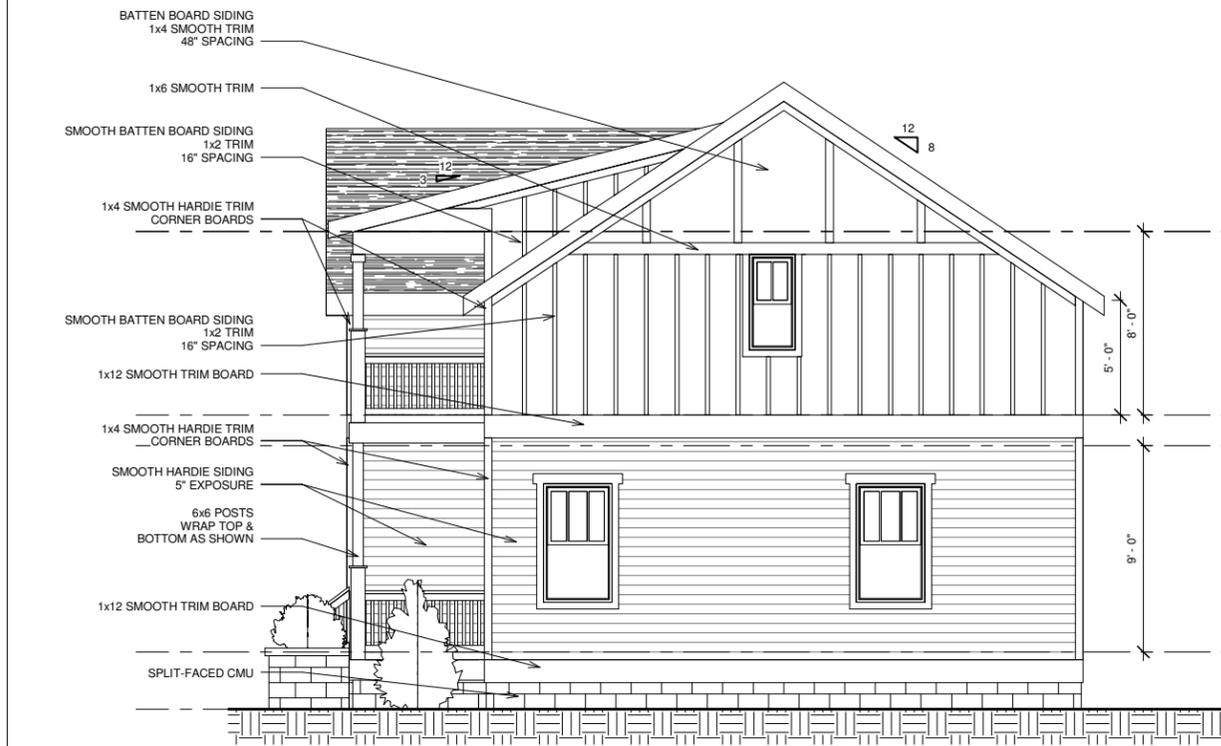
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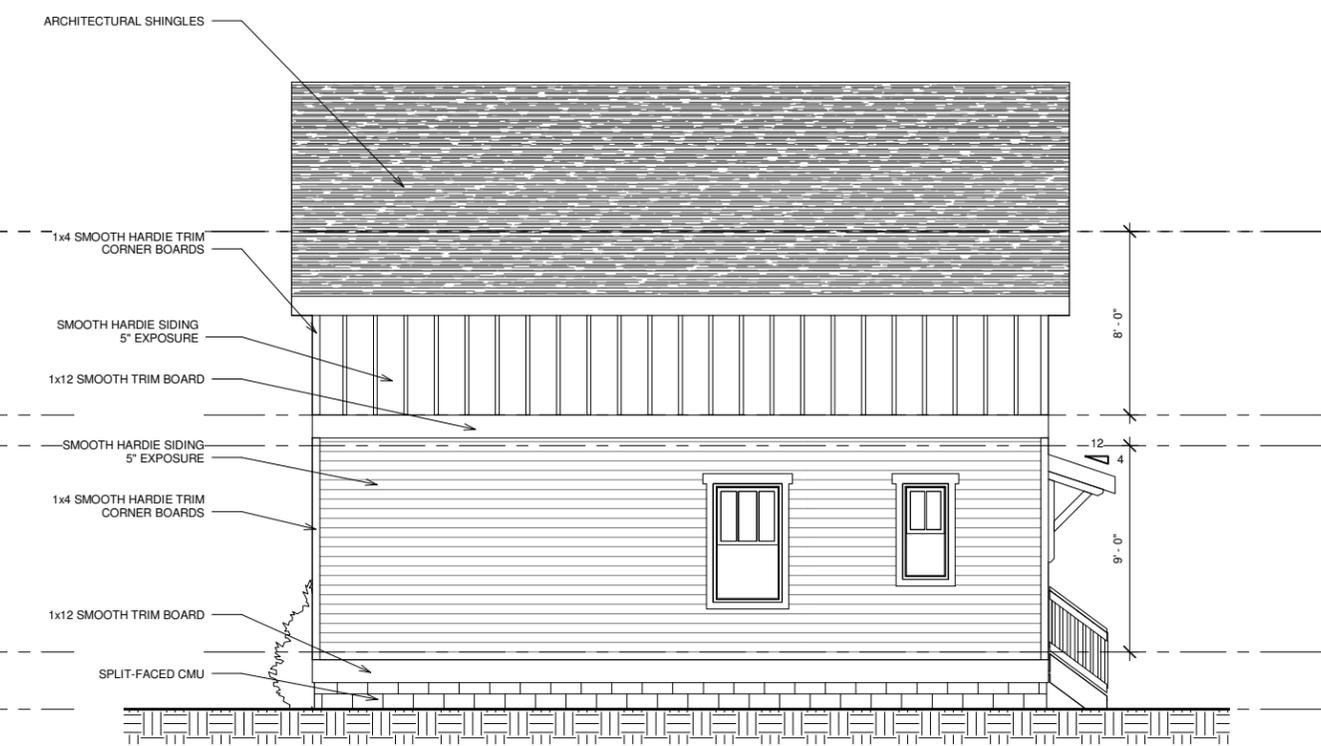
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② LEFT ELEVATION
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③ RIGHT ELEVATION
1/4" = 1'-0"



④ REAR ELEVATION
1/4" = 1'-0"

1708B 4TH AVE
ELEVATIONS

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 Date: 08/19/14
 Drawn by: ML
 Checked by:

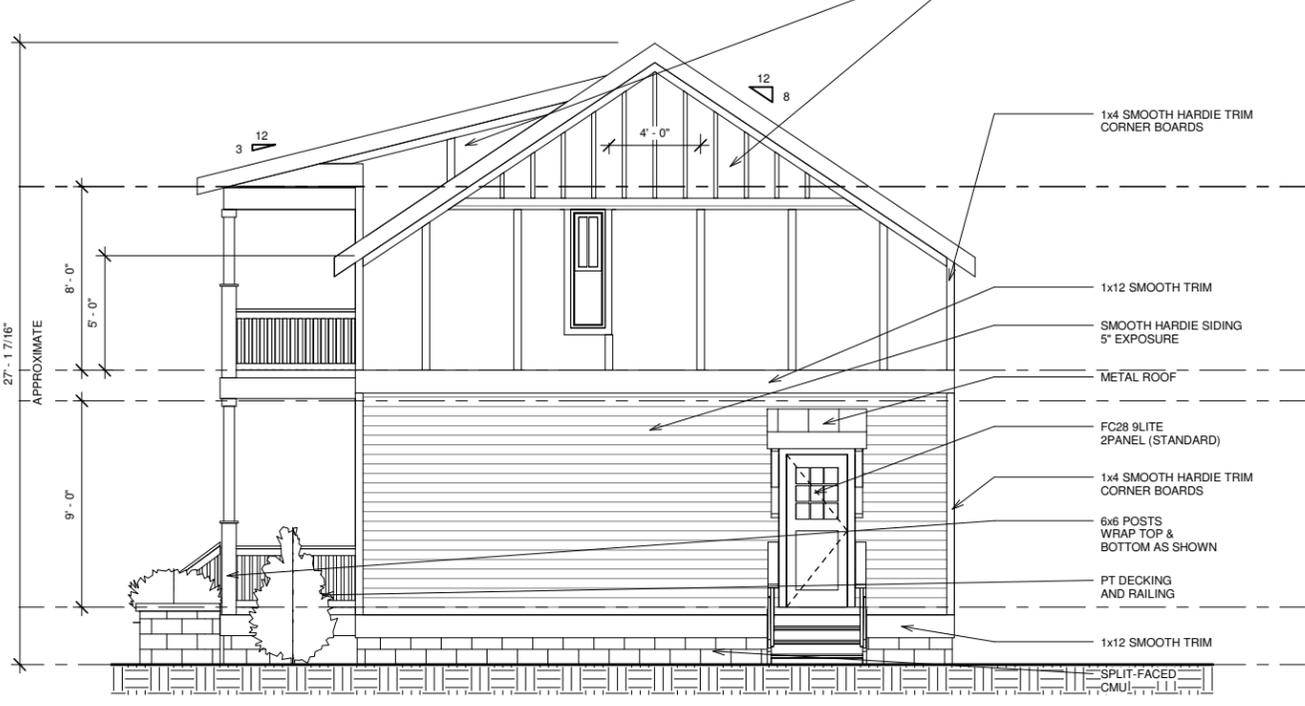
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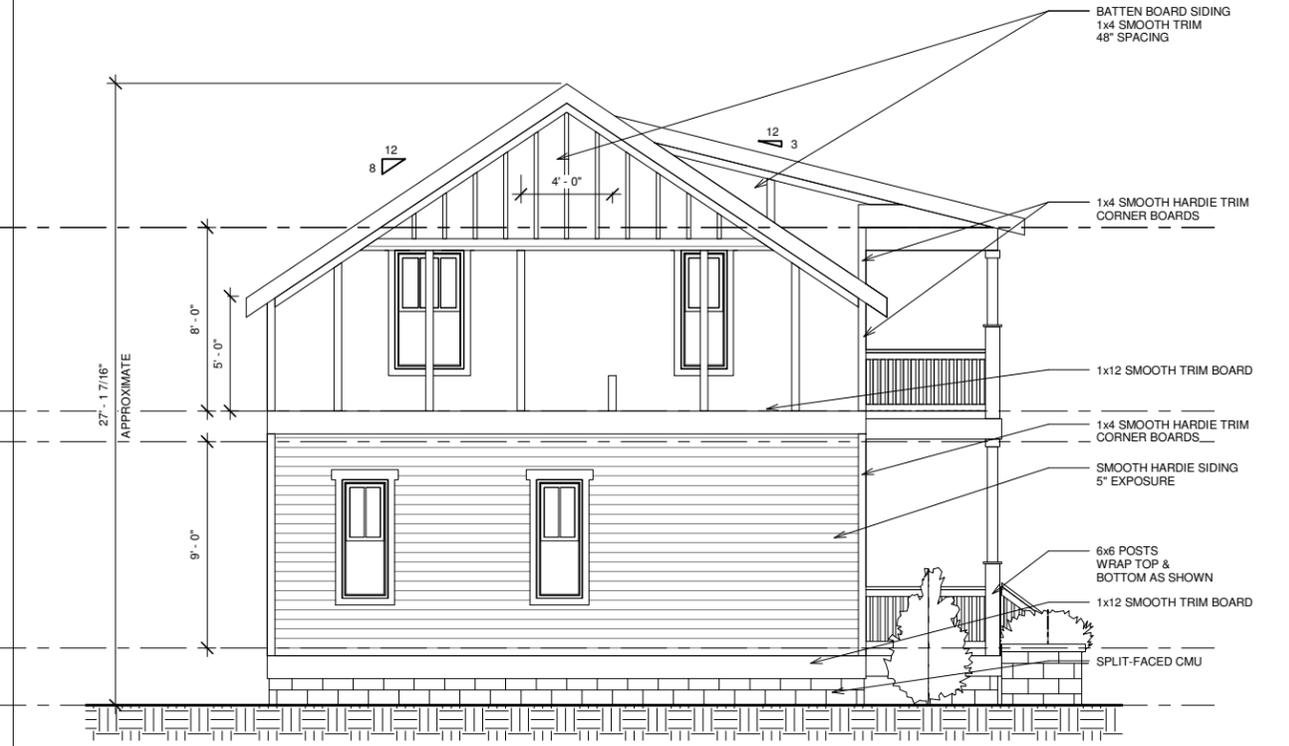
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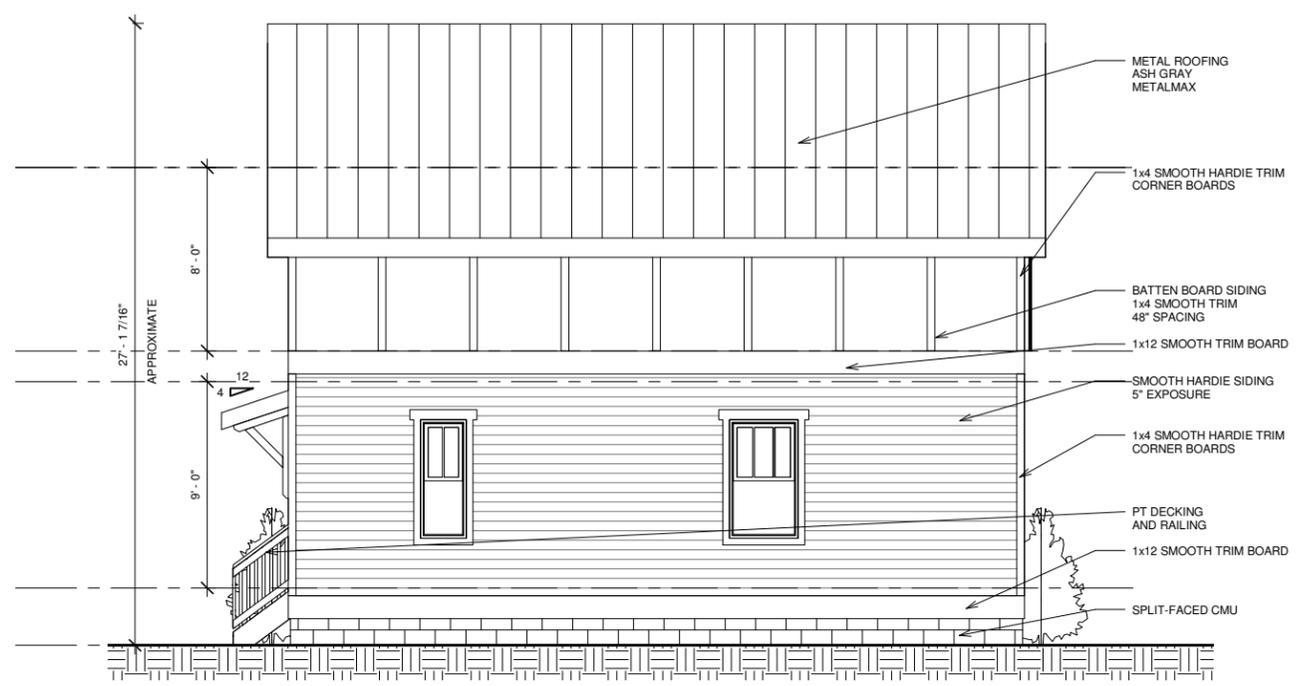
① FRONT ELEVATION
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② RIGHT ELEVATION
1/4" = 1'-0"



③ LEFT ELEVATION
1/4" = 1'-0"



④ REAR ELEVATION
1/4" = 1'-0"

1708C 4TH AVE ELEVATIONS

PLAN NAME: BOBBIE_CLAIRE_R
 Date: 08/27/14
 Drawn by: ML
 Checked by:

A3.1

Scale: 1/4" = 1'-0"