



**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**  
**1706-1708 Fourth Avenue North**  
**September 17, 2014**

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

**Description of Project:** 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 courtyard. The Planning Commission approved the general layout and concept as a Specific Purpose (SP) plan in April 2014.

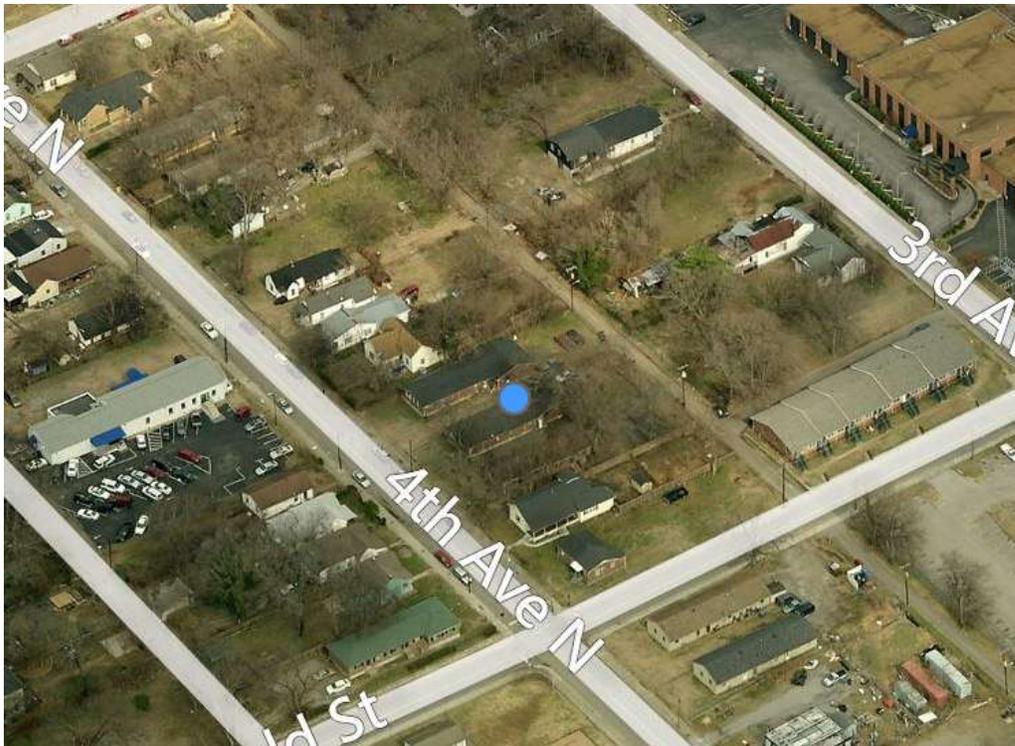
**Recommendation Summary:** Staff recommends disapproval of the proposed infill, finding that it does not meet the design guidelines for the Salemtown Neighborhood Conservation Zoning Overlay.

**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.*

## **V. B. GUIDELINES**

### **1. Demolition is not appropriate**

- a. if a building, or major portion of a building, is of such architectural or historical interest and value that its removal would be detrimental to the public interest; or
- b. if a building, or major portion of a building, is of such old or unusual or uncommon design and materials that it could not be reproduced or be reproduced without great difficulty and expense.

### **2. Demolition is appropriate**

- a. if a building, or major portion of a building, has irretrievably lost its architectural and historical integrity and significance and its removal will result in a more historically appropriate visual effect on the district;
- b. if a building, or major portion of a building, does not contribute to the historical and architectural character and significance of the district and its removal will result in a more historically appropriate visual effect on the district; or
- c. if the denial of the demolition will result in an economic hardship on the applicant as determined by the MHZC in accordance with section 17.40.420 (Historic Zoning Regulations), Metropolitan Comprehensive Zoning Ordinance.

**Background:** The property at 1706 4<sup>th</sup> Avenue North 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 duplex structures 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 4<sup>th</sup> Avenue North, with the remaining four structures behind them facing an interior courtyard.

Staff recommended approval with the conditions that:

- The finished floor height shall be consistent with the finished floor heights of the adjacent historic houses, to be verified by MHZC staff in the field;
- The heights of the B and C buildings be reduced by five feet (5’);
- Windows are added to the right elevation of building 1706A;
- 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 are approved by Staff; and
- The HVAC shall be located behind the house or on either side, beyond the mid-point of the house;

After the MHZC Staff presentation the meeting was open for public comment, but no one spoke either in support or in opposition.

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.*

At the August meeting the Commission did not express any concern with demolition of the existing non-historic buildings nor with the project meeting the following sections of the design guidelines: materials, roof form, orientation, proportion and rhythm of openings, appurtenance and utilities.

A demolition permit for the non-contributing buildings has subsequently been issued by Staff.

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

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, including the site plan and 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>)

At the August meeting the Commission discussed the fact that the four units at the rear were not subordinate to the front units, and that the configuration of six "full-sized," two-story, single family homes on two lots was 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 the B and C buildings would be lowered by six feet (6') with these revisions, Staff finds that because the buildings are still two stories, their footprints are unchanged, and the courtyard is the same size as previously proposed. Because the alterations do not address the Commission's concerns with meeting the design guidelines, staff recommends disapproval.

**Recommendation:**

Staff recommends disapproval of the proposed infill, finding that it does not meet the design guidelines for the Salemtown Neighborhood Conservation Zoning Overlay.



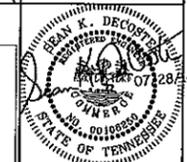
Existing non-contributing structures at 1706 4<sup>th</sup> Avenue North, front.



1706 4<sup>th</sup> Avenue North, context view from across the street.



**CIVIL SITE**  
DESIGN GROUP  
ENGINEERS • PLANNERS • LANDSCAPE ARCHITECTS  
1115 25TH AVENUE NORTH, SUITE A, NASHVILLE, TN 37203  
615.242.9974 www.civilsite.com



**Metro As-Built Note:**

In accordance with the Metro Stormwater Management Manual, Volume 1, Section 3.5, as-built certifications, MWS Stormwater Division must approve the following as-builts prior to issuance of the use and occupancy permit:

- Underground detention and water quality infrastructure
- Above ground detention and water quality infrastructure
- Public storm sewer infrastructure
- Cut and fill in the floodplain
- Sink hole alterations

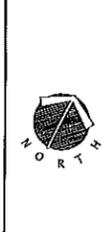
The engineer shall visit [www.nashville.gov/stormwater/asbuilt.htm](http://www.nashville.gov/stormwater/asbuilt.htm) for submittal requirements.

**NOTES:**

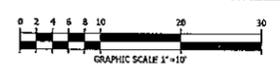
1. REFER TO SHEET C4.00 FOR SITE GRADING, DRAINAGE AND EROSION CONTROL NOTES.
2. ROOF DRAINS FOR UNITS 3-6 SHALL BE DIRECTED TO THE URBAN BIO-RETENTION PLANTERS FOR EACH UNIT PRIOR TO ENTERING THE CLOSED STORM SYSTEM.

SITE ELEVATION  
REFERENCE MARK  
INV. IN 434.73  
INV. OUT 427.80  
NAVD 88

**MAP 82.05 PARCEL 73.00**



**PROJECT BENCHMARK:**  
DESCRIPTION: SANITARY MANHOLE  
TOP OF CASTING  
NORTHING: 674,386.22  
EASTING: 1,735,095.71  
ELEVATION: 434.73'  
NAVD 88



**C2.00**

JOB NO.: 13-119-01

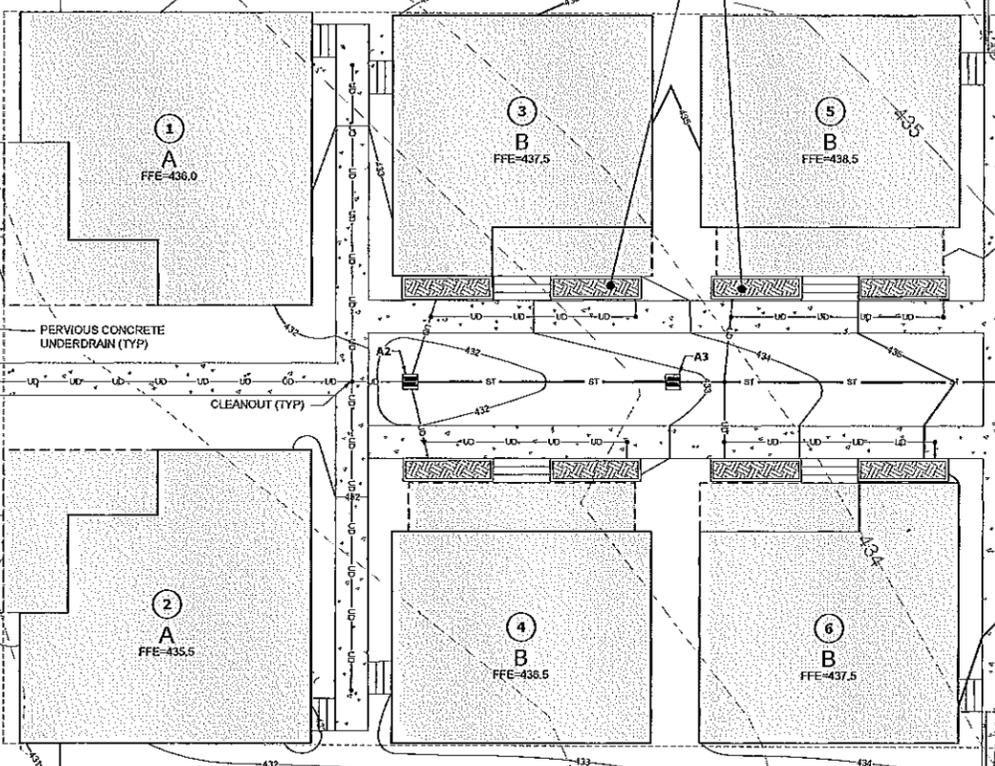
STORM STRUCTURE TABLE				STORM PIPE TABLE							
STRUCTURE	TYPE	CASTING EL.	Northing / Easting	FROM	INV	TO	INV	LENGTH	SLOPE	SIZE	TYPE
A1	Pipe with Concrete Collar	430.14	N:674359.35, E:1734922.16	A5	432.25	A4	432.01	48.7'	0.50%	8"	Perf. PVC Pipe
A2	Yard Inlet	431.88	N:674385.41, E:1734873.04	A4	431.91	A3	431.18	44.3'	1.65%	8"	PVC Pipe
A3	Yard Inlet	432.75	N:674400.21, E:1735001.94	A3	431.06	A2	430.52	32.5'	1.72%	8"	PVC Pipe
A4	Yard Inlet	435.71	N:674420.39, E:1735041.35	A2	430.42	A1	430.14	57.2'	0.50%	8"	Perf. PVC Pipe
A5	Yard Inlet	434.45	N:674375.18, E:1735058.43								

4TH AVENUE NORTH (49.5' R.O.W.)

ALLEY #201 (20' R.O.W.)

EXISTING DWELLING #1710

EXISTING DWELLING #1704



SIDEWALK

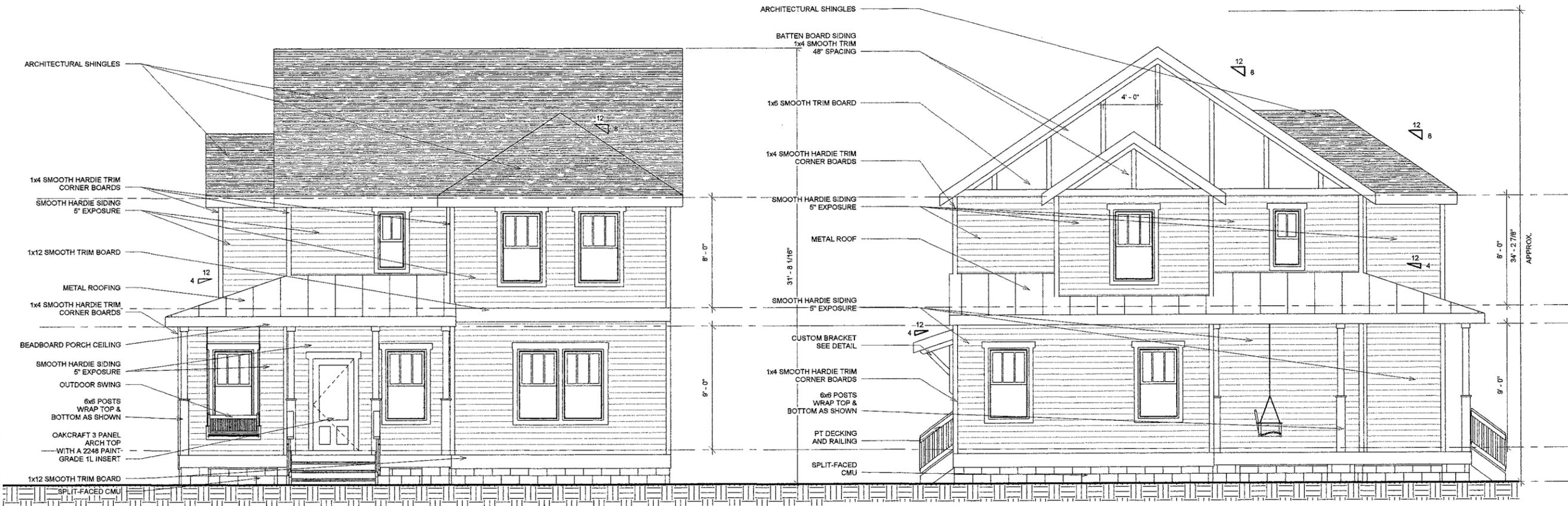
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SIDEWALK

SIDEWALK

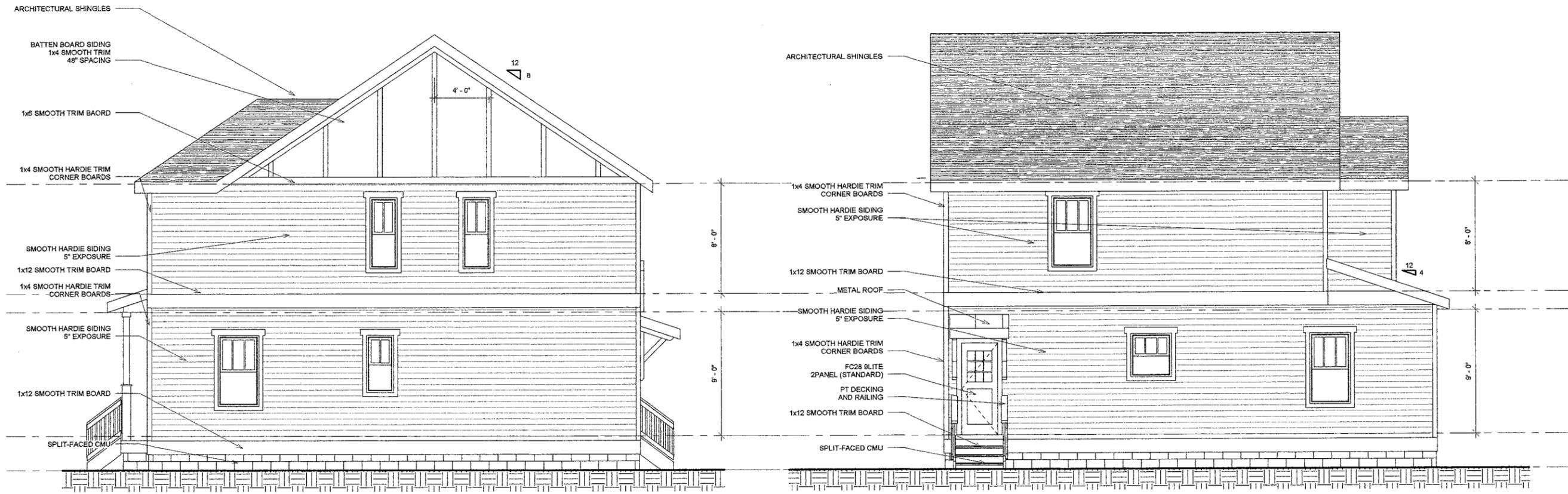
JUL 20, 2014 - 6:58pm T:\04\0205\013-119-01\CAD\Civil\Plan\020 Grading and Drainage Plan.dwg

**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:

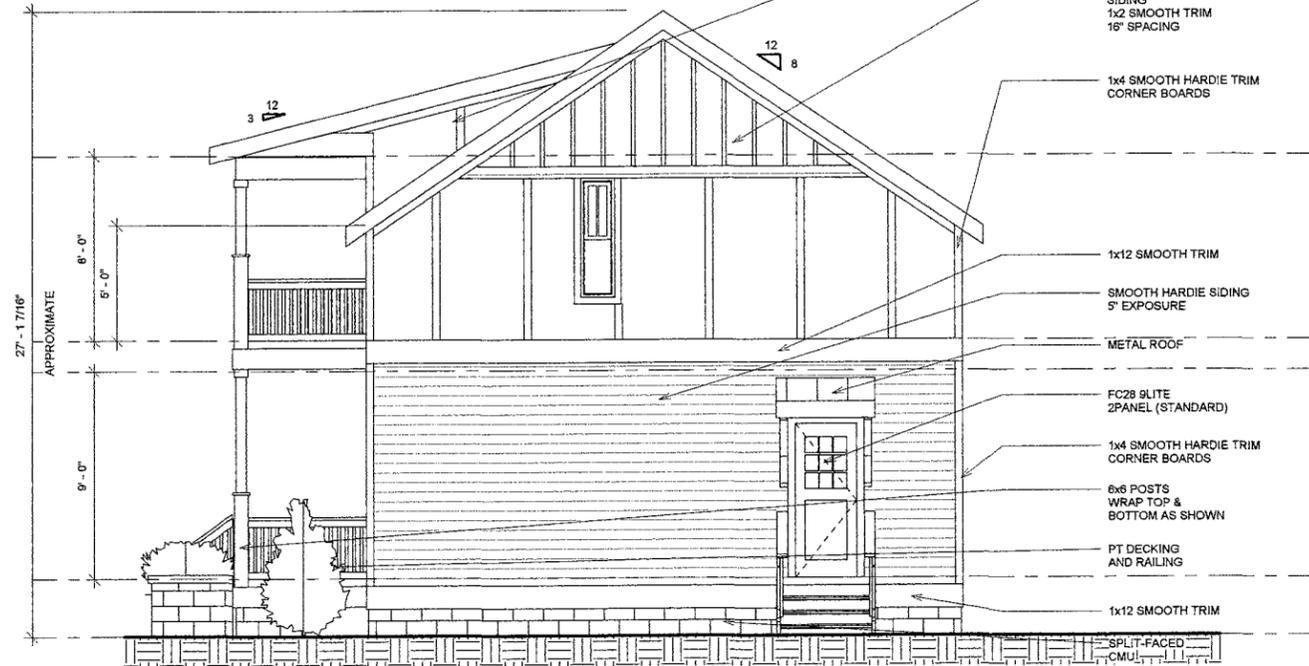
A3.1

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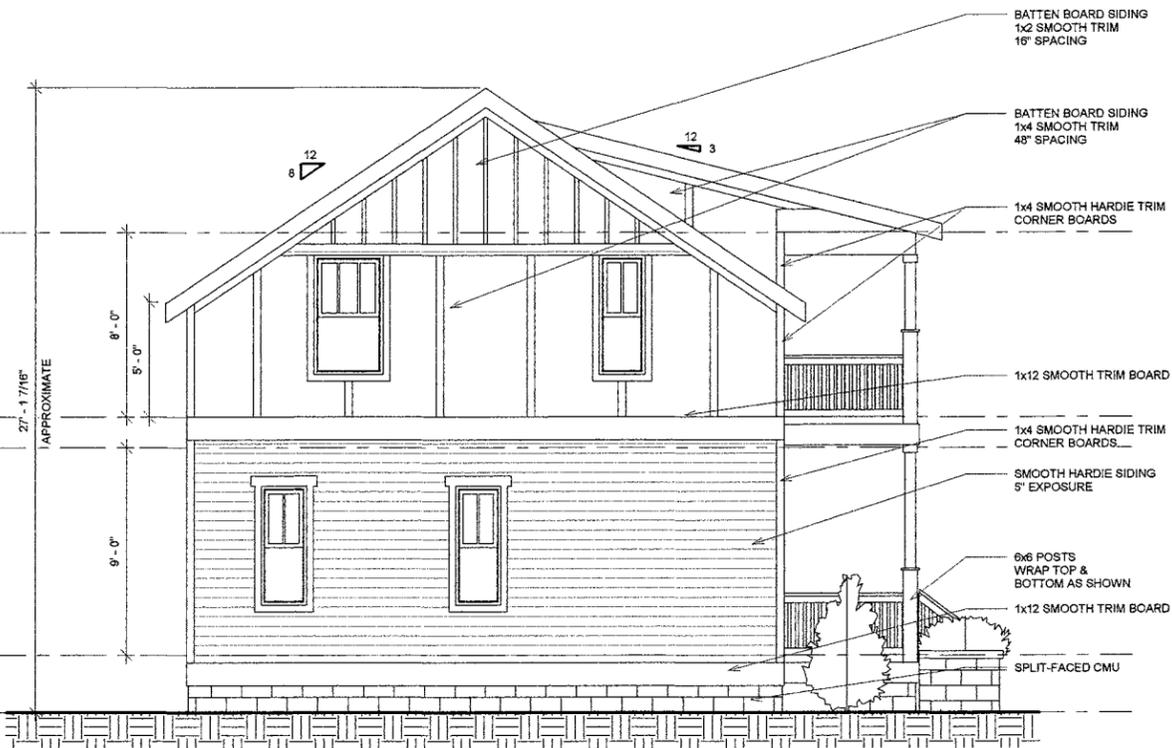
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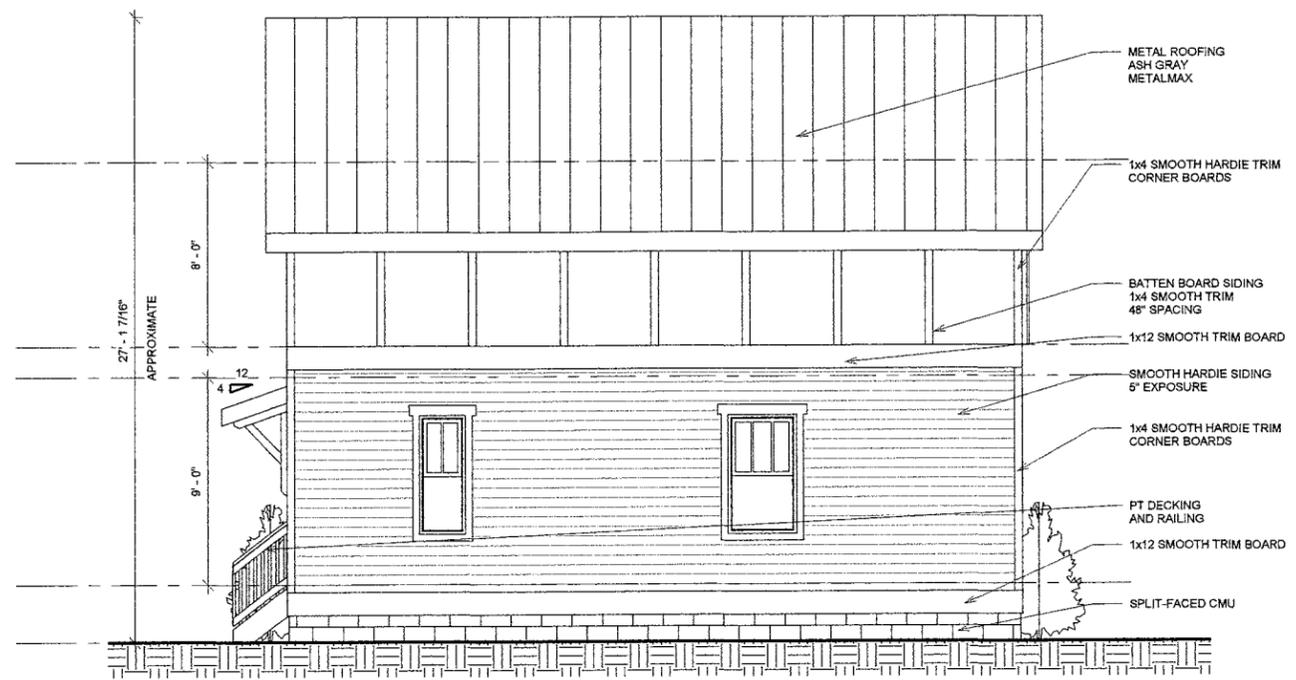
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③ LEFT ELEVATION  
1/4" = 1'-0"



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:

A3.1

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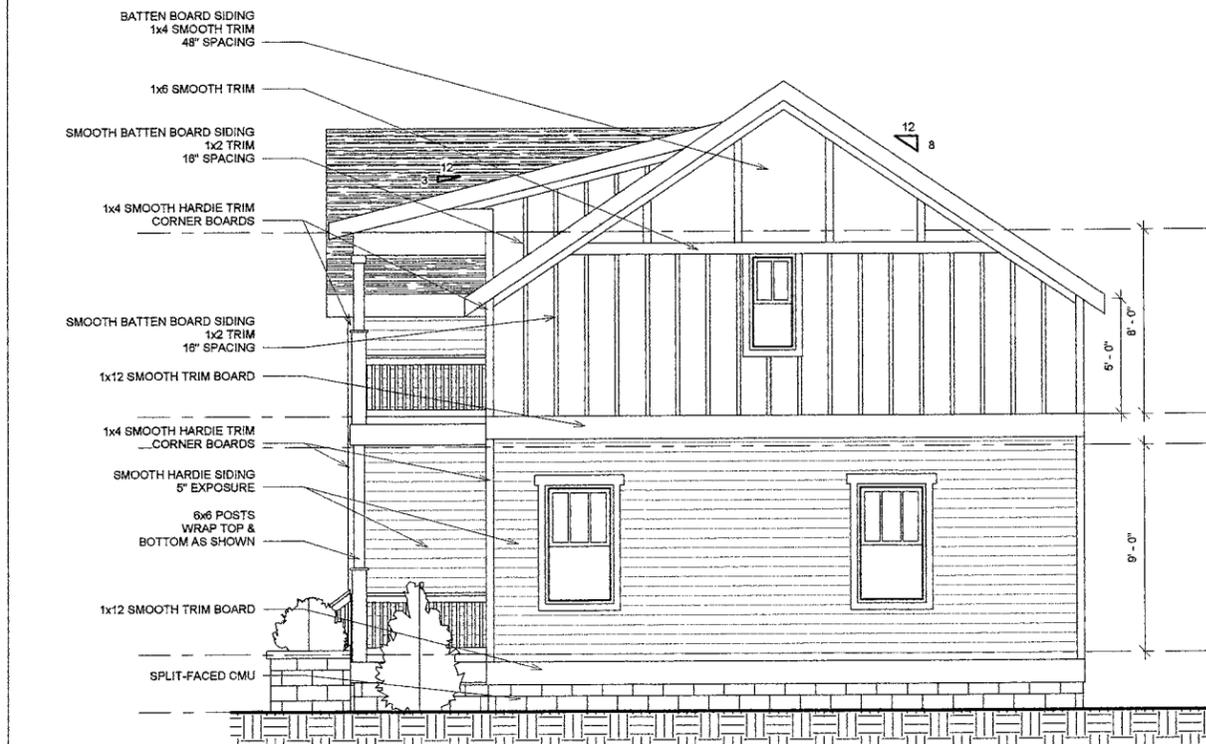
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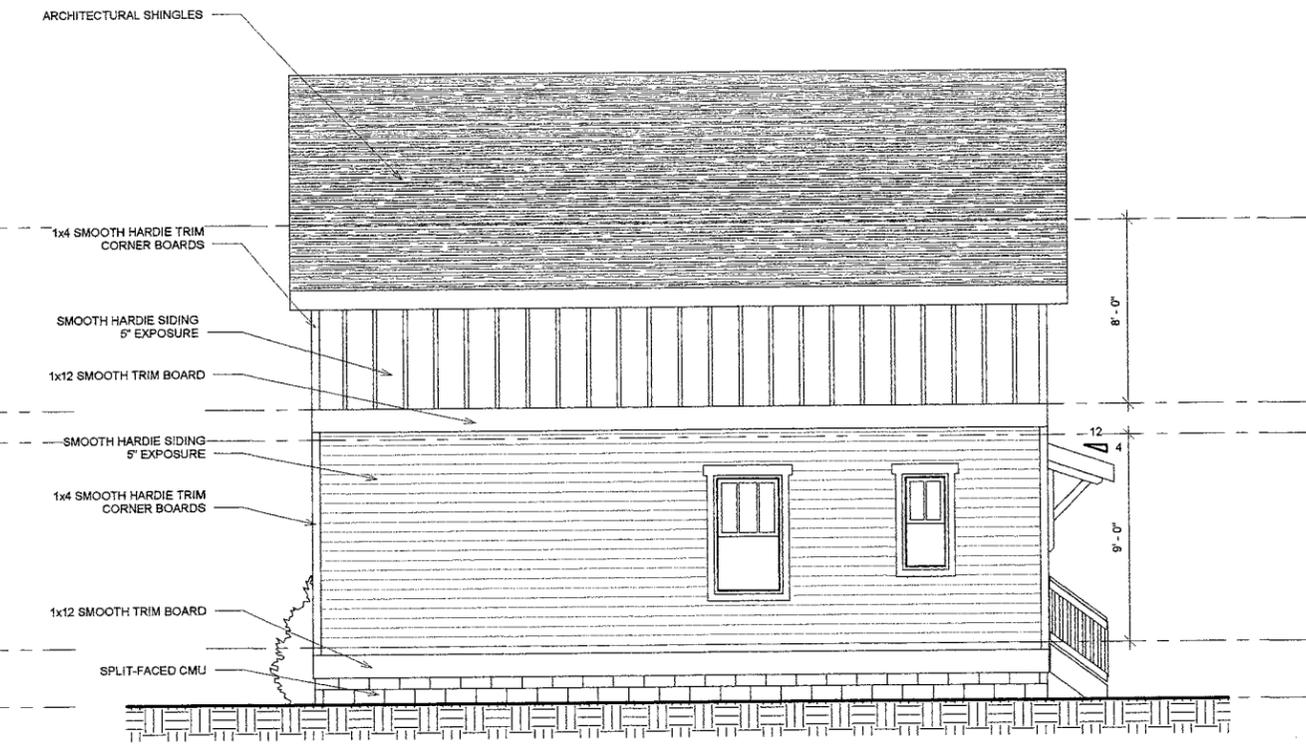
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④ REAR ELEVATION  
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1706C 4TH AVE  
ELEVATIONS

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

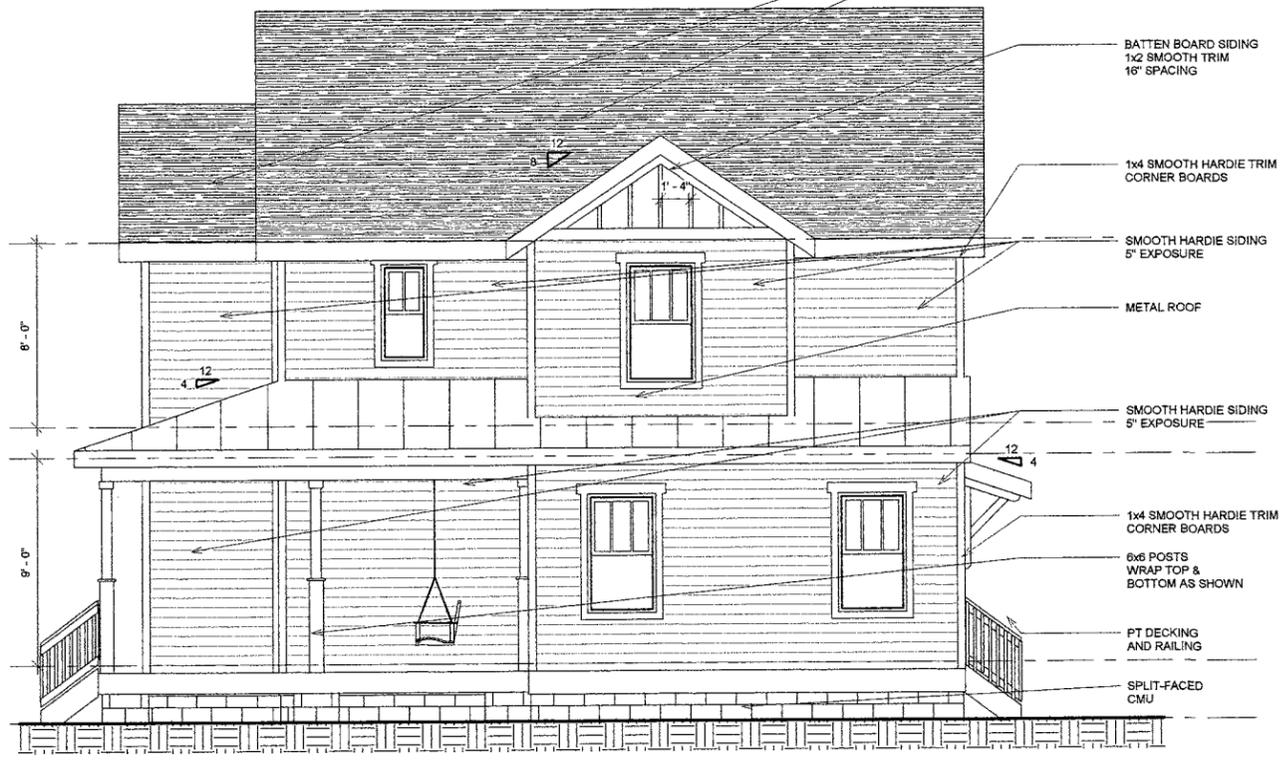
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**NOTES:**  
**-ALL WINDOWS TO BE WOOD (PAINTED)**  
**-ALL TRIM TO BE 5/4" THICK TO STICK OUT PAST SIDING**



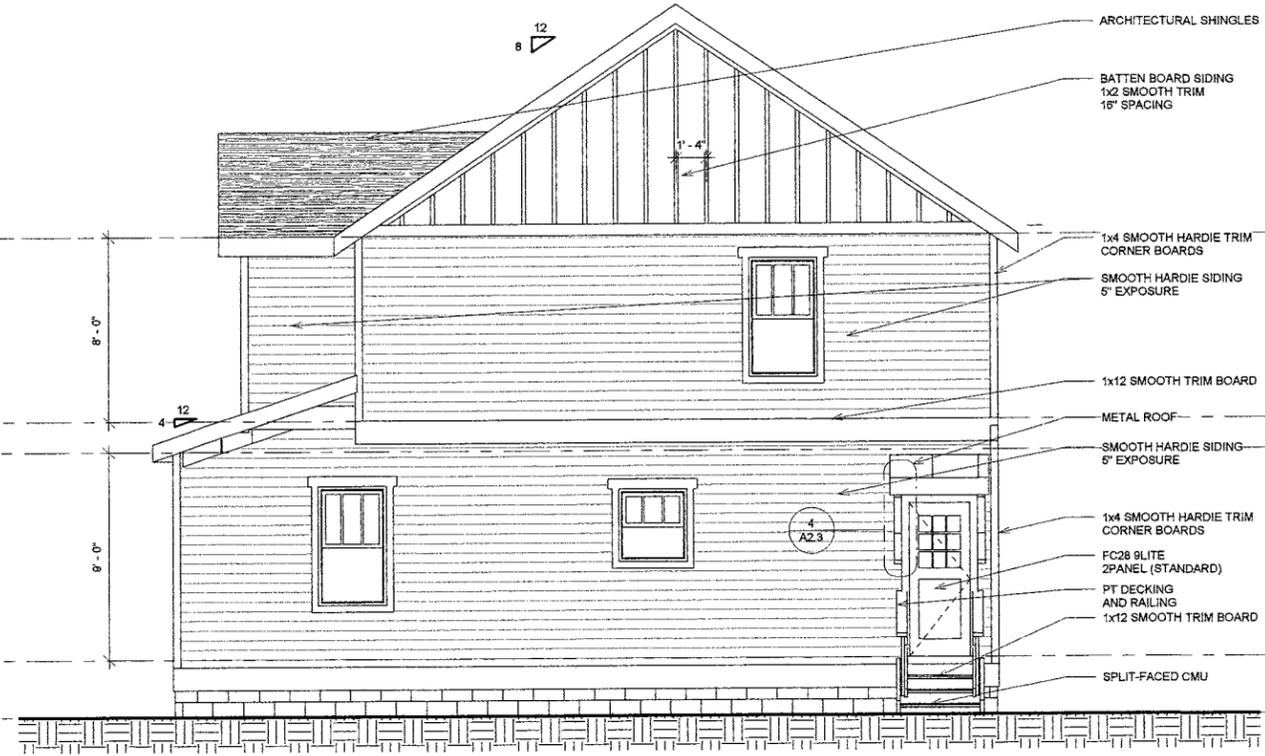
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② RIGHT ELEVATION  
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③ LEFT ELEVATION  
1/4" = 1'-0"



④ REAR ELEVATION  
1/4" = 1'-0"

1708A 4TH AVE  
ELEVATIONS

PLAN NAME: DIXIE\_LYNN\_R  
 Date: 07/29/14  
 Drawn by: ML  
 Checked by:

A3.1

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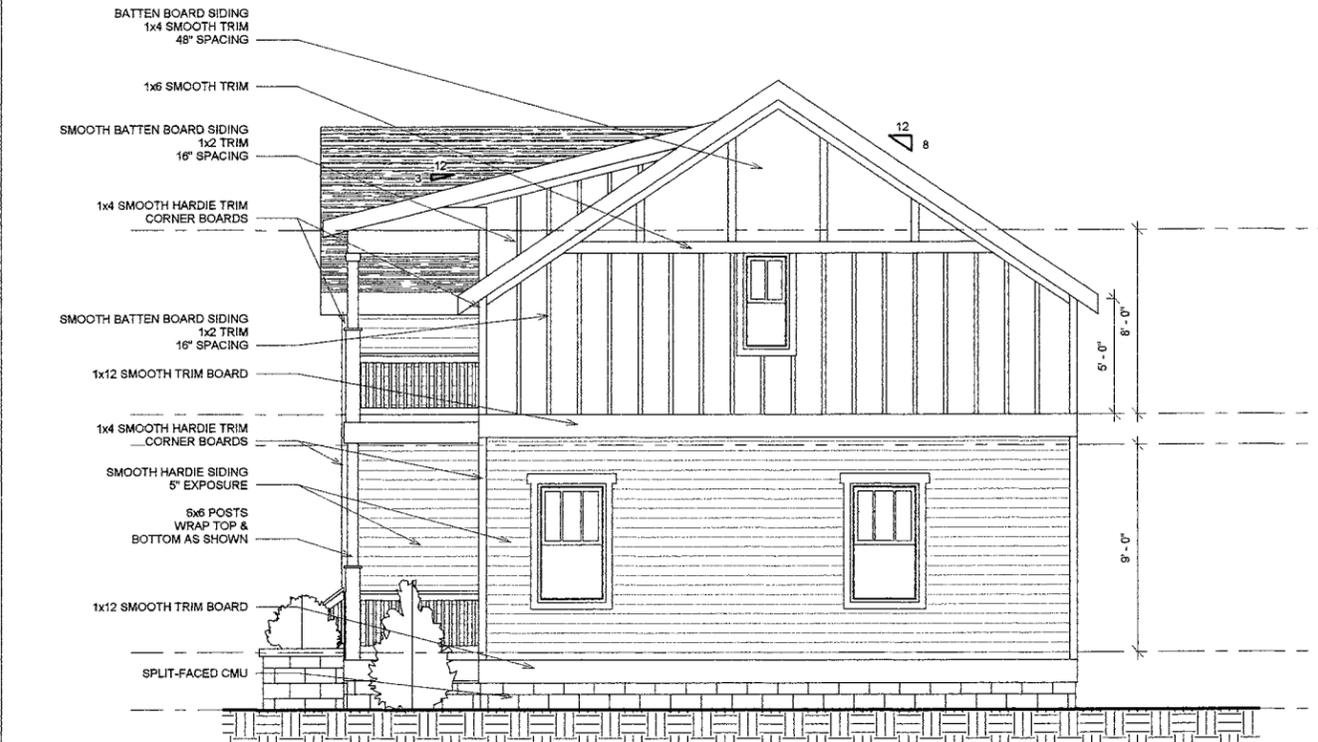
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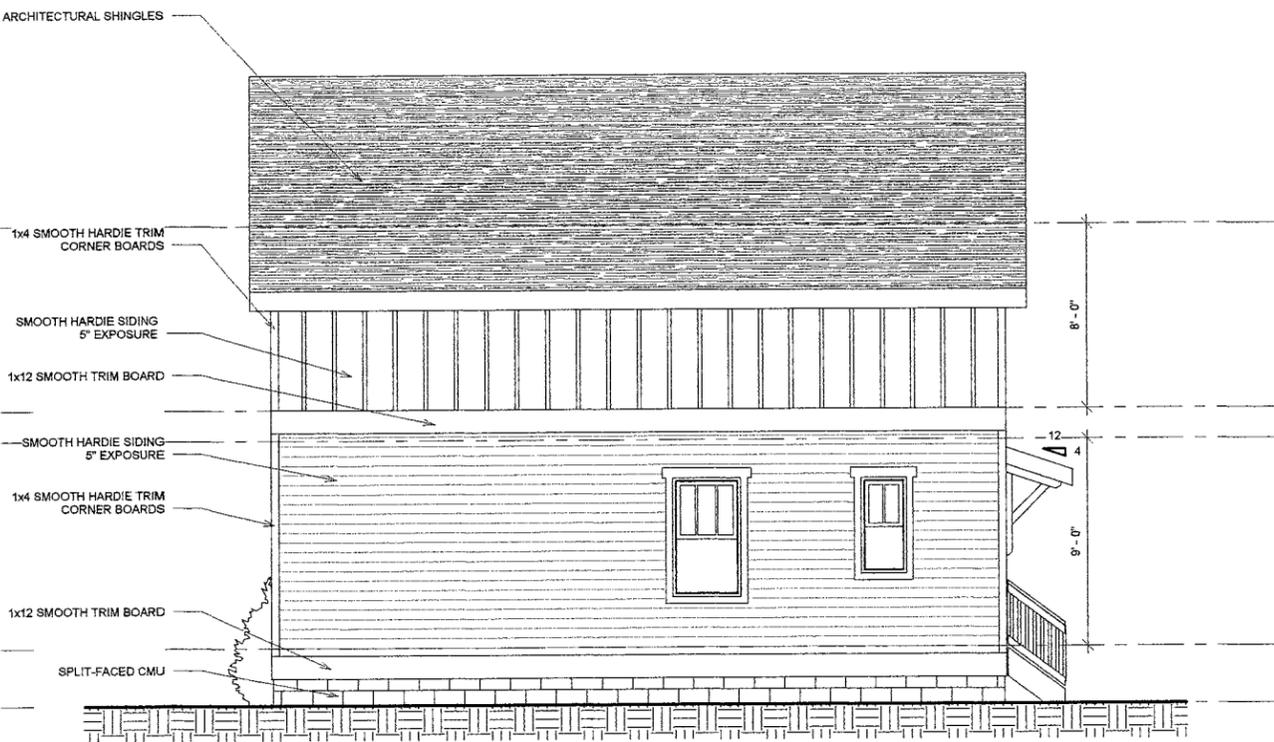
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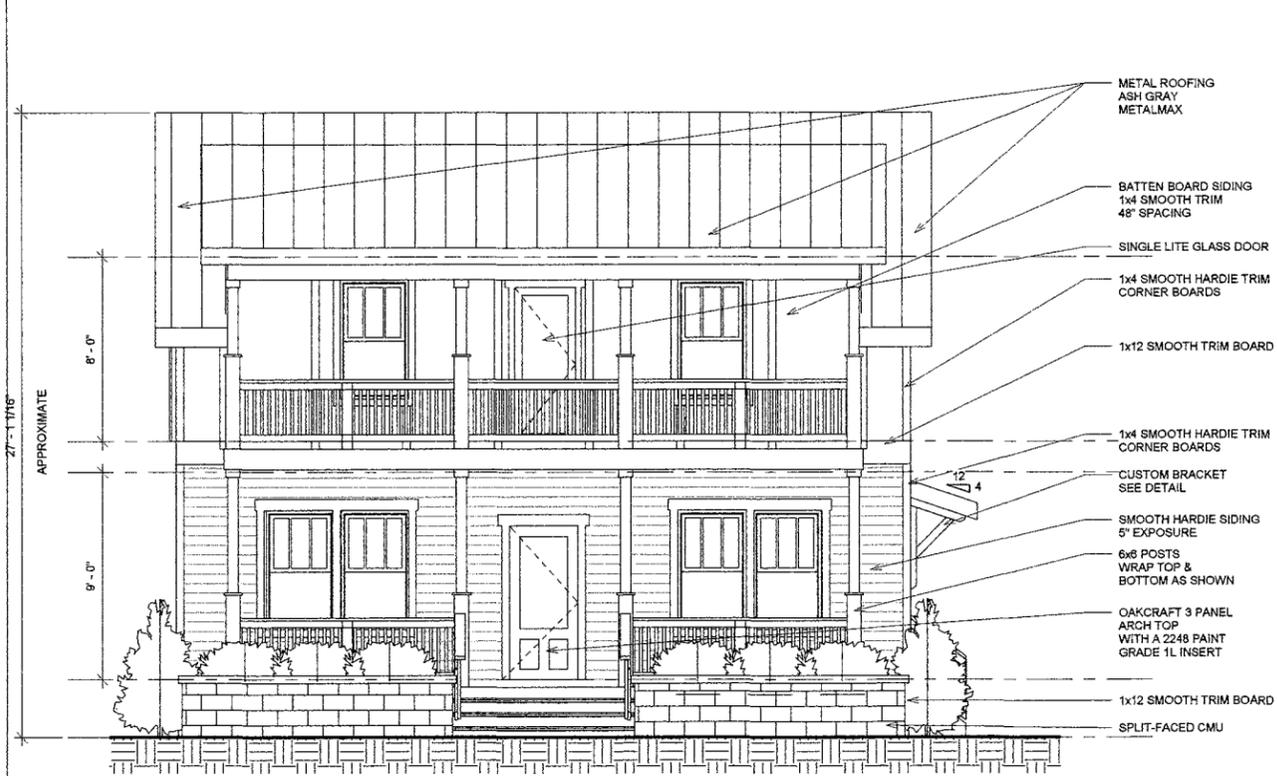
1708B 4TH AVE  
ELEVATIONS

PLAN NAME: HOLLY\_GAIL\_R  
 Date: 08/19/14  
 Drawn by: ML  
 Checked by:

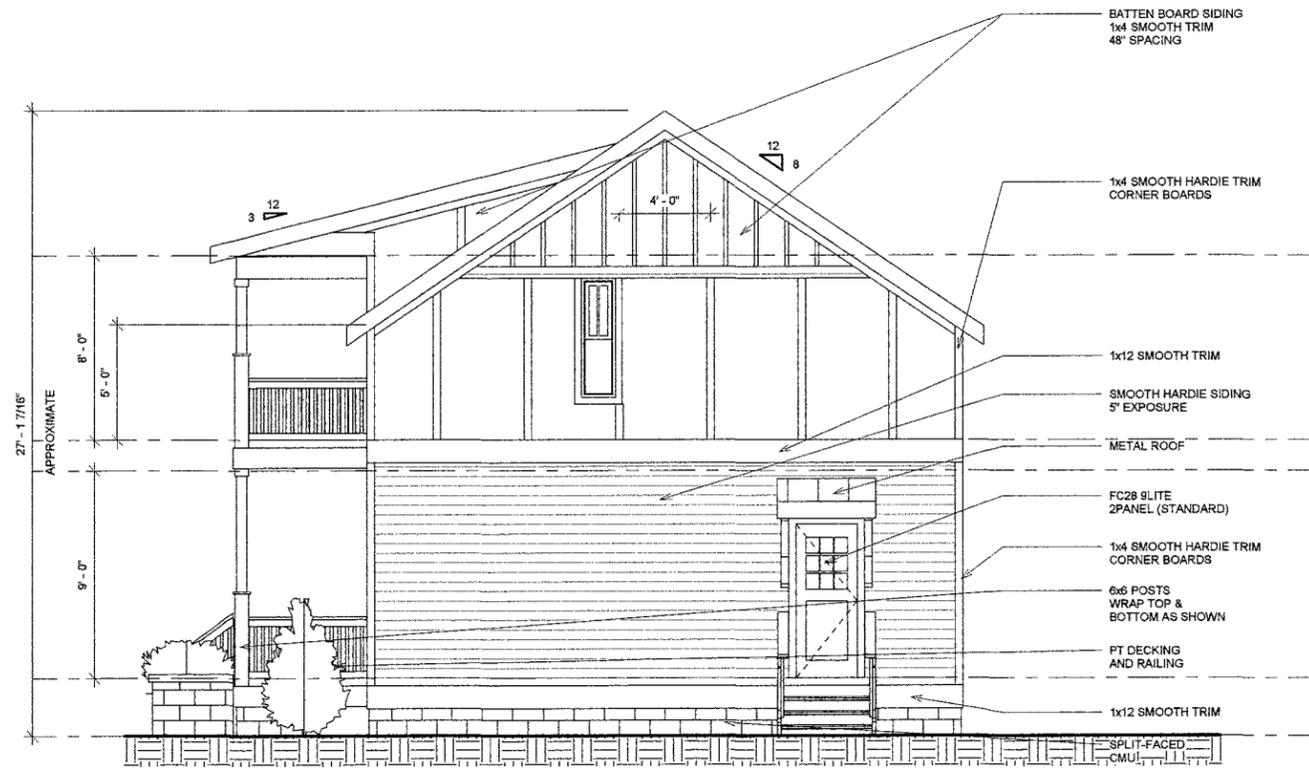
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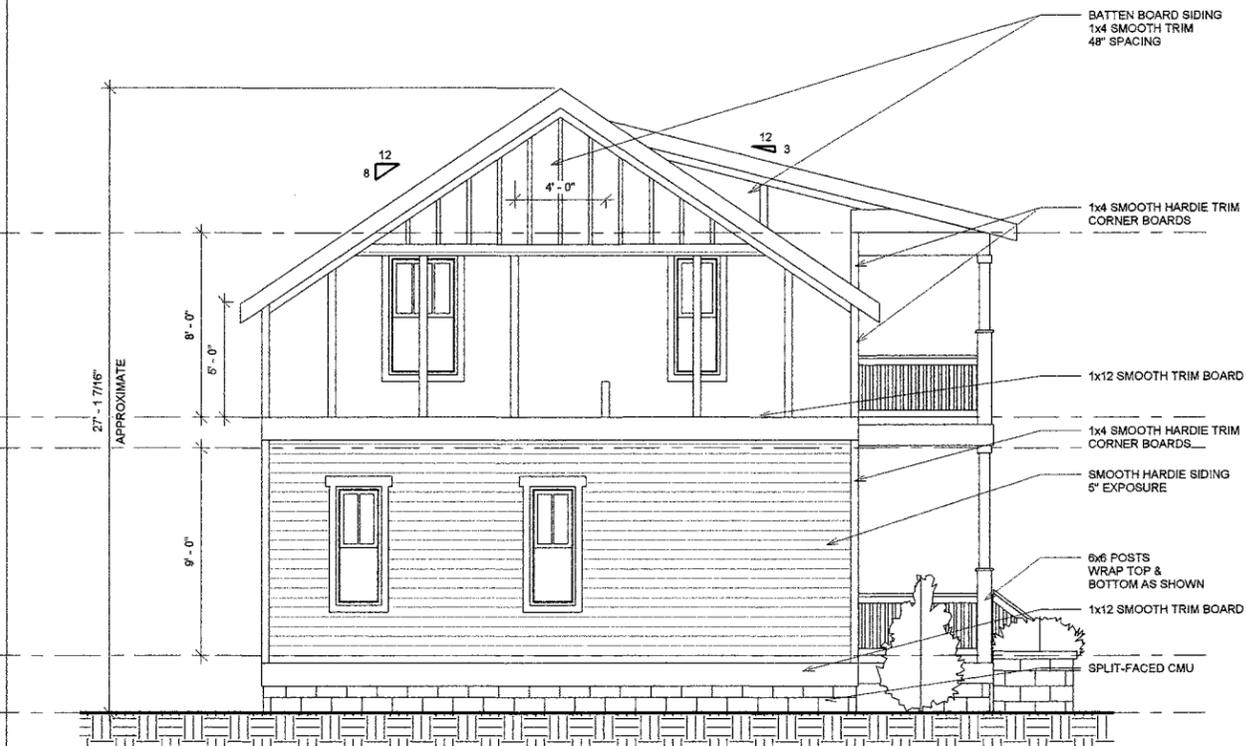
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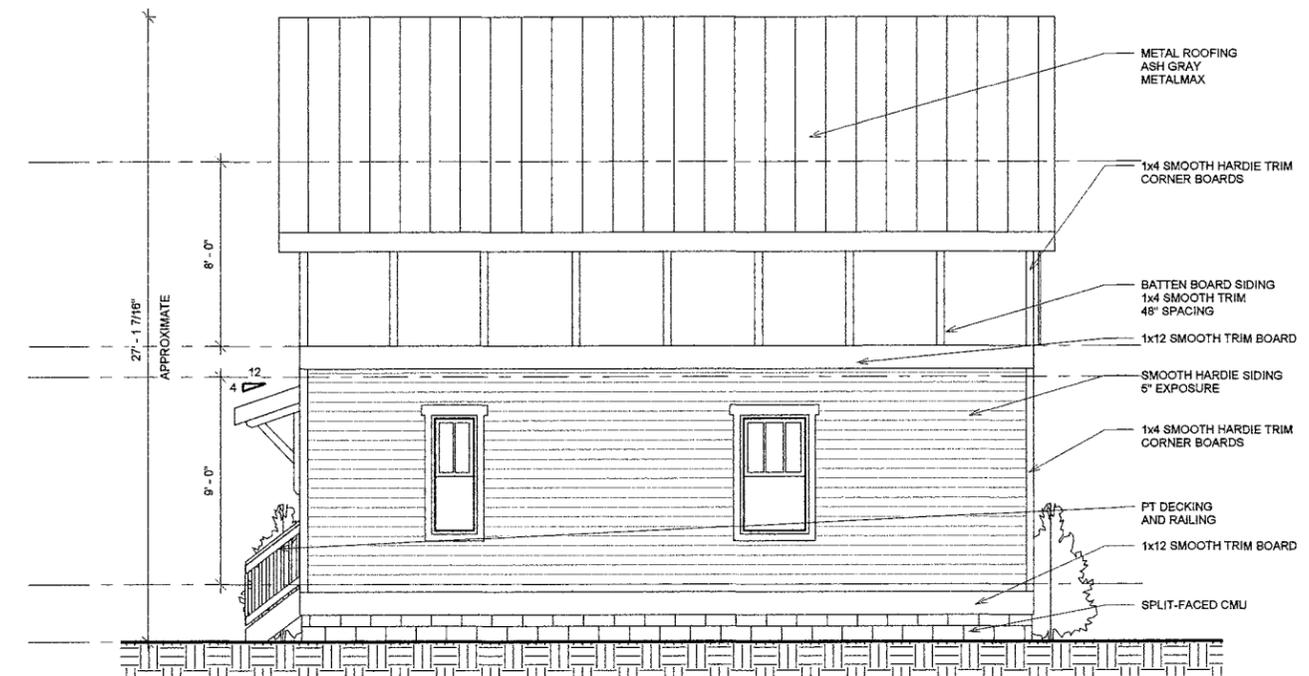
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③ LEFT ELEVATION  
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④ REAR ELEVATION  
1/4" = 1'-0"

## 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"