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MAYOR



METROPOLITAN GOVERNMENT OF NASHVILLE AND DAVIDSON COUNTY

Metropolitan Historic Zoning Commission
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STAFF RECOMMENDATION

1404 Linden Avenue

November 16, 2016

Application: Demolition; New construction – infill and outbuildings

District: Belmont-Hillsboro Neighborhood Conservation Zoning Overlay

Council District: 18

Map and Parcel Number: 10513007700

Applicant: Preston Quirk, Architect

Project Lead: Sean Alexander, sean.alexander@nashville.gov

Description of Project: The applicant proposes to demolish the existing building and construct a new two-story duplex. A pair of single-car garages will also be built at the rear of the lot.

Recommendation Summary: Staff recommends disapproval of the proposed infill, finding that the principal building would not be compatible with surrounding historic houses, and that the project does not meet the following sections of the *Belmont-Hillsboro Neighborhood Conservation Zoning Overlay: Handbook and Design Guidelines*: II.B.1.a (Height), II.B.1.b (Scale), II.B.1.c (Setbacks and Rhythm of Spacing), II.B.1.g (Proportions and Rhythm of Openings)

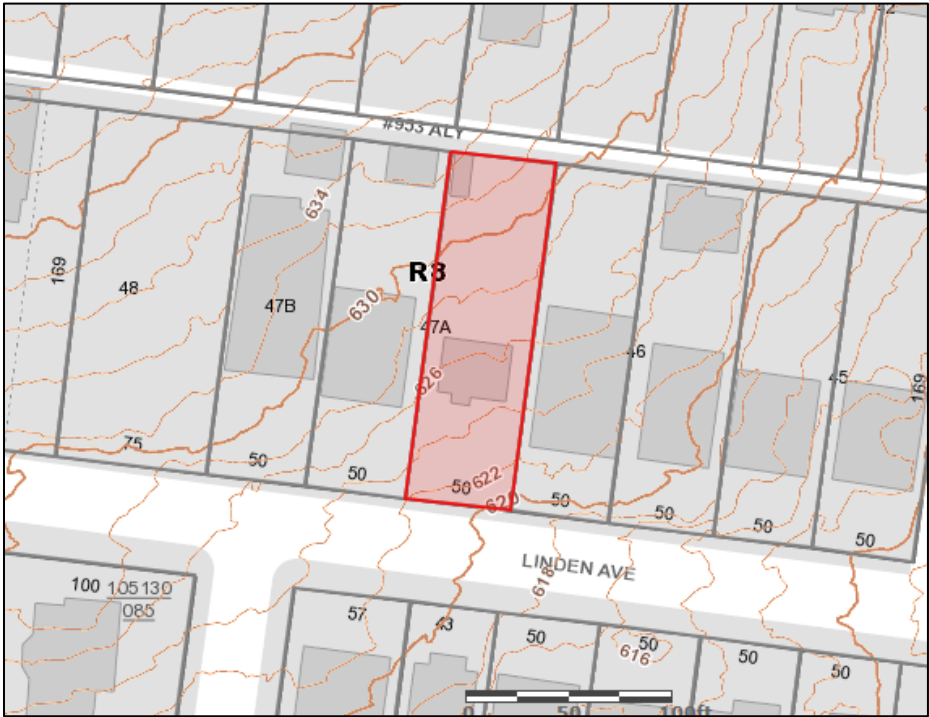
Attachments

A: Photographs

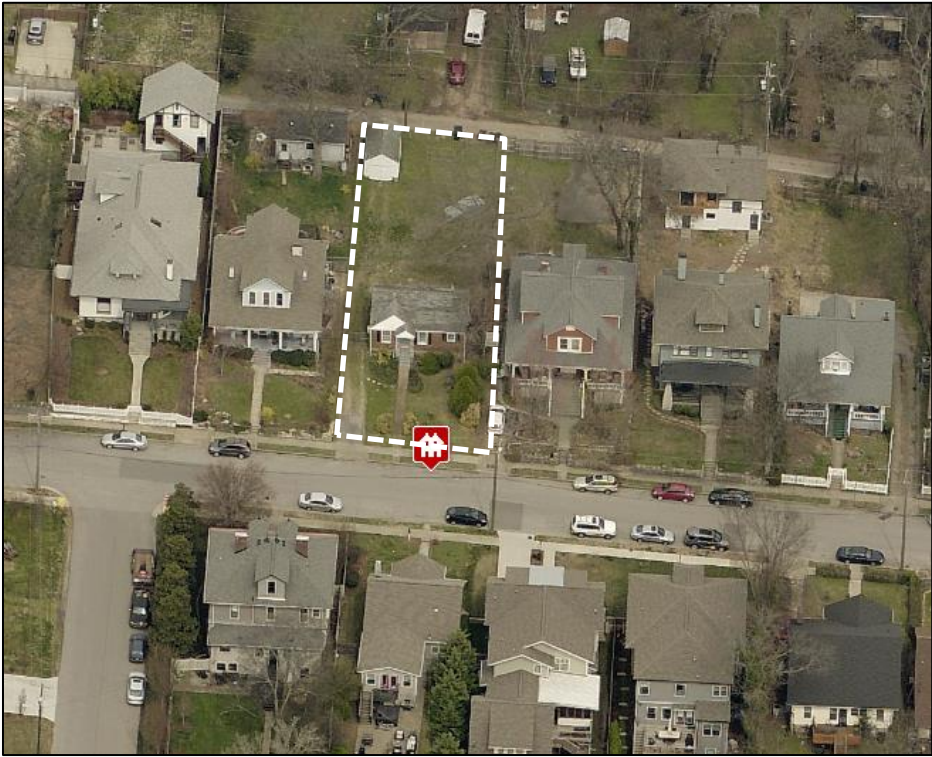
B: Site Plan

D: Elevations

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. BL2007-45).

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 and width to the lot to accommodate two single-family dwellings in a manner that meets the 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.

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. With the exception of chimneys, roof-top equipment and roof penetrations shall be located so as to minimize their visibility from the street.

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.

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.

i. Outbuildings

(Although the MHZC does not review use itself there are additional ordinance requirements for buildings that have are or have a Detached Accessory Dwelling Unit (DADU) required by ordinance 17.16.030 that are reviewed by the MHZC. This information is provided for informational purposes only and does not replace ordinance 17.16.030.)

- 1) A new garage or storage building should reflect the character of the period of the house to which the outbuilding will be related. The outbuilding should be compatible, by not contrasting greatly, with surrounding historic outbuildings in terms of height, scale, roof shape, materials, texture, and details.

Outbuildings: Height & Scale

· On lots less than 10,000 square feet, the footprint of a DADU or outbuilding shall not exceed seven hundred fifty square feet or fifty percent of the first floor area of the principal structure, whichever is less.

· On lots 10,000 square feet or greater, the footprint of a DADU or outbuilding shall not exceed one thousand square feet.

· The DADU or outbuilding shall maintain a proportional mass, size, and height to ensure it is not taller or wider than the principal structure on the lot. The DADU or outbuilding height shall not exceed the height of the principal

structure, with a maximum eave height of 10' for one-story DADU's or outbuildings and 17' for two-story DADUs or outbuildings. The roof ridge height of the DADU or outbuilding must be less than the principal building and shall not exceed 25' feet in height.

Outbuildings: Character, Materials and Details

- *Historically, outbuildings were either very utilitarian in character, or (particularly with more extravagant houses) they repeated the roof forms and architectural details of the houses to which they related. Generally, either approach is appropriate for new outbuildings. DADUs or out buildings located on corner lots should have similar architectural characteristics, including roof form and pitch, to the existing principal structure.*
- *DADUs or outbuildings with a second story shall enclose the stairs interior to the structure and properly fire rate them per the applicable life safety standards found in the code editions adopted by the Metropolitan Government of Nashville.*

Outbuildings: Roof

- *Roof slopes on simple, utilitarian buildings do not have to match the roof slopes of the main structure, but generally should maintain at least a 4/12 pitch.*
- *The DADU or outbuilding may have dormers that relate to the style and proportion of windows on the DADU and shall be subordinate to the roof slope by covering no more than fifty percent of the roof plane and should sit back from the exterior wall by 2'.*

Outbuildings: Windows and Doors

- *Publicly visible windows should be appropriate to the style of the house.*
- *Double-hung windows are generally twice as tall as they are wide and of the single-light sash variety.*
- *Publicly visible pedestrian doors must either be appropriate for the style of house to which the outbuilding relates or be flat with no panels.*
- *Metal overhead doors are acceptable on garages when they are simple and devoid of overly decorative elements typical on high-style wooden doors. Decorative raised panels on publicly visible garage doors are generally not appropriate.*
- *For street-facing facades, garages with more than one-bay should have multiple single doors rather than one large door to accommodate more than one bay.*

Outbuildings: Siding and Trim

- *Brick, weatherboard, and board-and-batten are typical siding materials.*
 - *Exterior siding may match the existing contributing building's original siding; otherwise, siding should be wood or smooth cement-fiberboard lap siding with a maximum exposure of five inches (5"), wood or smooth cement-fiberboard board-and-batten or masonry.*
 - *Four inch (4" nominal) corner-boards are required at the face of each exposed corner.*
 - *Stud wall lumber and embossed wood grain are prohibited.*
 - *Four inch (4" nominal) cornerboards and casings around doors, windows, and vents within clapboard walls is required. 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 clad buildings.*

2) Outbuildings should be situated on a lot as is historically typical for surrounding historic buildings.

Generally new garages should be placed close to the alley, at the rear of the lot, or in the original location of an historic accessory structure.

Lots without rear alleys may have garages located closer to the primary structure. The appropriate location is one that matches the neighborhood or can be documented by historic maps.

Generally, attached garages are not appropriate; however, instances where they may be are:

- *Where they are a typical feature of the neighborhood; or*
- *When the location of the attached garage is in the general location of an historic accessory building, the new garage is located in the basement level, and the vehicular access is on the rear elevation.*

Setbacks & Site Requirements.

· *To reflect the character of historic outbuildings, new outbuildings for duplexes should not exceed the requirements for outbuildings for the entire lot and should not be doubled. The most appropriate configurations would be two 1-bay buildings with or without parking pads for additional spaces or one 2-bay building.*

· *A DADU or outbuilding may only be located behind the principal structure in the established rear yard. The DADU or outbuilding is to be subordinate to the principal structure and therefore should be placed to the rear of the lot.*

· *There should be a minimum separation of 20' between the principal structure and the DADU or outbuilding.*

· *At least one side setback for a DADU or outbuilding on an interior lot, should generally be similar to the principle dwelling but no closer than 3' from each property line. The rear setback may be up to 3' from the rear property line. For corner lots, the DADU or outbuilding should match the context of homes on the street. If there is no context, the street setback should be a minimum of 10'.*

Driveway Access.

· *On lots with no alley access, the lot shall have no more than one curb-cut from any public street for driveway access to the principal structure as well as the detached accessory dwelling or outbuilding.*

· *On lots with alley access, any additional access shall be from the alley and no new curb cuts shall be provided from public streets.*

Parking accessed from any public street shall be limited to one driveway for the lot with a maximum width of twelve feet.

III. B. DEMOLITION

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 building at 1404 Linden Avenue is a one story Minimal Traditional house constructed circa 1955. It does not contribute to the historic character of the district.



1404 Linden Avenue, existing building

Analysis and Findings: The applicant proposes to demolish the existing building and construct a new two-story duplex. A pair of single-car garages will also be built at the rear of the lot.

Demolition: The existing building was built after the significant period development for the neighborhood, and the building does not share the architectural characteristics that make up the historic character of the district. The building is non-contributing to the overlay, and its demolition meets section III.B.2.b of the design guidelines.

Height & Scale: The new building will have two distinct eighteen foot (18') wide units which together give it a thirty-six foot (36') wide front, with the rear half of the building widening out two feet (2') on each side for a total width of forty feet (40'). The total depth of the building, including a six foot (6') deep projecting front porch, will be seventy-nine feet (79').

The proposed duplex infill would be two stories tall, although a portion of the front roof will be lowered to have the look of a one and one-half story form. The building will have a cross-gabled roof with the higher front-to-back ridge height at twenty-nine feet, seven inches (29'-7") above the floor level. The plans show four courses of exposed foundation and a ten inch (10") water table that puts the floor level approximately four feet (4') above grade at the front. The total height of thirty-three feet, seven inches (33'-7") indicated would be taller than the heights of buildings nearby, and while the plans show the lot as being flat in actuality the lot slopes down approximately two feet (2') left to right and twelve feet (12') down from back to front. As a result the exposed foundation at the front would likely end up several feet taller in construction, which would ultimately make the overall height of the building taller as well.

Comparing the scale of the proposed infill to the surrounding historic context on comparable lots, fifty feet (50') wide and one hundred, sixty-nine feet (169') deep:

Address	# of Stories	Height	Width	Depth
1400 Linden Avenue	2 Stories	33'	34'	52' Deep
1402 Linden Avenue	1.5 Stories	29'	39'	71' Deep
1404 Linden Avenue (Proposed)	2 Stories 1.5 Stories	33'-7"	36'-40'	79' Deep
1406 Linden Avenue	1.5 Stories	25'	36'	50' Deep
1500 Linden Avenue	1.5 Stories	26'	38'	58' Deep + 30' Added in 2011

Although the surrounding area includes buildings that are nearly as tall or as wide or as deep as the proposed infill, Staff finds that the combined effect of being taller, wider, and deeper than nearby buildings produces a building for which the scale is incompatibly large. In addition, it will be significantly taller than the historic buildings to either side.

Staff finds that the scale of the proposed infill does not meet sections II.B.1.a and II.B.1.b of the design guidelines.

Setback & Rhythm of Spacing: The thirty-six foot (36') at the front of the building is in keeping with the widths of surrounding historic buildings, and while it widens to forty feet (40') at the rear the building would still meet the five foot (5') minimum setbacks on both sides. Although the building meets the setback requirements of the bulk zoning regulations, Staff finds that the massing of a two story building that is wider and deeper than buildings nearby will dominate the open space between buildings and would disrupt the rhythm of the established streetscape.

Staff finds that the scale of the proposed infill does not meet section III.B.1.c of the design guidelines.

Materials:

	Proposed	Color/Texture/ Make/ Manufacturer	Approved Previously or Typical of Neighborhood	Requires Additional Review
Foundation	Concrete Block	Split Face	X	
Cladding	5" Cement-fiber lap siding	Smooth	X	
Secondary Cladding	Cement-fiber board & batten	Smooth face	X	
Trim	Cement-fiber	Smooth faced	X	
Roofing	Asphalt Shingles	Color unknown	X	X
Front Porch floor/steps	Not indicated	Unknown		X
Front Porch Posts	Not indicated	Unknown		X
Front Porch Railing	Wood		X	
Front Porch Roof	Asphalt Shingles	Color unknown	X	X
Rear Porch floor/steps	Not indicated	Unknown		X
Rear Porch Posts	Not indicated	Unknown		X
Rear Porch Railing	Not indicated	Unknown		X

Rear Porch Roof	n/a (recessed)			
Windows	Wood	SDL	X	X
Principle Entrance	Fiberglass with 1/3 light	Needs final approval		X
Side/rear doors	Wood/metal	Needs final approval		X
Driveway	Not indicated	Needs final approval		X
Walkway	Pair or front walkways	Needs final approval		X

The infill will have a split-faced concrete block foundation, cement-fiber siding, and an asphalt shingle roof. Other materials are not known or have details that need to be approved prior to construction to ensure that the project meets section II.B.1.d of the design guidelines.

Roof form: The roof will be cross-gabled with pitches of 8:12, 9:12, and 12:12 and includes a shed dormer on the front façade that will be set off the ridge by three feet (3') and four feet (4') from the leading edge of the building, which in this case includes a recessed porch. The roof form and pitches are commonly found on historic houses throughout the neighborhood. Staff finds that the roofs of the infill will meet section II.B.1.e of the design guidelines.

Orientation: The proposed structure is oriented toward Linden Avenue, with the recessed porch on the right unit and projecting stoop on the left unit, both addressing the street directly with walkways connecting them to the sidewalk. Staff finds this to be consistent with the historic context and that the proposed infill will meet section II.B.1.f of the design guidelines.

Proportion and Rhythm of Openings: Historic houses nearby typically have windows that are twice as tall as they are wide, with the first story windows larger than the upperstory windows. The windows on the proposed infill, with many small square windows and the upperstory windows larger than those of the first story, will not be compatible with the proportions of windows on historic houses. Staff finds the project's proportion and rhythm of openings will not meet section II.B.1.g of the design guidelines.

Appurtenances & Utilities: The infill will have two walkways leading from the sidewalk to the front porches, but there are no driveways or parking pads shown at the rear of the lot, despite there being two garages shown on the site plan. The location of the HVAC and other utilities was also not noted. Staff asks that the locations and materials of all paving shall be approved by Staff and that the HVAC would be located on the rear façade, or on a side façade beyond the midpoint of the house, to ensure that the project meets section II.B.1.h of the design guidelines.

Outbuildings: The plan proposes two single-bay detached garages at the rear of the lot. They will be accessed via the alley, and each have a footprint of two hundred and forty square feet (240 sq. ft.) for a total of four hundred and eighty square feet (480 sq. ft.). The buildings will have hipped roofs, with ridge heights of fourteen feet (14') and eave heights of ten feet (10').

The proposed materials would match those of the principal building, including cement-fiberboard siding with a reveal of five inches (5”) and asphalt shingle roof and a concrete slab foundation. The garage doors will be metal. Staff asks to approve the final selection of door prior to construction. The outbuildings will not be used as Detached Accessory Dwelling Units. Staff finds that the proposed outbuildings would meet section II.B.1.i of the design guidelines.

Recommendation: Staff recommends disapproval of the proposed infill, finding that the building would not be compatible with surrounding historic houses, and that the project does not meet the following sections of the *Belmont-Hillsboro Neighborhood Conservation Zoning Overlay: Handbook and Design Guidelines*:

- II.B.1.a (Height)
- II.B.1.b (Scale)
- II.B.1.c (Setbacks and Rhythm of Spacing)
- II.B.1.g (Proportions and Rhythm of Openings)

More information is needed to determine if the proposal would meet these sections of the design guidelines:

- II.B.1.d (Materials)
- II.B.1.h (Appurtenances)

If the application is disapproved, a demolition permit for the non-contributing building could be issued administratively but the applicant would need to re-submit with a new proposal for infill to be reviewed by the Commission. Although the outbuildings meet the design guidelines, Staff recommends that they are not approved prior to the approval of a principal building.



1500 Linden Ave, 1406 Linden Ave, 1404 Linden Ave.



1404 Linden Ave, 1402 Linden Ave, 1400 Linden Ave



1405 Linden is two and one-half stories tall, but is on a fifty-nine foot (59') wide corner lot.