

MEGAN BARRY  
MAYOR



**METROPOLITAN GOVERNMENT OF NASHVILLE AND DAVIDSON COUNTY**

Metropolitan Historic Zoning Commission  
Sunnyside in Sevier Park  
3000 Granny White Pike  
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**STAFF RECOMMENDATION**

**1514 Clayton Avenue**

**February 21, 2018**

**Application:** New construction- infill; Demolition

**District:** Belmont-Hillsboro Neighborhood Conservation Zoning Overlay

**Council District:** 18

**Map and Parcel Number:** 11708015600

**Applicant:** William Smallman

**Project Lead:** Melissa Sajid, [melissa.sajid@nashville.gov](mailto:melissa.sajid@nashville.gov)

**Description of Project:** Application is to demolish a non-contributing house and to construct two-story infill.

**Recommendation Summary:** Staff recommends approval of the demolition of the existing house, finding that its demolition meets Section V.2 for appropriate demolition and does not meet section V.1 for inappropriate demolition.

Staff recommends disapproval of the new construction, finding that the proposed infill does not meet Sections II.B.1.a. (Height), II.B.1.b. (Scale), II.B.1.f. (Orientation), II.B.1.e. (Roof Form), and II.B.1.g. (Proportion and Rhythm of Openings) of the Belmont-Hillsboro Neighborhood Conservation Zoning Overlay design guidelines.

**Attachments**

**A:** Photographs

**B:** Site Plan

**D:** Elevations

**Vicinity Map:**



**Aerial Map:**



## **Applicable Design Guidelines:**

### **II. B. GUIDELINES**

#### **B. GUIDELINES**

##### **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. 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. 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.*

### **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.

### **j. Public Spaces**

*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.*

*Generally, mailboxes should be attached to the front wall of the house or a porch post. In most cases, street-side mailboxes are inappropriate.*

## **V. 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 house at 1514 Clayton Avenue is a 1950s house that does not contribute to the historic context of the Belmont - Hillsboro Neighborhood Conservation Zoning Overlay (Figure 1). At fifty feet (50') wide, the subject property is the narrowest lot on Clayton Avenue between Belmont Boulevard and Granny White Pike/12<sup>th</sup> Avenue South.

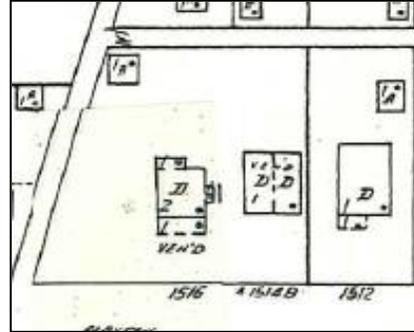
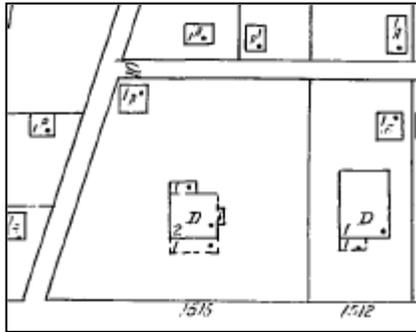


Figure 1: 1514 Clayton Avenue

**Analysis and Findings:** Application is to demolish a non-contributing house and to construct two-story infill.

**Demolition:** The house at 1514 Clayton Avenue was constructed between 1951 and 1957, as it does not appear on the 1951 Sanborn map but does on the 1957 Sanborn Map (Figures 2 & 3). This is outside the period of historic significance for the Belmont-Hillsboro neighborhood. In addition, the house lacks details common in historic Belmont-Hillsboro houses, like eave overhangs and porches. Staff finds that existing

house does not contribute to the historic character of the Belmont-Hillsboro Neighborhood Conservation Zoning Overlay. Staff therefore finds that its demolition meets Section V.2 for appropriate demolition and does not meet section V.1 for inappropriate demolition.



Figures 2 (left) is the 1951 Sanborn Map, and Figure 3 (right) is the 1957 Sanborn Map. 1514 Clayton Avenue appears on the 1957 map but not on the 1951 map.

**Height & Scale:** The proposed infill has a two-story form, and staff finds that a two-story form does not meet the immediate historic context. While there are two-story houses on nearby streets, the block of Clayton Avenue between Belmont Boulevard and Granny White Pike/12<sup>th</sup> Avenue South, where this site is located, has a strong historic context of predominately one and one-and-a-half stories historic homes.

The proposed height is approximately twenty-eight feet (28') tall from grade. The height of historic homes on this block of Clayton Avenue range from nineteen feet (19') to twenty-eight feet (28') in height. While staff finds that the overall ridge height could meet the historic context, the two-story massing with a twenty foot, three inch (20'3") tall eave height does not meet the historic context and the design guidelines.

The width of the house is approximately thirty-four feet (34') in the front, with a maximum width of thirty-seven feet, eight inches (37'8"). While this width might be appropriate for a one-and-a-half story house, staff finds it is not appropriate for a two-story structure. Most lots on this block of Clayton Avenue are sixty feet (60') wide, and there are five (5) lots that are fifty-four foot (54') wide that are located across the street, mid-block. The width of houses on the fifty-four foot (54') wide lots range from thirty-six feet (36') to forty-two feet (42'). While staff finds that the proposed building width could meet the historic context, the two-story form does not meet the historic context and the design guidelines.

The depth of the infill is sixty-two feet, four inches (62'-4"), which include a seven foot (7') deep covered front porch and a ten feet, eight inch (10'-8") covered rear deck. The depth of historic homes including approved additions on similar lots range from approximately forty-five feet (45') to seventy-two feet (72') in depth. Staff finds that the proposed depth could meet the historic context; however, the two-story form does not meet the historic context.

Staff notes that while the height, width, and depth could be appropriate for the historic context, the two-story form is inappropriate given the immediate historic context and is the primary reason for the recommendation for disapproval. For this reason, staff finds that the project does not meet Sections II.B.1.a. and b for height and scale.

Setback & Rhythm of Spacing: The proposed infill meets all base zoning setbacks. It will be approximately six feet, two inches (6'-2") from the side property lines and approximately forty-seven (47') from the rear property line. At approximately thirty feet, eight inches (30'-8"), the front setback will be similar to the front setbacks of the two adjacent historic houses.

The project meets section II.B.1.c.

Materials:

	<b>Proposed</b>	<b>Color/Texture/ Make/Manufacturer</b>	<b>Approved Previously or Typical of Neighborhood</b>	<b>Requires Additional Review</b>
<b>Foundation</b>	Not indicated	Unknown	Unknown	Yes
<b>Cladding</b>	3 to 5" cement fiberboard lap siding	Smooth	Yes	No
<b>Secondary Cladding</b>	Brick	Unknown	Yes	Yes
<b>Roofing</b>	Architectural Asphalt Shingles	Unknown	Yes	Yes
<b>Trim</b>	Cement Fiberboard	Smooth faced	Yes	No
<b>Front Porch floor/steps</b>	Not indicated	Unknown	Unknown	Yes
<b>Front Porch Posts &amp; Wall</b>	Brick	Unknown	Yes	Yes
<b>Rear Porch floor/steps</b>	Not indicated	Unknown	Unknown	No
<b>Rear Porch Posts</b>	Not indicated	Unknown	Unknown	No
<b>Windows</b>	Not indicated	Unknown	Unknown	Yes
<b>Principle Entrance</b>	Full light	Unknown	Unknown	Yes

In order for the materials to meet Section II.B.1.d. of the design guidelines, staff would need to approve a brick sample, the foundation material, the roof color, all windows and doors, the porch floor/steps, and the rear porch posts.

Roof form: The infill's primary roof form is a hip with a 4/12 pitch. The design guidelines state that an infill's roof slope should match those roof slopes of the immediate context and should be between 6/12 and 12/12. While the design guidelines also state that two-story homes should generally have a hipped roof, staff finds that a two-story form is inappropriate for the immediate historic context at this location. Therefore, staff finds that the low-sloped 4/12 pitch for the hipped roof does not match the historic roof forms of the immediate context and therefore does not meet the design guidelines. The project does not meet section II.B.1.e.

Orientation: The new infill is oriented to Clayton Avenue, which is appropriate. There is one primary entry behind a seven foot (7') deep, partial width front porch. A front walkway connecting the infill to the street is not indicated on the site plan, and staff recommends that a walkway be included. The applicant proposes to modify an existing front yard parking pad for vehicular access. Historic homes on this block face of Clayton Avenue are either accessed via the improved rear alley or driveways that extend to the middle of the house or beyond. While there are some existing front yard parking pads, these appear to be in addition to a driveway or alley access. In the past, the Commission has not allowed front-yard parking as it does not match the historic context. Staff finds that the proposed front yard parking pad is inappropriate since there is an improved alley available to the site and recommends that the site either be accessed via the improved alley or a driveway that extends to the rear of the infill. There are no outbuildings proposed under this application.

The project does not meet Section II.B.1.f.

Proportion and Rhythm of Openings: The infill's fenestration pattern does not meet the historic context. A number of windows on the proposed infill are not twice as tall as they are wide; and, therefore, do not meet the historic proportion of windows. On the right elevation, the low window on the first floor, at about the midpoint, is not appropriate. Its location, so low on the wall, is not appropriate as it does not meet historic conditions for rhythm of openings. In addition, a four to six inch (4"-6") mullion is required in between the two windows towards the rear. See Figure 4 for illustration.

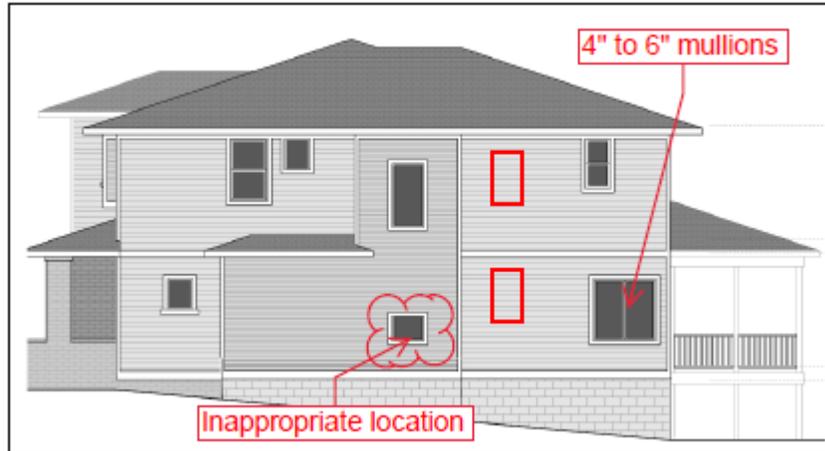


Figure 4 shows the fenestration issues on the right side façade

On the left elevation, there should be a window opening on the brick portion, first level, near the front of the house. In addition, the picture windows towards the back of the house are not twice as tall as they are wide, and therefore do not meet the historic proportion of window openings. See Figure 5 for illustration.

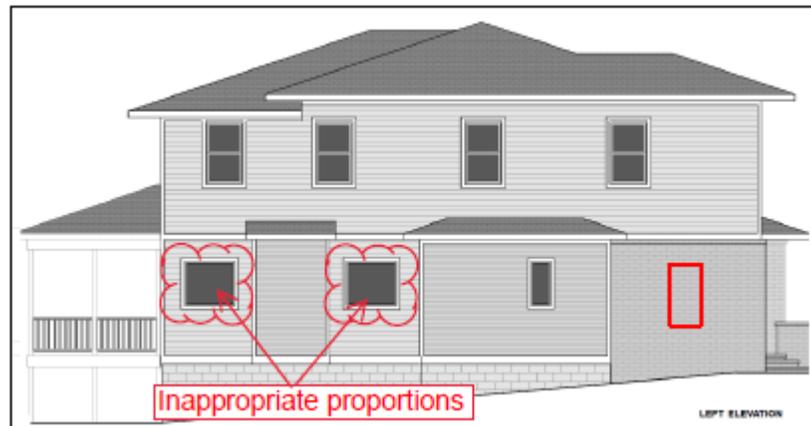


Figure 5 shows the fenestration issues on the left façade.

Staff finds the project’s proportion and rhythm of openings do not meet Section II.B.1.g.

**Infill Appurtenances & Utilities:** No changes to the site’s appurtenances were indicated on the drawings. The location of the HVAC and other utilities was also not noted. An appropriate location for the HVAC is on the rear façade, or on a side façade beyond the midpoint of the house.

**Recommendation:** Staff recommends approval of the demolition of the existing house, finding that its demolition meets Section V.2 for appropriate demolition and does not meet section V.1 for inappropriate demolition.

Staff recommends disapproval of the project, finding that the proposed infill does not meet Sections II.B.1.a. (Height), II.B.1.b. (Scale), II.B.1.f. (Orientation), II.B.1.e. (Roof

Form), and II.B.1.g. (Proportion and Rhythm of Openings) of the Belmont-Hillsboro Neighborhood Conservation Zoning Overlay design guidelines.

*The Commission does not have the authority to approve the use. This recommendation is for the design of the building based on the proposed use.*

#### Context Photos



From left to right: 1516 Clayton Avenue (contributing), 1514 Clayton Avenue (subject property; non-contributing), and 1512 Clayton Avenue (contributing)



1513 Clayton Avenue – contributing (located directly across the street)



1407 Clayton Avenue – contributing (54' wide lot located mid-block on the other side of the street)



1405 Clayton Avenue – contributing (54' wide lot located mid-block on the other side of the street)





**1514 CLAYTON AVENUE**  
 NASHVILLE, TN • SCALE: 1/4"=1'



**1514 CLAYTON AVENUE**  
NASHVILLE, TN • SCALE: 1/4"=1'



LOCATION OF STAIRS  
FROM DECK TBD

REAR ELEVATION

**1514 CLAYTON AVENUE**  
NASHVILLE, TN • SCALE: 1/4"=1'



**RIGHT ELEVATION**

**1514 CLAYTON AVENUE**  
NASHVILLE, TN • SCALE: 1/4"=1'