

DAVID BRILEY
MAYOR



METROPOLITAN GOVERNMENT OF NASHVILLE AND DAVIDSON COUNTY

Metropolitan Historic Zoning Commission
Sunnyside in Sevier Park
3000 Granny White Pike
Nashville, Tennessee 37204
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STAFF RECOMMENDATION
2108 11th Avenue South
November 19, 2018

Application: New Construction – Addition
District: Waverly-Belmont Neighborhood Conservation Zoning Overlay
Council District: 07
Map and Parcel Number: 10513017000
Applicant: Mitch Hodge
Project Lead: Melissa Baldock, melissa.baldock@nashville.gov

Description of Project: Application is to construct a rear addition. The addition has a footprint that is over three times the size of the historic house’s footprint. The rear addition will add a second residential unit to the lot, which is allowed under the base zoning.

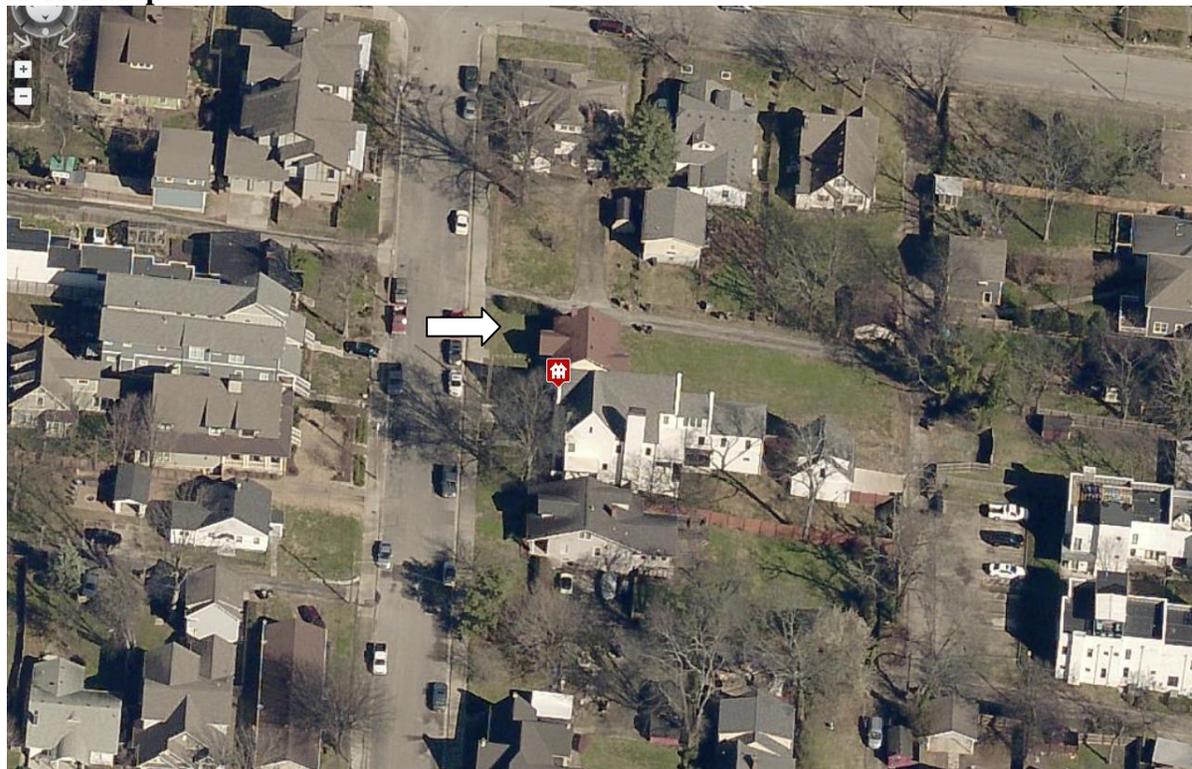
Recommendation Summary: Staff recommends disapproval of the addition, finding that its scale and roof form do not meet Sections III.B. and IV.B. of the design guidelines.

Attachments
A: Photographs
B: Site Plan
C: 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. Generally, a building should not exceed one and one-half stories.

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. *17.40.410*).

Appropriate setbacks will be determined based on:

- The existing setback of the contributing primary buildings and accessory structures found in the immediate vicinity;
- Setbacks of like structures historically found on the site as determined by historic maps, site plans or photographs;
- Shape of lot;
- Alley access or lack thereof;
- Proximity of adjoining structures; and
- Property lines.

Appropriate height limitations will be based on:

- Heights of historic buildings in the immediate vicinity
- Existing or planned slope and grade

3. In most cases, an infill duplex for property that is zoned for duplexes 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 depth 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

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.
 - 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.
 - 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.
 - Generally front doors should be 1/2 to full-light. Faux leaded glass is inappropriate.
2. 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 are between 6/12 and 12/12. Roof pitches for porch roofs are typically less steep, approximately in the 3-4/12 range.
2. Small roof dormers are typical throughout the district. 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. 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.
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. 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. Front yard parking or driveways which end at the front of the house are not consistent with the character of the historic neighborhoods.
5. For multi-unit developments, interior dwellings should be subordinate to those that front the street. Subordinate generally means the width and height of the buildings are less than the primary building(s) that faces the street. For multi-unit developments, direct pedestrian connections should be made between the street and any interior units. The entrances to those pedestrian connections generally should be wider than the typical spacing between buildings along the street.

G. Proportion and Rhythm of Openings

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.

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

IV. Additions

A. Location

1. Generally, an addition should be situated at the rear of a building in such a way that it will not disturb either front or side facades. Additions should be physically distinguished from the historic building and generally fit within the shadow line of the existing building.
 - a. Connections to additions should, as much as possible, use existing window and door openings rather than remove significant amounts of rear wall material.
 - b. Generally rear additions should inset one foot, for each story, from the side wall.
2. When a lot width exceeds 60 feet or the standard lot width on the block, it may be appropriate to add a side addition to a historic structure.
 - a. The addition should sit back from the face of the historic structure (at or beyond the midpoint of the building) and should be subservient in height, width and massing to the historic structure.
 - b. Side additions should be narrower than half of the historic building width and exhibit a height of at least 2' shorter than the historic building.
 - c. To deemphasize a side addition, the roofing form should generally be a hip or side-gable roof form.

B. Massing

1. In order to assure that an addition has achieved proper scale, the addition should generally be shorter and thinner than the existing building. Exceptions may be made when unusual constraints make these parameters unreasonable, such as an extreme grade change or an atypical lot parcel shape or size. In these cases, an addition may rise above or extend wider than the existing building; however, generally the addition should not be higher and extend wider.
 - a. *When an addition needs to be taller:*
Whenever possible, additions should not be taller than the historic building; however, when a taller addition is the only option, additions to single story structures may rise as high as 4' above ridge of the existing building at a distance of 40' from the front edge of the existing building. In this instance, the side walls and roof of the addition must set in as is typical for all additions. The portion of the roof that can be seen should have a hipped, side gable or clipped gable roof to help decrease the visual mass of the addition.
 - b. *When an addition needs to be wider:*
Rear additions that are wider than an existing historic building may be appropriate when the building is narrower than 30' or shifted to one side of the lot. In these instances, a structural alcove or channel must separate the existing building from the new addition. The structural alcove should sit in a minimum of 1' and be at least twice as long as it is deep.
A rear addition that is wider should not wrap the rear corner. It should only extend from the addition itself and not the historic building.
2. No matter its use, an addition should not be larger than the existing house, not including non-historic additions, in order to achieve compatibility in scale. This will allow for the retention of small and medium size homes in the neighborhood. The diversity of housing type and size is a character defining feature of the historic districts.
3. Additions which are essentially a house-behind-a-house with a long narrow connector are not appropriate, as the form does not exist historically. Short or minimal connections that do not require the removal of the entire back wall of a historic building are preferred.

4. When an addition ties into the existing roof, it should be at least 6" below the existing ridge.
5. Ridge raises are most appropriate for one-story; side-gable buildings, (without clipped gables) and that require more finished height in the attic. The purpose of a ridge raise is to allow for conditioned space in the attic and to discourage large rear or side additions. The raised portion must sit in a minimum of 2' from each side wall and can be raised no more than 2' of total vertical height within the same plane as the front roof slope.
6. Foundation walls should set in from the existing foundation at the back edge of the existing structure by one foot for each story or half story. Exception: When an addition is a small one-room deep (12' deep or less) addition that spans the width of the structure, and the existing structure is masonry with the addition to be wood (or appropriate substitute siding). The change in material from masonry to wood allows for a minimum of a four inch (4") inset. Foundation height should match or be lower than the existing structure.
7. The height of the addition's roof and eaves must be less than or equal to the existing structure.
8. Visually evident roof slopes should match the roof slopes of the existing structure, and roof planes should set in accordingly for rear additions.

C. Roof Additions: Dormers, Skylights & Solar Panels

1. Dormer additions are appropriate for some historic buildings as they are a traditional way of adding ventilation and light to upper stories. The addition of a dormer that would require the removal of historic features such as an existing dormer, chimneys, cupolas or decorative feature is not appropriate.
 - a. Rear dormers should be inset from the side walls of the building by a minimum of 2'. The top of a rear dormer may attach just below the ridge of the main roof or lower.
 - b. Side dormers should be compatible with the scale and design of the building. Generally, this can be accomplished with the following:
 - New dormers should be similar in design and scale to an existing dormer on the building.
 - If there are no existing dormers, new dormers should be similar in design and scale to an existing dormer on another historic building that is similar in style and massing.
 - The number of dormers and their location and size should be appropriate to the style and design of the building. Sometimes the width of roof dormers relate to the openings below. The symmetry or lack of symmetry within a building design should be used as a guide when placing dormers.
 - Dormers should not be added to secondary roof planes.
 - Eave depth on a dormer should not exceed the eave depth on the main roof.
 - The roof form of the dormer should match the roof form of the building or be appropriate for the style.
 - The roof pitch of the dormer should generally match the roof pitch of the building.
 - The ridge of a side dormer should be at least 2' below the ridge of the existing building; the cheeks should be inset at least 2' from the wall below or adjacent valley; and the front wall of the gable should setback a minimum of 2' from the wall below. (These minimum insets will likely be greater than 2' when following the guidelines for appropriate scale.)
 - Dormers should generally be fully glazed and aprons below the window should be minimal.
 - The exterior material cladding of side dormers should match the primary or secondary material of the main building.
2. Skylights should not be located on the front-facing slope of the roof. Skylights should be flat (no bubble lenses) with a low profile (no more than six inches tall) and only be installed behind the midpoint of the building).
3. Solar panels should be located at the rear of the building, unless this location does not provide enough sunlight. Solar panels should generally not be located towards the front of a historic building unless this is the only workable location.

- D. The creation of an addition through enclosure of a front porch is not appropriate. The creation of an addition through the enclosure of a side porch may be appropriate if the addition is constructed in such a way that original form and openings on the porch remain visible and undisturbed.
- E. Contemporary designs for additions to existing properties are not discouraged when such additions do not destroy significant historical, architectural, or cultural material; and when such design is compatible, by not contrasting greatly, with the size, scale, color, material, and character of the property, neighborhood, or environment.
- F. A new addition should be constructed in such a manner that if the addition were to be removed in the future, the essential form and integrity of the original structure would be unimpaired. Connections should, as much as possible, use existing window and door openings rather than remove significant amounts of rear wall material.
- G. Additions should follow the guidelines for new construction.

Background: 2108 11th Avenue South was constructed c. 1928 and contributes to the historic character of the Waverly-Belmont Neighborhood Conservation Zoning Overlay (Figure 1). The porch columns and historic wood siding have been replaced over the years, but the house’s form is still clearly that of a late 1920s frame house (Figure 2). The house is fairly small, at about nine hundred and forty-four square feet (944 sq.ft.) in footprint. By comparison, the lot is over eleven thousand square feet (11,000 sq. ft.). The lot slopes significantly from the front to the back, allowing for a basement garage (Figure 3). The lot is zoned for two residential units.



Figure 1. 2108 11th Avenue South current photo



Figure 2. Property Assessor photo of 2108 11th Ave S, c. 1968



Figure 3. Photo of the rear of the 2108 11th Avenue South, which shows how the lot slope drops to the rear.

Analysis and Findings: Application is to construct a rear addition. The addition has a footprint that is over three times the size of the historic house's footprint. The rear addition will add a second residential unit to the lot, which is allowed under the base zoning.

Height & Scale: The existing house is one story. The addition's eave and ridge heights will be no taller than those of the historic house, which is appropriate. Because of the slope of the lot, the addition gains a basement level that can be used for living space.

The proposed addition is inset appropriately. On the left/east façade, the addition is inset two feet (2') from the back corner, and after a depth of eight feet (8'), the addition will step back out to line up with the wall of the house. Staff finds this to be appropriate. On the right/west façade, the addition is also inset two feet (2'); after a depth of three feet (3'), the addition steps back out to be ten feet (10') wider than the historic house. The design guidelines state that structural alcoves should be twice as deep as they are wide, and therefore staff recommends any addition to this house go back a minimum of four feet (4') after the two foot (2') inset before stepping back out. If the alcove is at least four feet (4') deep, staff finds that the wider portion of the addition is appropriate, as the lot is sixty-two feet (62') wide and the house is just thirty feet (30') wide. Also, the wider portion of the addition is no taller than the historic house.

Although staff finds that the proposed height and width of the addition are appropriate, the depth, footprint, and overall scale are not appropriate. The design guidelines state:

No matter its use, an addition should not be larger than the existing house, not including non-historic additions, in order to achieve compatibility in scale. This will allow for the retention of small and medium size homes in the neighborhood. The diversity of housing type and size is a character defining feature of the historic districts.

MHZA has interpreted this section of the design guidelines to mean that the addition should not more than double the footprint of the house. In other words, the footprint of the addition should not be larger than the footprint of the historic house. In this case, the proposed footprint is more than three times that of the historic house and would quadruple the footprint of the existing house. The historic house has a footprint of nine hundred and forty-four square feet (944 sq.ft.), including the front porch. The proposed addition will have a footprint of approximately two-thousand and eight hundred square feet (2,800 sq. ft.), including the rear porch. In total, the addition would increase the size of the house from nine hundred and forty-four square feet (944 sq. ft.) to approximately three thousand, seven hundred and forty-four square feet (3,744 sq. ft.). See Figures 4 & 5.



Figure 4 shows the footprint of the historic house in green and the footprint of the addition in yellow.



Figure 5 shows the relative size of the historic house in green to the addition in yellow.

Staff finds that the size of the addition overwhelms the historic house. There are taller houses nearby, but they are largely new construction built before the creation of the conservation zoning overlay. For additions, MHZC is tasked with comparing the size of the addition to the historic house, not with comparing the size of the addition to the neighboring context. In this case, the addition's footprint, depth, and scale are just too large when compared to the historic house.

Staff advised the applicant that because of the small size of the house and the large size of the lot, the Commission might find that slightly more than doubling the existing footprint would be appropriate but advised against quadrupling the footprint. Another option could be an appropriately scaled addition with a detached accessory dwelling unit.

Staff finds that the proposed addition's height and scale do not meet Sections III.A and B. and IV. of the design guidelines.

Location & Removability: The addition is located at the rear of the house and is inset appropriately. The roof of the addition ties into the roof of the house at a point approximately four feet (4') lower than the ridge of the height. Because of this, the addition is designed so that if it were to be removed in the future, the historic house's

form, materials, and architectural integrity would remain intact. Staff therefore finds that the location and removability meet Sections IV.A and IV.F. of the design guidelines

Design: Although the addition’s roof form, orientation, materials, fenestration pattern, setbacks, and height are all in keeping with the design guidelines, the addition’s scale is not. The addition’s size which is three times the size of the historic house is not appropriate, and therefore the design of the addition does not meet Section IV.B.2. of the design guidelines.

Setback & Rhythm of Spacing: The proposed addition will meet all base zoning setbacks. It will be a minimum of five feet (5’) from the side property lines, and the garage doors will be a minimum of ten feet (10’) from the alley. The addition will be more than fifty feet (50’) from the rear property line. The part of the addition that will extend wider than the historic house will affect the historic rhythm of spacing of houses on the street. Staff finds that the project’s setback and rhythm of spacing meet Sections III.C. and IV. of the design guidelines.

Materials:

	Proposed	Color/Texture/Make/Manufacturer	Approved Previously or Typical of Neighborhood	Requires Additional Review
Foundation	Brick	Unknown	Yes	Yes
Cladding	5” cement fiberboard lap siding	Smooth	Yes	No
Secondary Cladding	Board-and-batten	Smooth face	Yes	No
Roofing	Architectural Shingles	Unknown	Yes	Yes
Trim	Cement Fiberboard	Smooth faced	Yes	NO
Rear Porch floor/steps	Not indicated	Needs final approval	Unknown	
Rear Porch Posts	Wood	Typical	Yes	No
Rear Porch Roof	Prefinished Metal Roof	Unknown	Yes	Yes
Windows	Not indicated	Needs final approval	Unknown	Yes
Side/rear doors	Not indicated	Needs final approval	Unknown	Yes
Garage Doors	Not indicated	Needs final approval	Unknown	Yes

With staff's approval of a brick sample, the color and texture of the roof materials, and all windows and doors, staff finds that the known materials meet Sections III.D. and IV. of the design guidelines.

Roof form: The propose roof form for the addition is a series of gables with a 6/12 pitch. This is similar to the house's roof form and pitch. However, staff finds that the multiple roof forms tied together to create a long addition are not compatible with the simple side gable of the historic house (Figure 6). The size of the addition results in a roof form that is not compatible with the historic house's roof form because it is too large and too complicated by comparison.

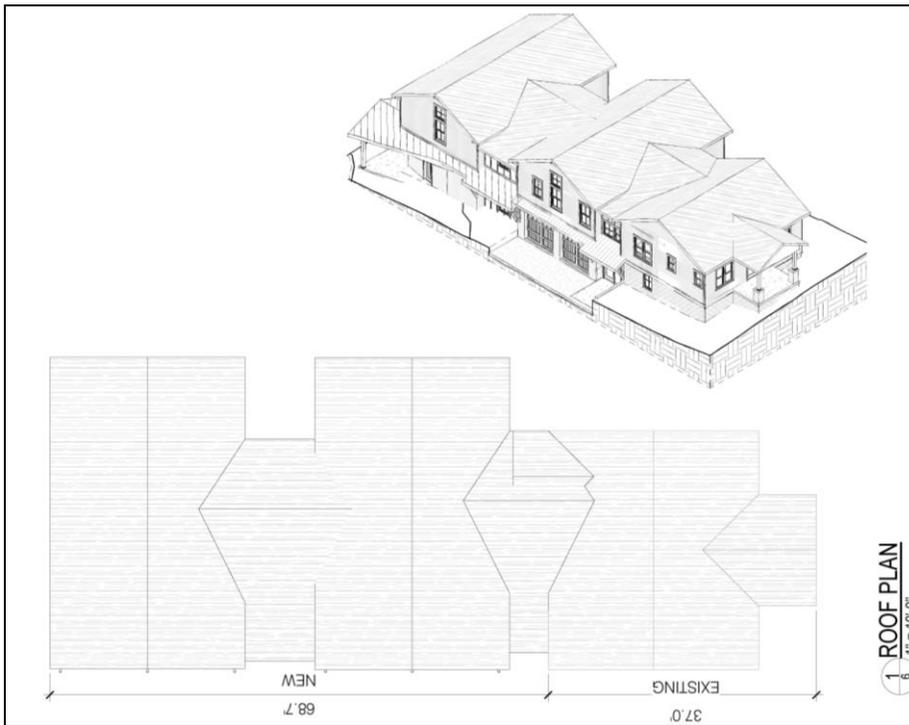


Figure 6 shows the relative size and scale of the existing roof form with the size and scale of the proposed addition's roof.

Staff finds that the proposed roof form does not meet Sections III.E. and IV. of the design guidelines.

Orientation: The proposed addition will create a duplex out of the existing structure. From the street, the house will appear to be oriented towards 11th Avenue South, as is appropriate. However, secondary entrances on the side and rear facades will provide access to the rear residential unit. Staff finds these entrances to be appropriate because they read as secondary entrances and the house's primary orientation towards 11th Avenue South is preserved.

Vehicular access to the site will be via the side alley. The addition will contain an attached garage at the basement level, which meet the design guidelines.

Staff finds that the addition's orientation meets Sections III.F. and IV. of the design guidelines.

Proportion and Rhythm of Openings: No changes to the window and door openings on the existing house were indicated on the plans. 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 no large expanses of wall space without a window or door opening. Staff finds the project's proportion and rhythm of openings to meet Sections III.G. and IV. of the design guidelines.

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. Staff recommends that the HVAC units be located on the rear façade, or on a side façade beyond the midpoint of the house.

Outbuildings: No outbuilding is proposed under this application. As mentioned under "Orientation," there will be a basement level garage on the left elevation, accessed via the side alley. This meets the design guidelines.

Recommendation: Staff recommends disapproval of the addition, finding that its scale and roof form do not meet Sections III.B. and IV.B. of the design guidelines.

Additional Photos:



Side alley and rear yard of 2108 11th Avenue South



Left side façade of 2108 11th Avenue South



Right side façade of 2108 11th Avenue South



Front façade of 2110 11th Avenue South, to the right of 2108 11th Avenue South



Side of 2110 11th Avenue South, to the right of 2108 11th Avenue South



House directly across the street from 2108 11th Avenue South



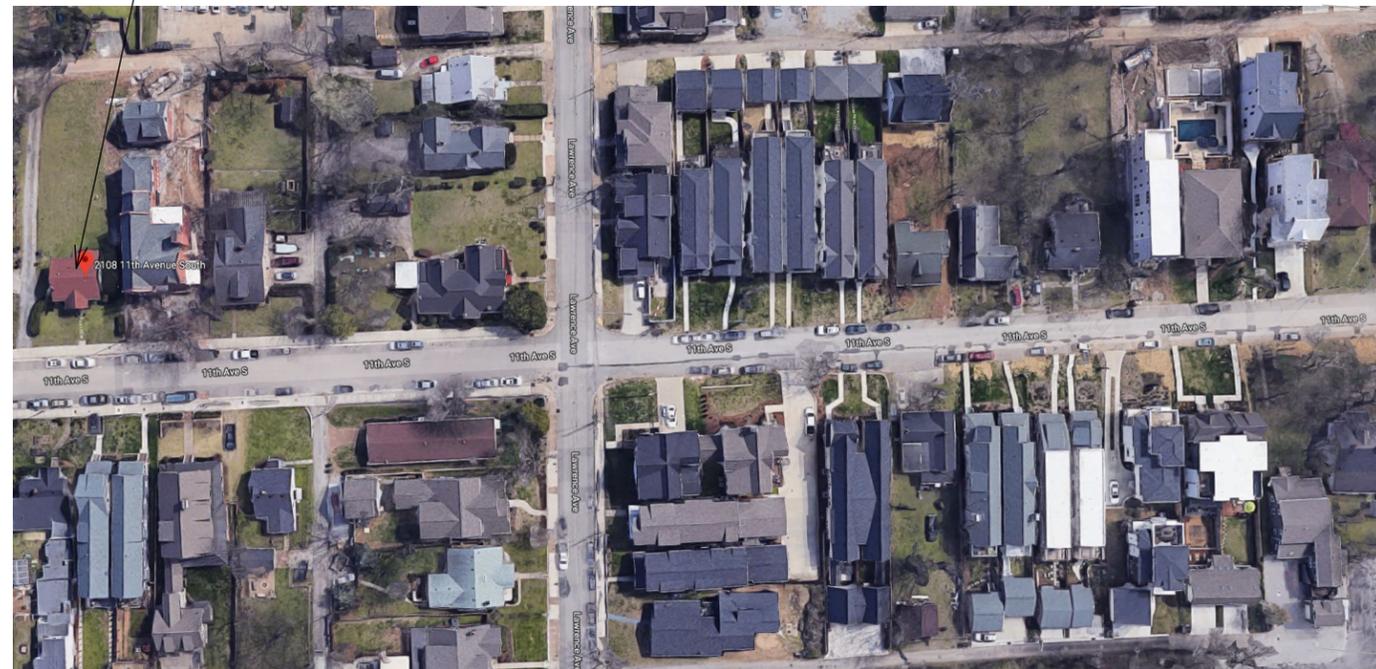
Houses across the street and to the right of 2108 11th Avenue South



Houses across the street and to the left of 2108 11th Avenue South.



2108 11TH AVE SOUTH



1 2108 11TH AVE SOUTH

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SITE PLAN

1

PROJECT 1833
DATE 11.02.18



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FLOOR PLANS

2

PROJECT 1833
DATE 11.02.18

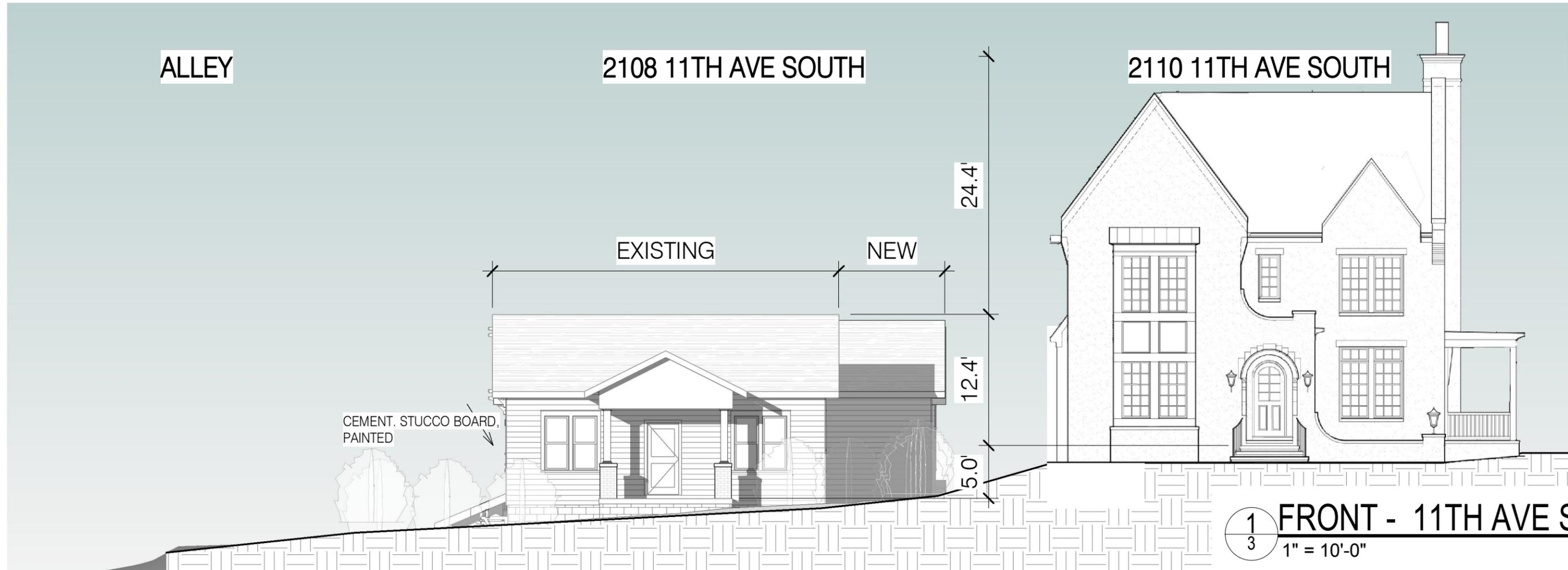


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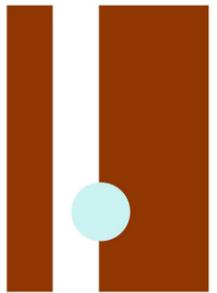
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ELEVATIONS

3

PROJECT 1833
DATE 11.02.18



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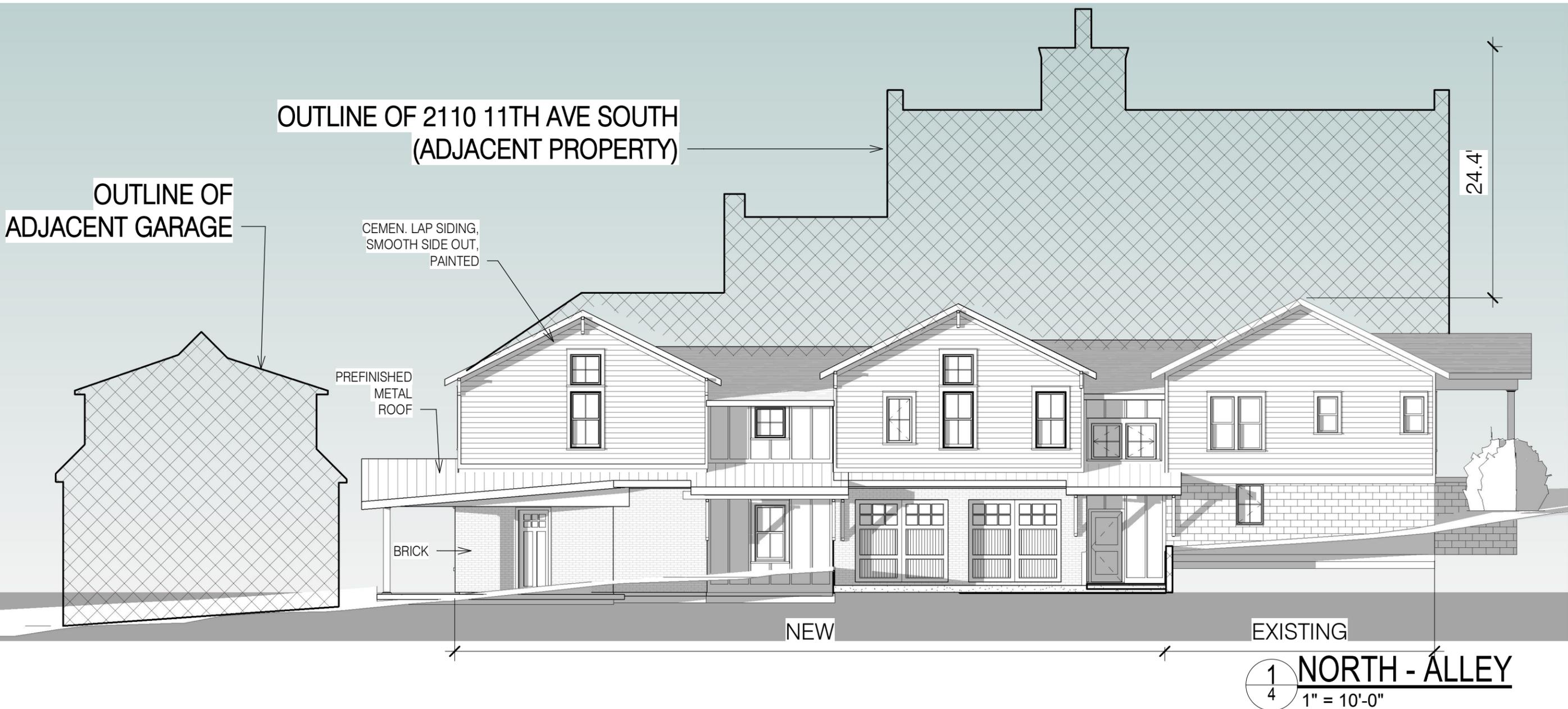
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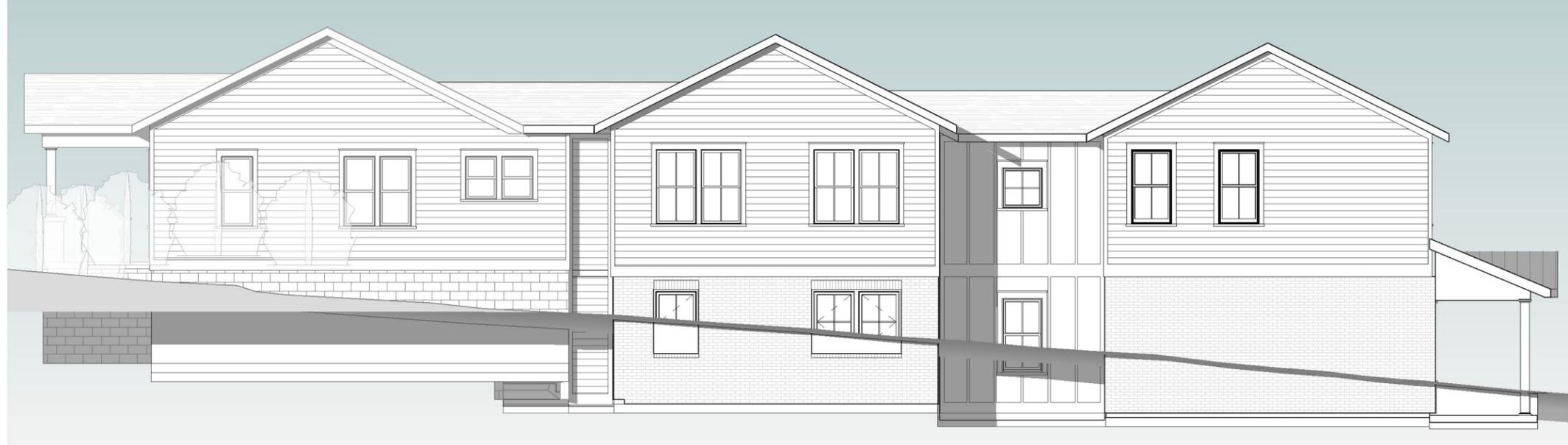
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ELEVATIONS

4

PROJECT 1833
DATE 11.02.18





2 SOUTH
 1" = 10'-0"



1 EAST (ALLEY)
 1" = 10'-0"



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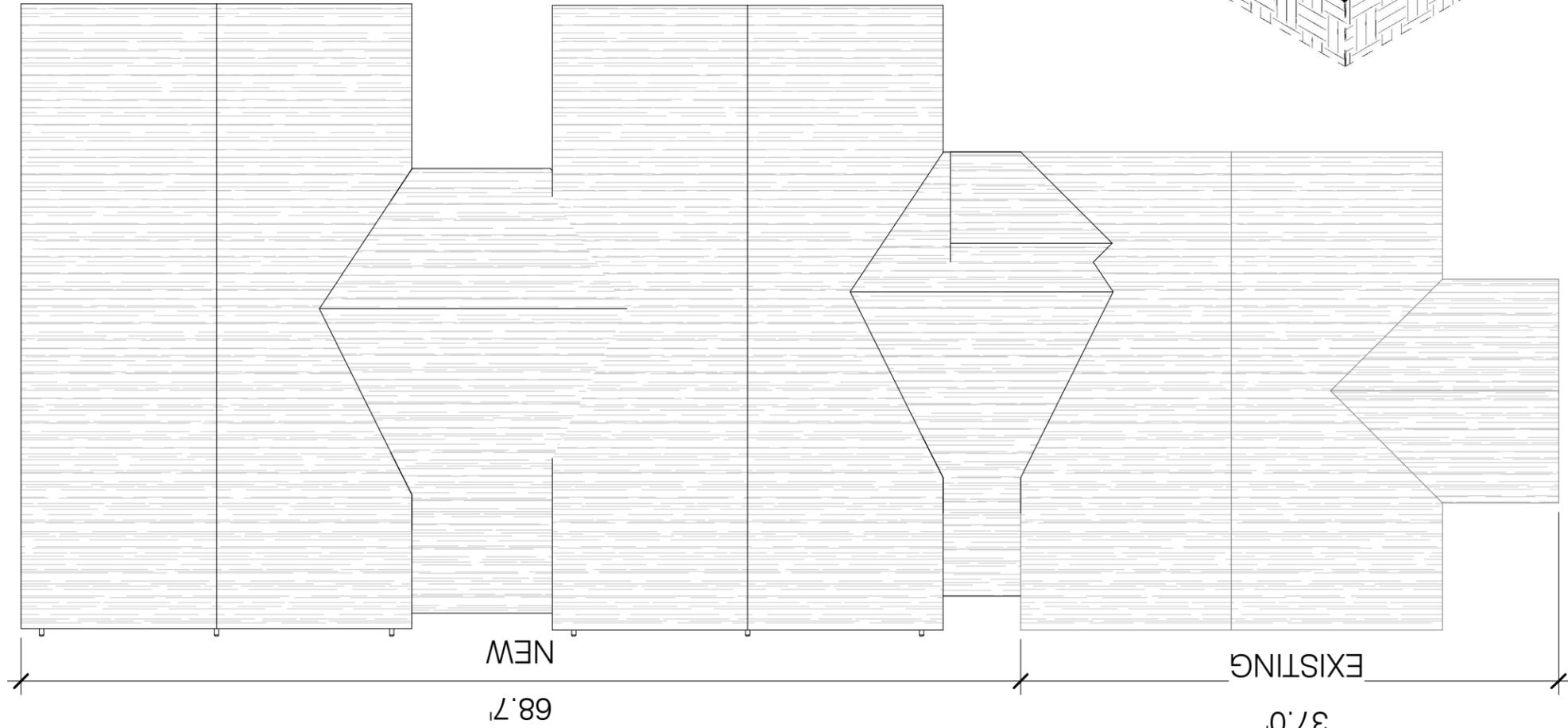
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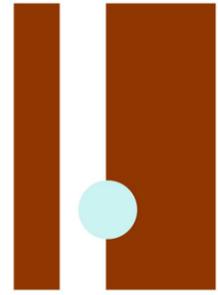
ELEVATIONS

5

PROJECT 1833
 DATE 11.02.18



1
6 ROOF PLAN
1" = 10'-0"



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A NEW HOME AT
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ROOF PLAN

6

PROJECT 1833
DATE 11.02.18