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
Telephone: (615) 862-7970
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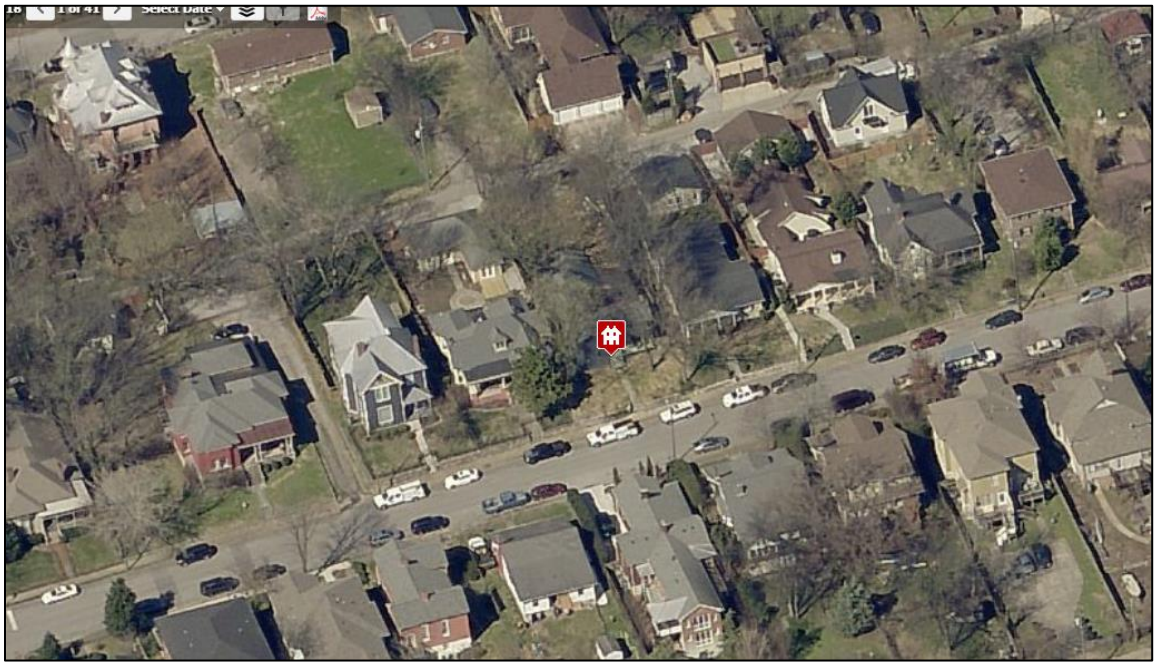
STAFF RECOMMENDATION
925 Fatherland Street
December 19, 2018

Application: New Construction—Outbuilding, Detached Accessory Dwelling Unit (DADU)
District: Edgefield Historic Preservation Zoning Overlay
Council District: 06
Map and Parcel Number: 08216017600
Applicant: Craig Kennedy, Bootstrap Architecture
Project Lead: Paul Hoffman, paul.hoffman@nashville.gov

Description of Project: The applicant proposes an outbuilding to be used as a detached accessory dwelling unit (DADU) at the rear of the lot. **Recommendation Summary**: Staff recommends disapproval of the DADU, finding that it does not meet Section III.B.H.1 of the Edgefield Historic Preservation Zoning Overlay design guidelines for massing or roof form, or Section 17.16.030.G.7 for massing and Section 17.16.030.G.8 for design standards of the DADU Ordinance.	**Attachments** **A:** Photographs **B:** Site Plan **C:** Elevations

Vicinity Map:

Aerial Map:



Applicable Design Guidelines:

III.B NEW CONSTRUCTION AND ADDITIONS TO HISTORIC AND NON-HISTORIC BUILDINGS

III.B.2 New Construction

a. 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 reinforce that rhythm.

The Commission has the ability to reduce building setbacks and extend height limitations of the required underlying base zoning for new construction, additions and accessory structures (ordinance no. 17.40.410).

Appropriate setback reductions 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.*

b. 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.

For those lots located within the Corner Commercial Subdistrict of the Five Points Redevelopment District new buildings shall not exceed 2 stories and 30' in height. An additional story may be added to a building provided that, where it is adjacent to a detached house or a residential subdistrict, it is set back a minimum of 25' from the building wall or 50' from the property line. Three story building height shall not exceed 45'. All front and side buildings walls shall be a minimum of 16' in height and at the build-to line. For multi-story buildings, the minimum first floor height shall be 14' from finished floor to finished floor.

c. Building Shape

The shape of a new building shall be compatible, by not contrasting greatly, with those of surrounding historic buildings.

d. 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.

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.

e. 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.

Multi-unit Developments
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.

f. 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 new buildings 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.

g. 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.

h. 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 outbuilding building should reflect the character of outbuildings with the associated house. The outbuilding should be compatible, by not contrasting greatly with the surrounding historic outbuildings in terms of height, scale, roof shape, materials, texture, 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.

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. T*he 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. Outbuildings with weatherboard siding typically have wide cornerboards and window and door casings (trim).
· 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) casings are required around doors, windows, and vents within clapboard walls. 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 the neighborhood.

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 configuration 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 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 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.

Additional Requirements for DADUs from Ordinance 17.16.030. See requirements for outbuildings for additional requirements.

· The lot area on which a DADU is placed shall comply with Table 17.12.020A.
· The DADU may not exceed the maximums outlined previously for outbuildings.
· No additional accessory structure shall exceed two hundred square feet when there is a
· DADU on the lot.
· Density. A DADU is not allowed if the maximum number of dwelling units permitted for the lot has been met.
· Ownership.
· a. No more than one DADU shall be permitted on a single lot in conjunction with the principal structure.
· b. The DADU cannot be divided from the property ownership of the principal dwelling.

o *The DADU shall be owned by the same person as the principal structure and one of the two dwellings shall be owner-occupied.*
o *Prior to the issuance of a permit, an instrument shall be prepared and recorded with the register's office covenanting that the DADU is being established accessory to a principal structure and may only be used under the conditions listed here.*
Bulk and Massing. The living space of a DADU shall not exceed seven hundred square feet.

Background: 925 Fatherland Street is a contributing home built circa 1910 in the Edgefield Historic Preservation Zoning Overlay.

Figure 1. 925 Fatherland Street

Analysis and Findings: The application is for a new outbuilding to be used as a detached accessory dwelling unit (DADU) at the rear of the lot. Staff's analysis is that the proposed DADU does not meet the design guidelines for massing or roof form.

<u>Outbuildings</u>:

Massing Planning:

The lot is less than 10,000 square feet, at approximately 8,596 square feet.

	50% of first floor area of principle structure	Lot less than 10,000 square feet	Proposed
Maximum Square Footage	1,093 sq. ft.	750 sq.ft.	774 sq. ft.

	Potential maximums under Ordinance	Existing House	Proposed DADU
Ridge Height	25' unless existing building is less	23' 2"	20' 8"
Eave Height	10'	12' 5"	19' 10"

The design guidelines limit the footprint of an outbuilding on a lot less than ten thousand square feet (10,000 sq. ft.) to seven hundred and fifty square feet (750 sq. ft.). The building's ground-level footprint is seven hundred and forty-nine square feet (749 sq. ft.). However there is a cantilevered portion on the west side of the second story that adds another twenty-five square feet (25 sq. ft.). As the Commission has previously determined that a cantilevered section counts in the overall square footage, Staff finds that the outbuilding is twenty-four square feet (24 sq. ft.) over the allowable footprint. (It is Staff's understanding that the Codes department also includes projecting or cantilevered elements in determining the square footage of a new building.)

The proposed overall height of twenty feet, eight inches (20' 8") is subordinate to the height of the historic house, which is twenty-three feet and two inches (23' 2"). The eave height of the gabled portion has an eave height of nine feet, ten inches (9' 10"). However the flat-roofed portion is nineteen feet, ten inches (19' 10"); this eave height exceeds the maximum allowed eave height of ten feet (10') and also exceeds that of the house by seven feet and five inches (7' 5").

For these reasons, Staff finds that the massing and eave height are not compatible with surrounding historic outbuildings and do not meet the requirements of Section III.B.2.h.1, or Section 17.16.030.G.7 of the DADU Ordinance.

Roof Form:

Proposed Element	**Proposed Form**	**Typical of district?**
Primary form	Flat/Gable	No
Primary roof slope	Flat	No

The proposed roof form has a gabled section crossed with a flat roof running the length of the outbuilding. Typically the roof form of an outbuilding should have at least 4/12 pitch, according to the design guidelines. The gabled portion meets this requirement with 10/12 pitch, but the flat roof on such a large section of the outbuilding is not typical of surrounding historic buildings. While a flat roof form is sometimes seen on historic outbuildings, those examples are typically smaller, single-story outbuildings. Staff finds that the application does not meet Section III.B.2.h.1 for roof shape, or Section 17.16.030.G.8 for design standards of the DADU Ordinance.

Figure 2. Rendering of proposed DADU

Design Standards

The proposed structure has a contemporary design which refers to the gable front and wing of the historic home. The form in itself does not make the building incompatible. However, the roof form and eave height are not compatible with surrounding historic buildings, and do not meet Section III.B.h.1 of the design guidelines or Section 17.16.030.G.8 of the Ordinance.

Materials:

	Proposed	**Color/Texture**	**Needs final approval?**
Foundation	Concrete Slab	Typical	No
Cladding	Fiber cement boards	Smooth	No
Secondary cladding	Metal siding	Unknown	Yes
Roofing	Asphalt shingles	Match Historic House	No
Trim	Fiber cement boards	Smooth	No
Windows	Wood or clad	Not indicated	Yes
Doors	Not indicated	Not indicated	Yes
Garage door	Not indicated	Not indicated	Yes

The proposed materials have been approved in the past for outbuildings. With staff's final approval of windows, doors, garage doors and the metal cladding, staff finds that the known materials meet the design guidelines.

General requirements for Outbuildings/DADUs:

	YES	**NO**
If there are stairs, are they enclosed?	Yes	

If a corner lot, are the design and materials similar to the principle building?	N/A	
If dormers are used, do they cover less than 50% of the roof plane where they are located as measured from side-to-side?	N/A	
If dormers are used, do they sit back from the wall below by at least 2'?	N/A	
Is the roof pitch at least 4/12?	No	
If the building is two-bay and the vehicular doors face the street, are there two different doors rather than one large door?	N/A	
Is the building located towards the rear of the lot?	Yes	

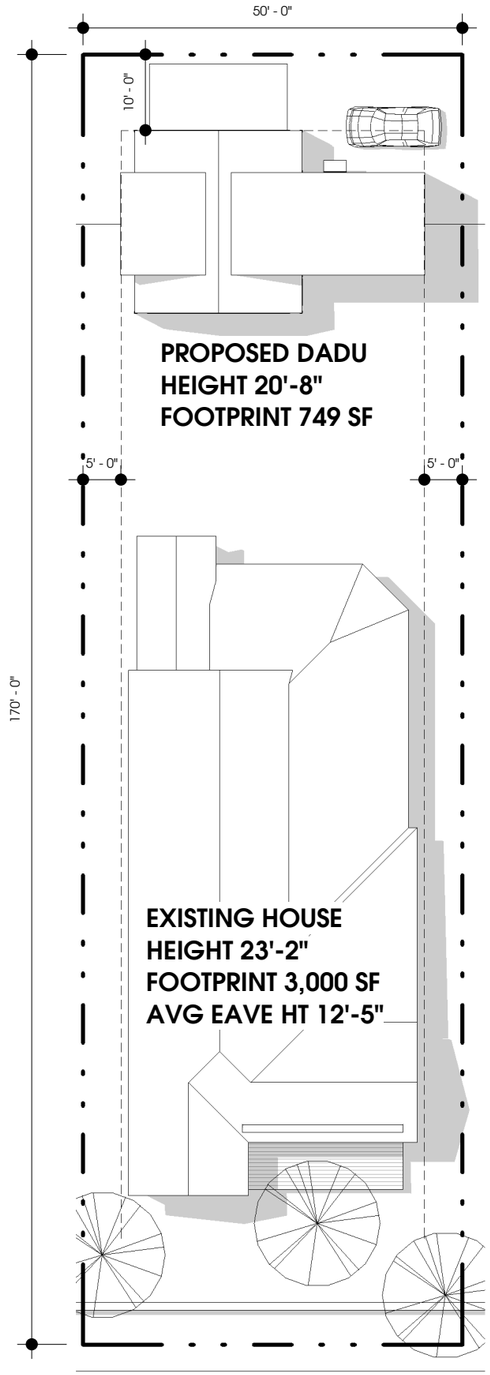
Site Planning & Setbacks:

	MINIMUM	**PROPOSED**
Building located towards rear of lot	-	Yes
Space between principal building and garage	20'	23'
Rear setback	5'	10'
Left side setback	5'	5'
Right side setback	5'	5'
How is the building accessed?	-	From alley
Two different doors rather than one large door (if street facing)?	-	N/A

The project meets all base zoning setback requirements.

Recommendation:

Staff recommends disapproval of the DADU, finding that it does not meet Section III.B.H.1 of the design guidelines for massing or roof form of the Edgefield Historic Preservation Zoning Overlay, or Sections 17.16.030.G.7 for massing and Section 17.16.030.G.8 for design standards of the DADU Ordinance.



1 SITE PLAN

0' 8' 16' 32'

PLAN NORTH

PROJECT INFORMATION

ZONING:
- PARCEL #08216017600
- R-8
- EDGEFIELD HISTORIC PRESERVATION DISTRICT
- URBAN ZONING OVERLAY

PROJECT SUMMARY:
THE PROJECT SCOPE INCLUDES A DADU

bootstrap

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CRAIG KENNEDY, AIA

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SITE PLAN

H0.1

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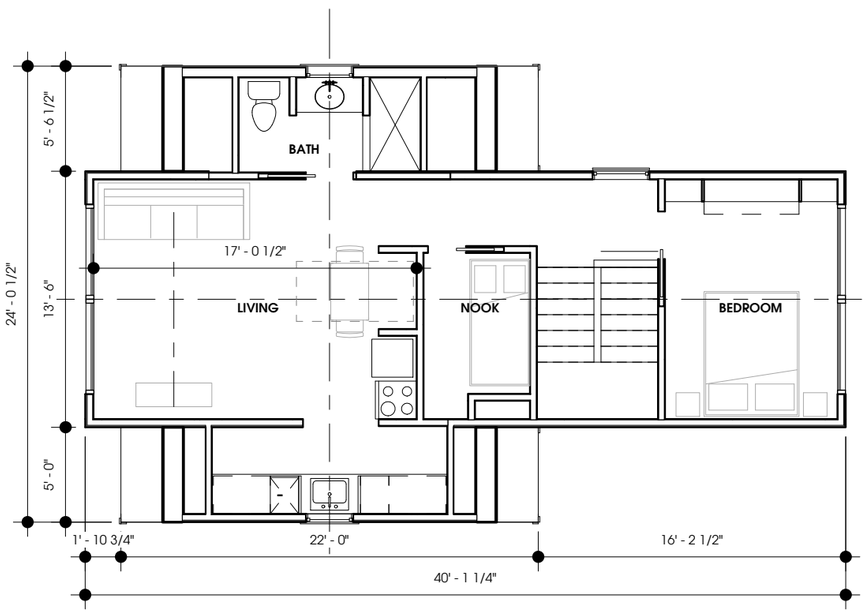
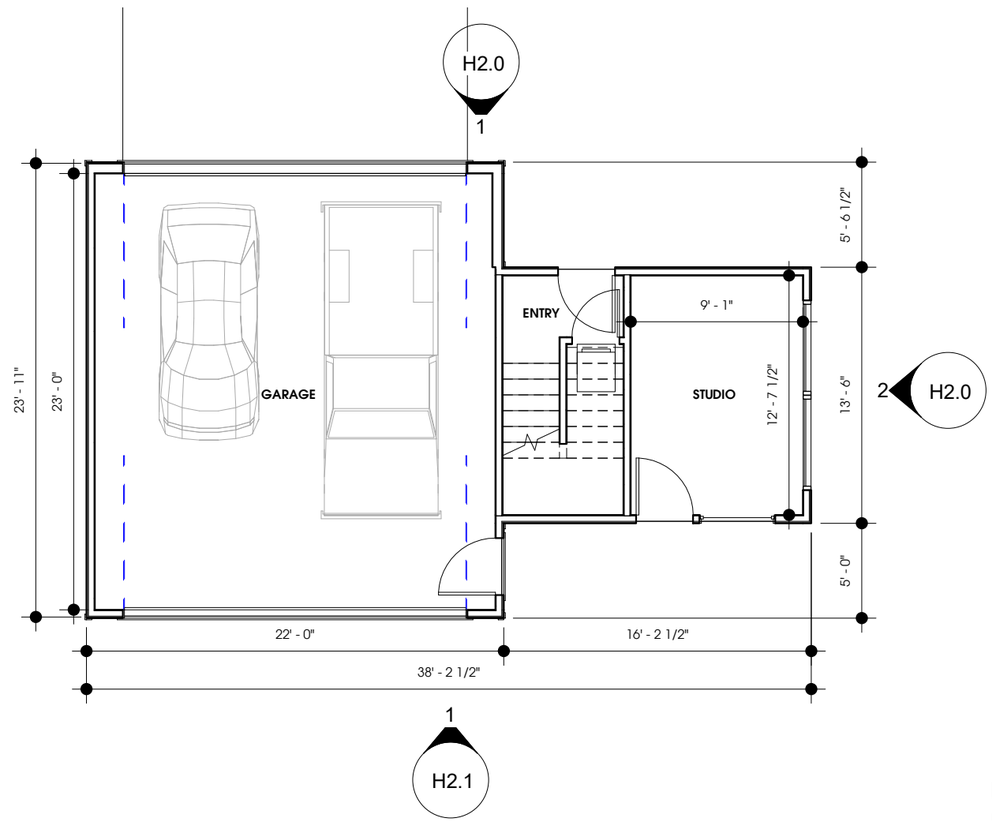


LIVING SPACE 570 SF

2 APARTMENT LEVEL

0' 4' 8' 16'

PLAN NORTH



1 GARAGE LEVEL

0' 4' 8' 16'

PLAN NORTH

WALL LEGEND

- EXISTING TO REMAIN
- DEMOLISHED
- NEW CONSTRUCTION

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FLOOR PLAN

H1.0

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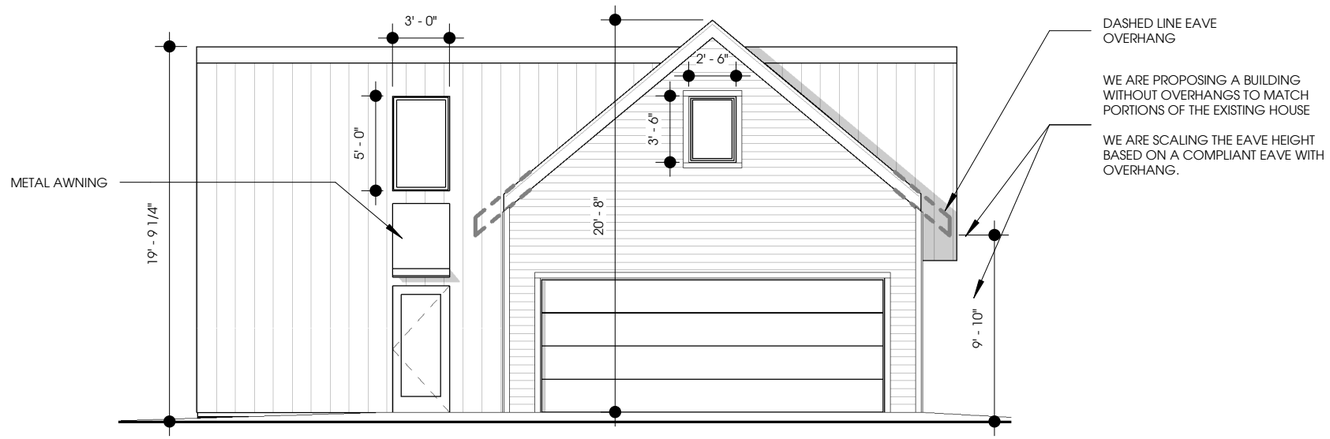
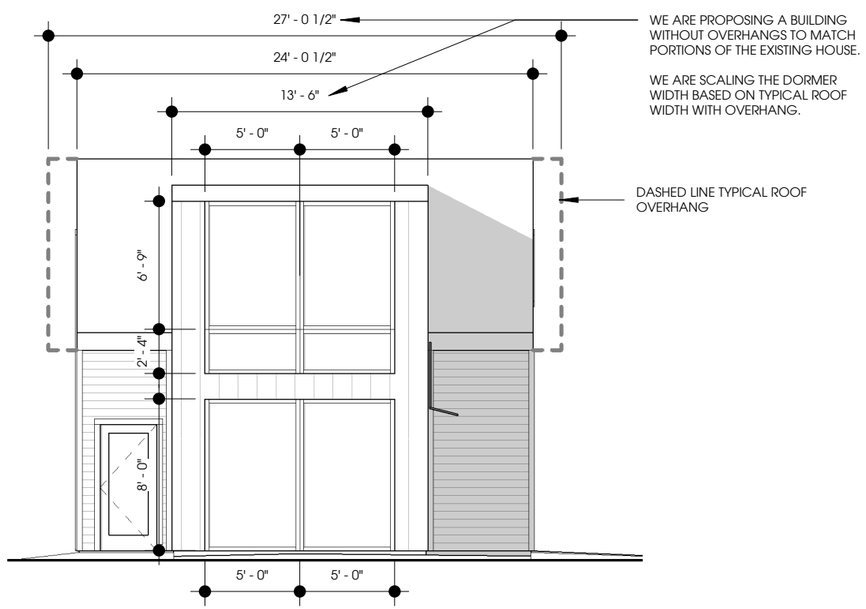
PERSPECTIVES

H1.1



1 NORTH ELEVATION

0' 4' 8' 16'



2 EAST ELEVATION

0' 4' 8' 16'

MATERIAL SYMBOLS

FIBER CEMENT SIDING

METAL SIDING

MATERIAL NOTES

- ALL TRIM SHALL BE SMOOTH FACED FIBER CEMENT

- WINDOW TRIM SHALL BE 5/4X4 SMOOTH FACED FIBER CEMENT BOARDS

- BAND BOARD SHALL BE 5/4X8 FIBER CEMENT BOARD WITH SLOPED DRIP CAP

- ALL CORNER BOARDS SHALL BE 5/4X4 SMOOTH FACED FIBER CEMENT BOARDS

- NEW WINDOWS SHALL BE WOOD, ALUMINUM CLAD, OR FIBER GLASS MATERIAL.

- ROOFING WILL BE ASPHALT SHINGLES TO MATCH EXISTING SHINGLES.

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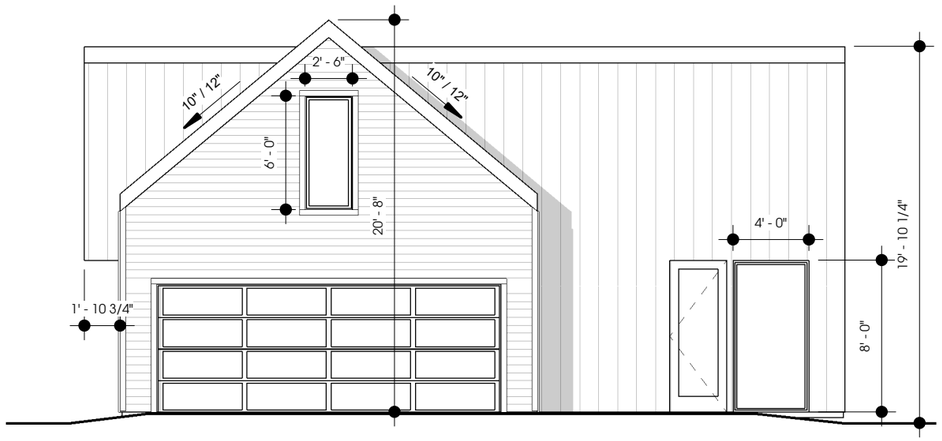
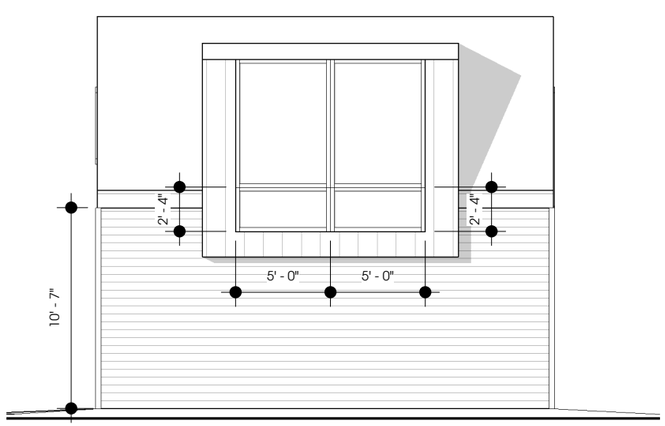
ELEVATIONS

H2.0



1 SOUTH ELEVATION

0' 4' 8' 16'



2 WEST ELEVATION

0' 4' 8' 16'

MATERIAL SYMBOLS

FIBER CEMENT SIDING

METAL SIDING

MATERIAL NOTES

- ALL TRIM SHALL BE SMOOTH FACED FIBER CEMENT

- WINDOW TRIM SHALL BE 5/4X4 SMOOTH FACED FIBER CEMENT BOARDS

- BAND BOARD SHALL BE 5/4X8 FIBER CEMENT BOARD WITH SLOPED DRIP CAP

- ALL CORNER BOARDS SHALL BE 5/4X4 SMOOTH FACED FIBER CEMENT BOARDS

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ELEVATIONS

H2.1