DAVID BRILEY
MAYOR

METROPOLITAN GOVERNMENT OF NASHVILLE AND DAVIDSON COUNTY

Metropolitan Historic Zoning Commission
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3000 Granny White Pike
Nashville, Tennessee 37204
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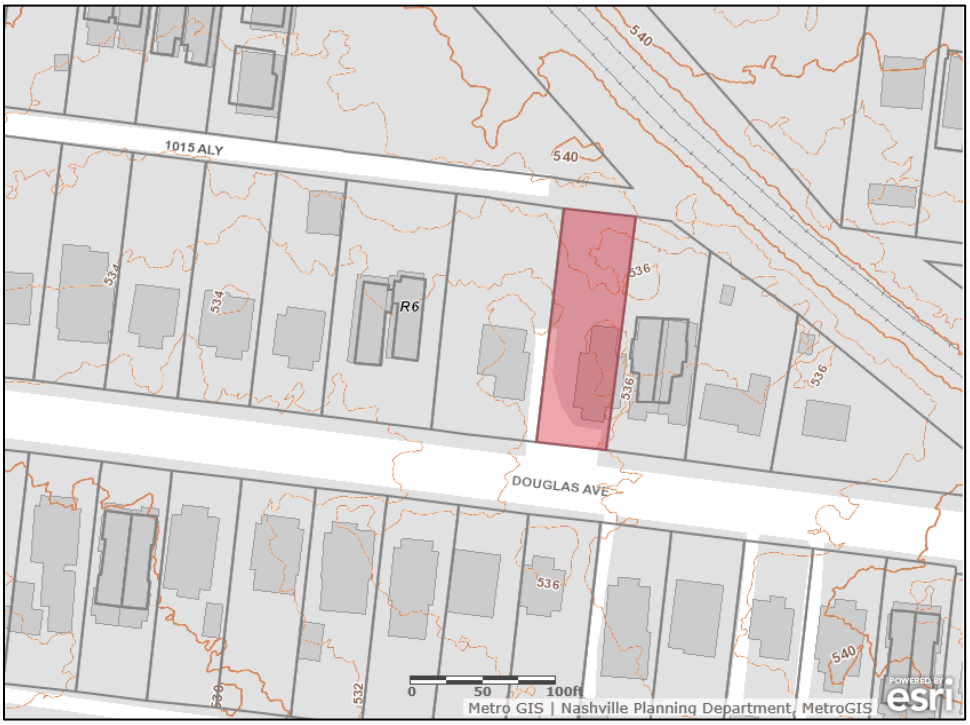
STAFF RECOMMENDATION
1605 Douglas Avenue
March 20, 2019

Application: Demolition; New Construction—Infill; Setback Determination
District: Eastwood Neighborhood Conservation Zoning Overlay
Council District: 06
Base Zoning: R6
Map and Parcel Number: 08302017800
Applicant: Lynn Taylor, Designer
Project Lead: Sean Alexander, sean.alexander@nashville.gov

Description of Project: The applicant proposes to demolish a non-contributing building and construct a new duplex. The building will have two nearly identical front-gabled forms attached with a shorter and narrower connection, giving the building the massing of being a house-behind-a-house. **Recommendation Summary:** Staff recommends disapproval of the proposed house-behind-a-house infill construction, finding that it does not meet the following sections of the design guidelines for the Eastwood Neighborhood Conservation Zoning Overlay: II.B.1.a. (Height), II.B.1.b. (Scale), II.B.1.e. (Roof), II.B.1.f (Orientation).	**Attachments** **A:** Photographs **B:** Site Plan **C:** Elevations

Vicinity Map:



Aerial Map:

Applicable Design Guidelines:

II.B.1. NEW CONTRUCTION

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. 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*

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.

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.

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.

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.

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.

III.B.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.

III.B.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 of the historic zoning ordinance.

Background: The structure at 1605 Douglas Avenue was constructed between 1947 and 1951, after the majority of historic houses in the surrounding area. The building is not contributing to the historic character of the neighborhood.

A sewer easement running through the left side and across the rear of the lot renders approximately fifty-five percent (55%) of the lot unbuildable. The remaining area of the lot is only twenty-seven to twenty-eight feet (27' to 28') wide, including a five foot (5') standard setback buffer required by the bulk zoning regulations.

Analysis and Findings: The applicant proposes to demolish the existing building and construct a new two-family dwelling on the lot.

Demolition: The building at 1605 Douglas Avenue was constructed between 1947 and 1951, after the significant period of development in the Eastwood Neighborhood. Staff finds that the structure does not contribute to the architectural and historical character of the district.

Staff finds that demolition of the non-contributing building meets Section III.B.2 for appropriate demolition and does not meet section III.B.1 for inappropriate demolition.

Height & Scale: The proposed new building will have a front gabled form with two levels, with an upperstory created by five foot (5') tall knee-walls around the perimeter.

The building will have a total height of twenty-nine feet, ten inches (29'-10"), with an eave height of sixteen feet (16'). The new building will be nearly two feet (2') taller than the adjacent building at 1607 Douglas Avenue, which is twenty-eight feet (28') tall and was approved by the MHZC in 2014., and taller than the majority of surrounding historic houses, which range between twenty and twenty-eight feet tall (20', 28'). Despite not having a full second-story wall height, the sixteen foot (16') eave height on the new building would be more like that of a two-story house than the one-story and one and one-half story buildings that make up the historic context.

The proposed building is a duplex because it contains two attached dwellings, but the form is unlike that of a traditional duplex. The proposed infill would have two distinct masses, one behind the other, and roughly equal in size at twenty-two feet (22') wide and forty-six feet (46') deep, attached by a shorter and narrower connection (see Figure 2). The result is a structure that spans nearly one hundred, eight feet (108') with a "house behind a house" massing, a form that does not exist in the historic district.

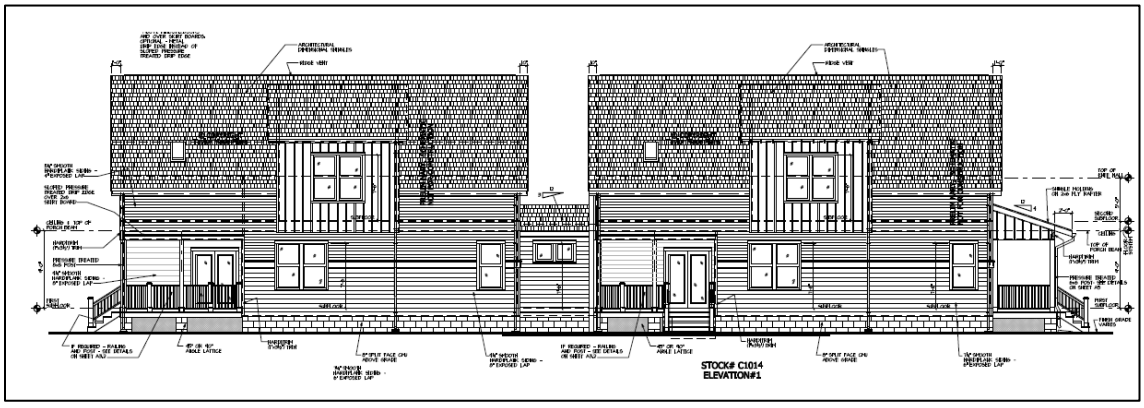


Figure 2. Left side Elevation showing two nearly identical masses with smaller connection.

The first story and the majority of the upperstories will be twenty-two feet (22') wide. Historic houses in the surrounding area are typically between twenty-eight feet (28') and thirty-two feet (32') in width, but the easement along the left side of the property significantly reduces the width of the potential building area. The upperstory will have projecting bays increasing portions of the building's width to twenty-five feet (25'): two bays on the left side would be fourteen feet (14') wide and project two feet (2'), and four bays on the right side would be five feet (5') wide and project one foot (1'). Projecting and cantilevered upperstory bays are not typical of historic houses in the surrounding area, which is generally composed of one-story and one and one-half-story houses. However the bays on the current proposal are relatively small portions of the building and because the building is atypically narrow staff finds that their additional width could be appropriate if not combined with the inappropriately tall proposed eave and ridge heights.

Given that the sewer easement reduces the buildable area of lot by nearly half, staff finds that the width of the new building with projecting bays could be appropriate. However, the ridge height of the proposed infill is two feet (2') taller than any historic house in the surrounding area, the eave height is taller than the predominantly one-story and one and

one-half-story context, the depth of the house is significantly greater than that of historic houses, and that the house-behind-a-house form does not exist anywhere in the district historically and would not be appropriate.

Staff finds that the proposed new construction is not compatible with the historic context and does not meet Sections II.B.1.a. and II.B.1.b. of the design guidelines.

Setback & Rhythm of Spacing: The front of the new building will be roughly in line with the fronts of adjacent buildings and in keeping with other nearby historic houses with a (32') deep front setback. As is the case for all infill applications, staff would ask to verify the front setback on site at the start of construction.

The new construction will be narrower than typical of surrounding historic houses at only twenty-two feet (22') wide, with bays extending portions of the upperstory two feet (2') wider to the left and one foot (1') wider to the right. The resulting twenty-one foot (21') left side setback is greater than the typical space between buildings, but is necessary because the easement reduces the buildable area of the lot. In the current proposal, the projecting bays and the buildings' primary eaves on the left side project two feet (2') over the easement, while the eaves on the bays project four feet (4') into the easement. The HVAC units are also proposed to be located in the easement.

The bays on the right side will project one foot (1') into the required side setback buffer, for which the applicant requests a determination for a four foot (4') setback. Because the bays on the current proposal are relatively small portions of the building, and because the buildable area of the lot is narrow, staff finds that the additional width may be appropriate on the right side.

An easement encroachment would need to be granted by the Water Services Department before any portion of the building can be constructed over the sewer easement on the left. If approval to encroach into the easement is not granted, a revision to the design may be necessary, therefore staff cannot fully analyze the project in regards to Section II.B.1.c of the design guidelines until Water Services has made their determination.

Materials:

	Proposed	**Color/Texture/ Make/ Manufacturer**	**Approved Previously or Typical**	**Requires Additional Review**
Foundation	Concrete Block	Split-Faced	Yes	
Primary Cladding	Cement-fiber Clapboard	Smooth, 6" & 4" reveal	Yes	
Secondary Cladding	Cement-fiber Board & Batten	Smooth	Yes	
Trim	Wood, Cement Fiberboard	Smooth	Yes	

Roofing	Asphalt Shingles	Color Needs Approval	Yes	X
Front Porch floor/steps	Wood	Typical	Yes	
Front Porch Posts	Wood	Typical	Yes	
Front Porch Roof	Standing-Seam Metal	Color Needs Approval	Yes	X
Windows	Single-light Sashes	Selections Need Approval	Yes	X
Front Door	2/3-light with Transom	Selections Need Approval	Yes	X
Side Porch floor/steps	Wood	Typical	Yes	
Front Porch Posts	Wood	Typical	Yes	
Side Doors	Full-Glass Pairs	Selections Need Approval	Yes	X
Walkway	None Indicated	Material Needs Approval		X

The proposed materials will be compatible with surround historic houses and are consistent with previous MHZC approvals. Additional information is needed in regards to roof colors, window and door selections, and the material of any paved walkways are approved.

Roof form: The primary roof form on the new building would be a front-oriented gable with a 12/12 pitch. While a single building on a lot having this roof form is common historically and would be appropriate for new construction, two roof components with a house-behind-a-house massing is not compatible with the surrounding historic context.

The front porch will have a 4/12 pitched shed roof. The cantilevered bays on the second story will be similar to shed-roofed dormers with a 5/12 pitch. These roof forms are appropriate for new construction.

Staff finds that a front-gabled roof on its own would be appropriate, but that the two roof forms in a house-behind-a-house massing configuration does not meet Section II.B.1.e of the design guidelines.

Orientation: The front unit of the new duplex would face Douglas Avenue directly, with a six foot (6') deep projecting front porch. The orientation of the front unit is compatible with the orientation of historic houses in the surrounding area. Staff would recommend that a concrete walkway is added between the front porch and the sidewalk at the front of the lot.

Staff finds that the orientation of the front unit, with a front-gabled form and a projecting front porch connecting the house to the street, is appropriate and meets Section II.B.1.f of the design guidelines.

The rear unit of the duplex would not be oriented toward the street because the two masses would be nearly identical, but whereas the front unit would have a front porch, the rear unit would be attached to the rear of the front unit. The primary entrance to the rear unit would be recessed inside a porch adjacent to the rear of the front unit, with a walkway leading only to a parking area accessed from the alley.

Both units of any duplex should engage with the street with a walkway to meet Section II.B.1.f of the design guidelines.

Proportion and Rhythm of Openings**:** The majority of window and door openings on the new building will be generally twice as tall as they are wide, as is typical of the proportions of openings on historic buildings. There are no large expanses of wall space without a window or door opening.

Staff finds that the window proportions and rhythms are generally compatible with the surrounding area and that the project will meet Section II.B.1.g. of the design guidelines

Appurtenances & Utilities: The location of the HVAC units is shown on the site plan as being on the left side of the building, at the approximate midpoints of each unit.

Staff finds these locations would be appropriate and that the project will meet section II.B.1. i. of the design guidelines. (Note – this HVAC location is in the sewer easement. If this location is not permitted by Water Services, Staff asks that the HVAC be located on the rear façade, or on a side façade beyond the midpoint of the house.)

Recommendation: Staff recommends disapproval of the proposed house-behind-a-house infill construction, finding that it does not meet the following sections of the design guidelines for the Eastwood Neighborhood Conservation Zoning Overlay: II.B.1.a. (Height), II.B.1.b. (Scale), II.B.1.e. (Roof), II.B.1.f (Orientation).

A more appropriate infill could be a fully-attached duplex form with appropriate height and depth, as has been approved for duplexes in the past. Another option to have two units on the lot could be to construct a single-family house and have the second unit meet the requirements of a detached accessory dwelling unit. Any scenario, however, to construct two new units that meet the design guidelines and are compatible with the surrounding historic context will be difficult because the easements reduce the buildable area of the lot by more than half.

ATTACHMENT A: PHOTOGRAPHS

Non-contributing building at 1605 Douglas Avenue, front.

1605 Douglas Avenue and one and one-half story historic to the left.

One and one-half story infill at 1607 Douglas Avenue, approved by the MHZC in 2015.

One-story houses across the street from 1605 Douglas Avenue.

3/4/2019

1605 Douglas Ave.,
Nashville, TN 37206

CARPORT

CONCRETE DRIVEWAY

SIDEWALK

SEWER ESM'T

EXISTING HOUSE

10'

SIDEWALK

CONCRETE PARKING

A/C

N07°09'00"E-170.00'

25'-2⅛"

PRELIMINARY, SCHEMATIC NOT FOR CONSTRUCTION

PROPOSED NEW HOUSE

STOCK# C1014 ELEVATION#1

22'-0"

107'-10⅛"

22'-0"

12" 4'-0" 5'-0"

22'-0"

32.7'

S82°24'00"E-53.90'

N82°24'00"W-53.90'

DOUGLAS AVENUE (50' ROW)

SIDEWALK

20' SEWER ESM'T

18"HAC 18"HAC 30"HAC

GRAVEL PARKING

23'-0"

N07°09'00"E-170.00'

PAVEMENT

PAVEMENT

ALLEY #1015 (15' ROW)

SITE PLAN

SCALE: 1/16" = 1'-0"

CONCRETE

EXISTING HOUSE

SIDEWALK

DECK

SIDEWALK

THIS SITE PLAN IS FOR LOCATING THE NEW ADDITION, HOUSE AND / OR GARAGE ON THE PROPERTY. SEE ORIGINAL SURVEY FOR ALL OTHER INFORMATION.

3/4/2019

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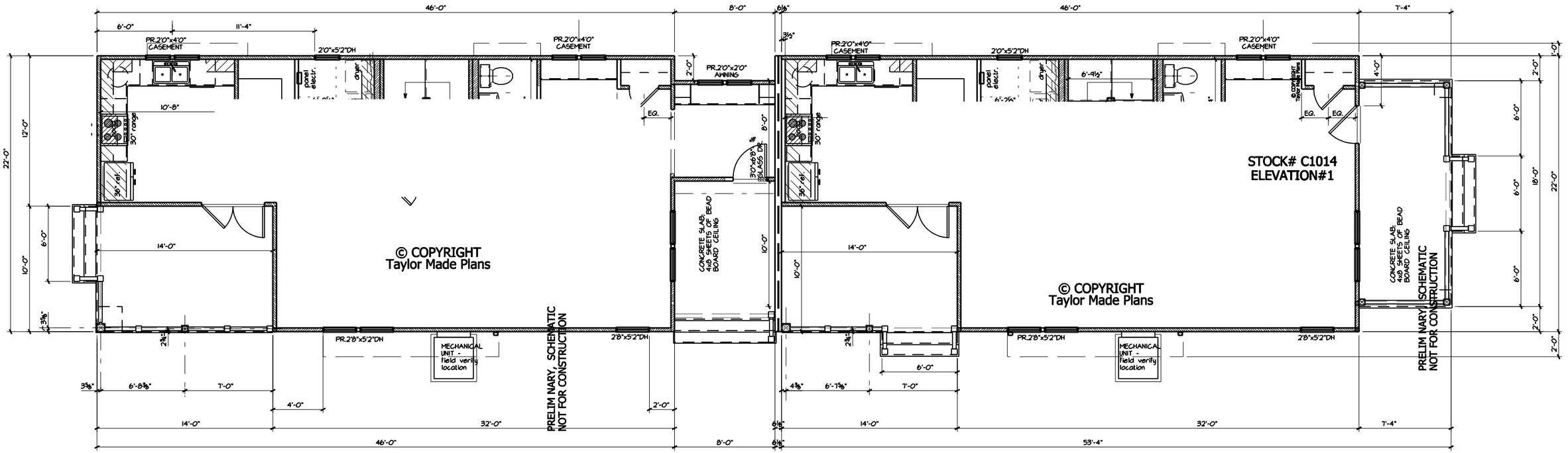
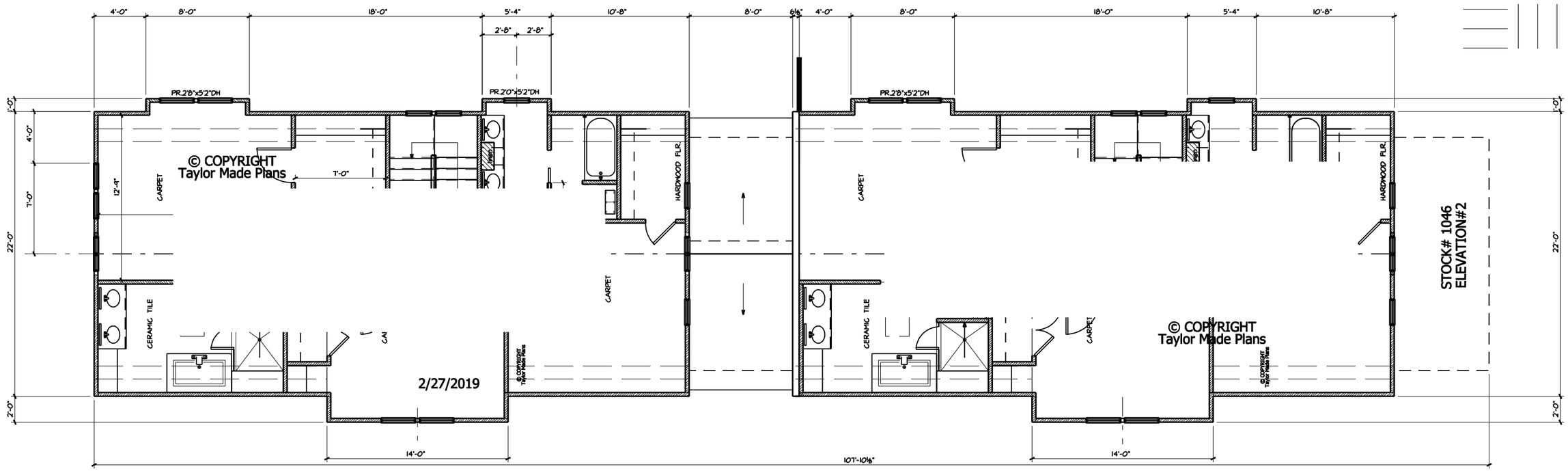


FIRST FLOOR PLAN

SCALE: 1/8" = 1'-0"

3/4/2019

1605 Douglas Ave.,
Nashville, TN 37206



SECOND FLOOR PLAN

SCALE: 1/8" = 1'-0"

3/4/2019

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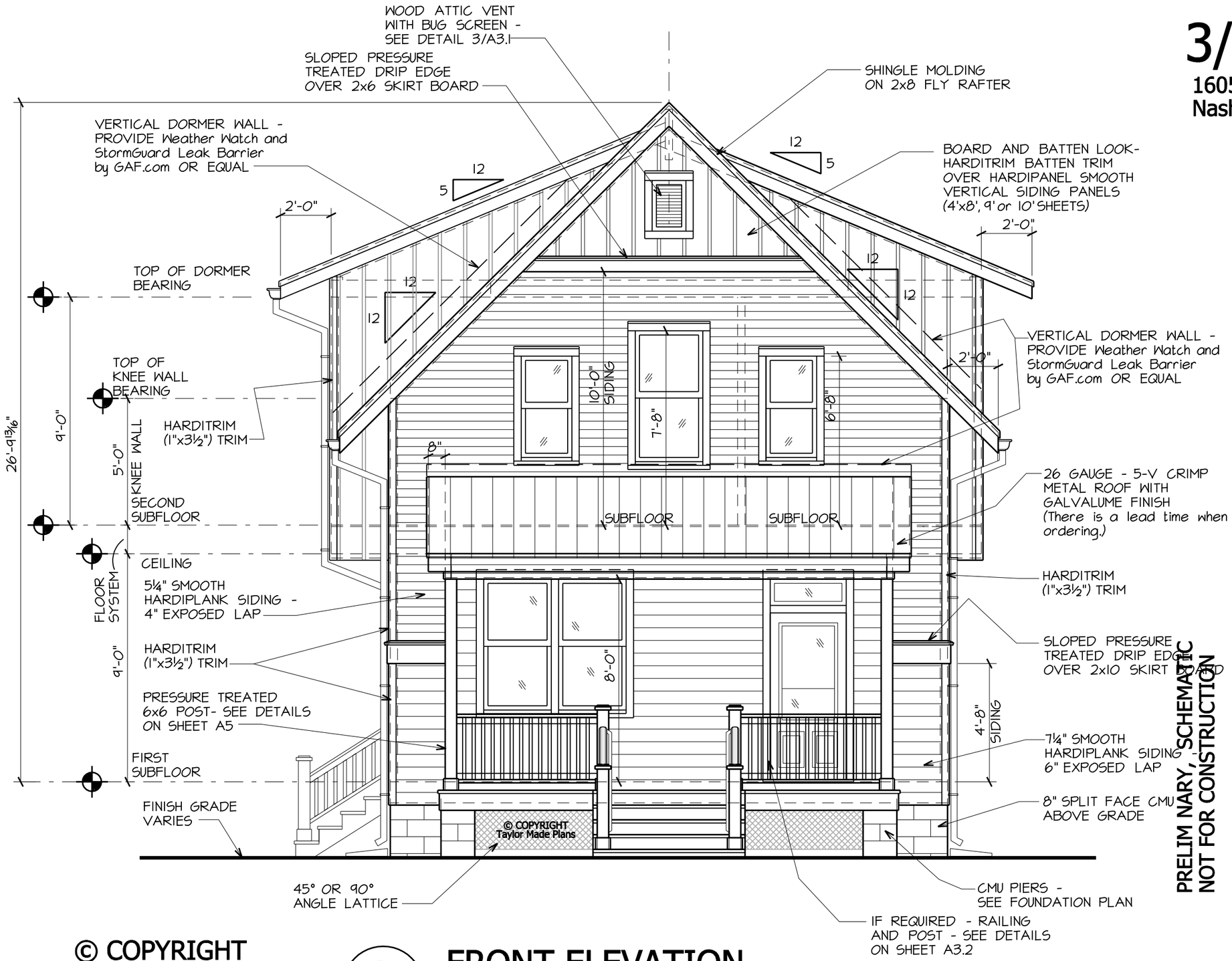

PRELIM NARY, SCHEMATIC
NOT FOR CONSTRUCTION

2

FRONT ELEVATION

SCALE: 1/4" = 1'-0"

*ABOVE WINDOWS, DOORS AND OVER SKIRT BOARDS: OPTIONAL - METAL DRIP EDGE INSTEAD OF SLOPED PRESSURE TREATED DRIP EDGE

TOP TRIM OF DOORS AND WINDOWS:	SIDE TRIM OF DOORS AND WINDOWS:
METAL DRIP EDGE OVER HARDITRIM (1"x3½") TRIM BOARD OR 5/4" TRIM BOARD - ORDERED WITH WINDOWS	HARDITRIM (1"x3½") TRIM BOARD OR 5/4" TRIM BOARD - ORDER WITH WINDOWS

3/4/2019

1605 Douglas Avenue,
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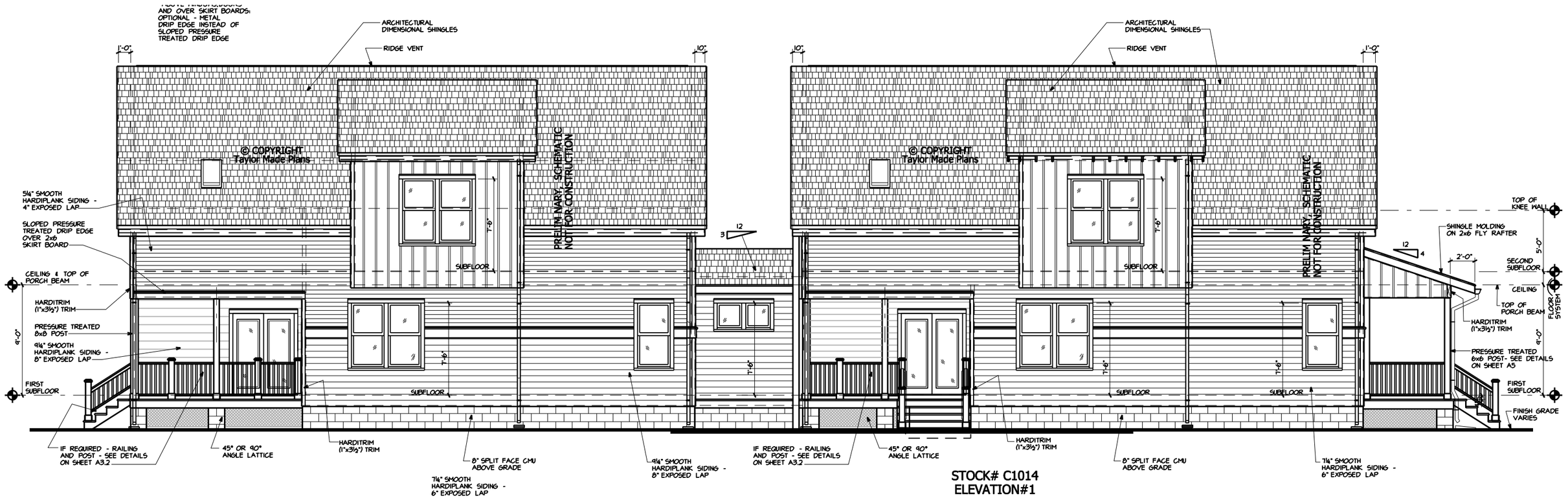

STOCK# C1014
ELEVATION#1

1 LEFT SIDE ELEVATION

SCALE: 1/8" = 1'-0"

*ABOVE WINDOWS, DOORS AND OVER SKIRT BOARDS: OPTIONAL - METAL DRIP EDGE INSTEAD OF SLOPED PRESSURE TREATED DRIP EDGE

TOP TRIM OF DOORS AND WINDOWS:	SIDE TRIM OF DOORS AND WINDOWS:
METAL DRIP EDGE OVER HARDITRIM (1"x3½") TRIM BOARD OR 5/4" TRIM BOARD - ORDERED WITH WINDOWS	HARDITRIM (1"x3½") TRIM BOARD OR 5/4" TRIM BOARD - ORDER WITH WINDOWS

3/4/2019

1605 Douglas Avenue,
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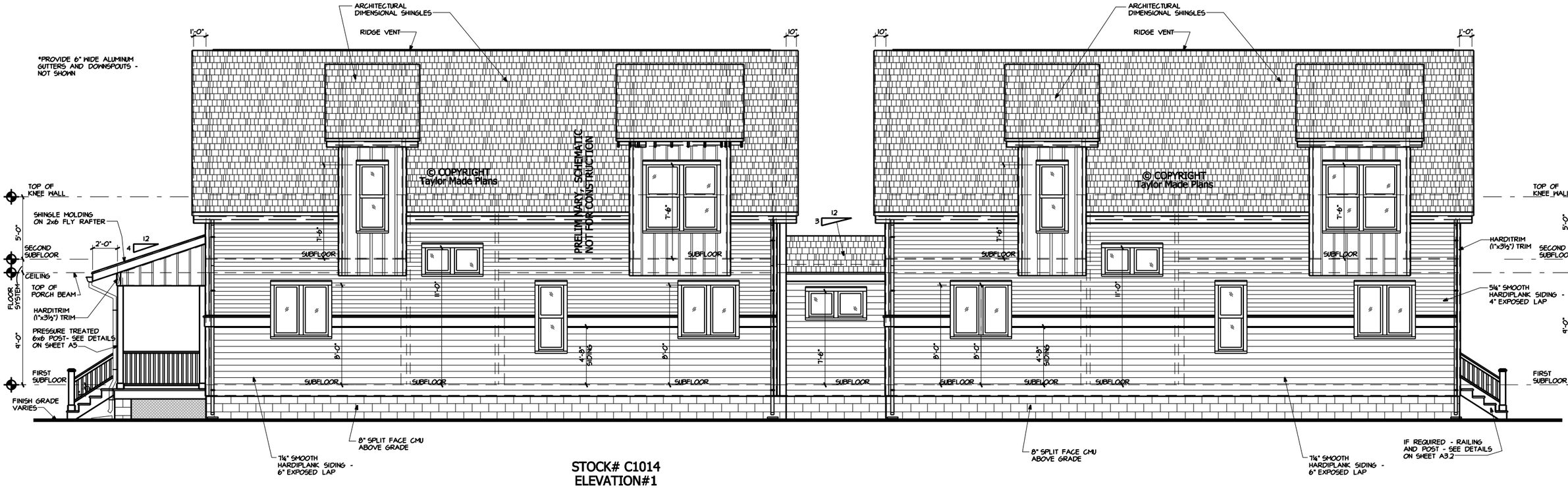

STOCK# C1014
ELEVATION#1

3 RIGHT SIDE ELEVATION

SCALE: 1/8" = 1'-0"

3/4/2019

1605 Douglas Avenue,
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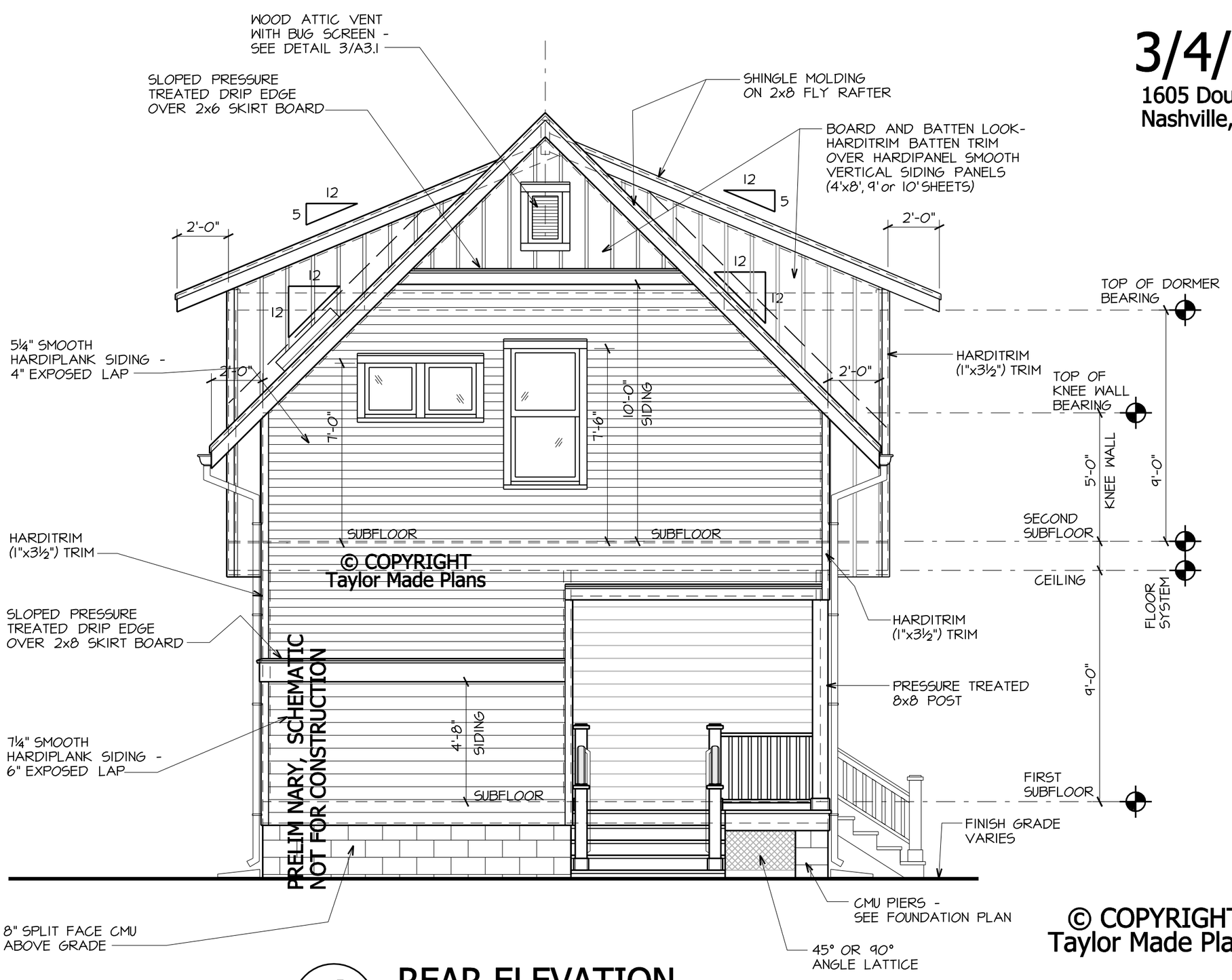

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4 REAR ELEVATION

SCALE: 1/4" = 1'-0"