

JOHN COOPER
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

STAFF RECOMMENDATION

1814 Shelby Avenue

July 15, 2020

Application: New Construction—Outbuilding (Detached Accessory Dwelling Unit);
Setback Determination

District: Lockeland Springs-East End Neighborhood Conservation Zoning Overlay

Council District: 06

Base Zoning: R6

Map and Parcel Number: 09402009300

Applicant: Emil Holloway

Project Lead: Paul Hoffman; paul.hoffman@nashville.gov

Description of Project: This application is for a new outbuilding at the rear of the lot to be used as a detached accessory dwelling unit. The applicant requests a setback determination for the left side setback as the proposed location is on an existing concrete slab on the side property line.

Attachments

A: Email from Metro
Public Works

B: Site Plan

C: Elevations

Recommendation Summary: Staff recommends approval, with the conditions:

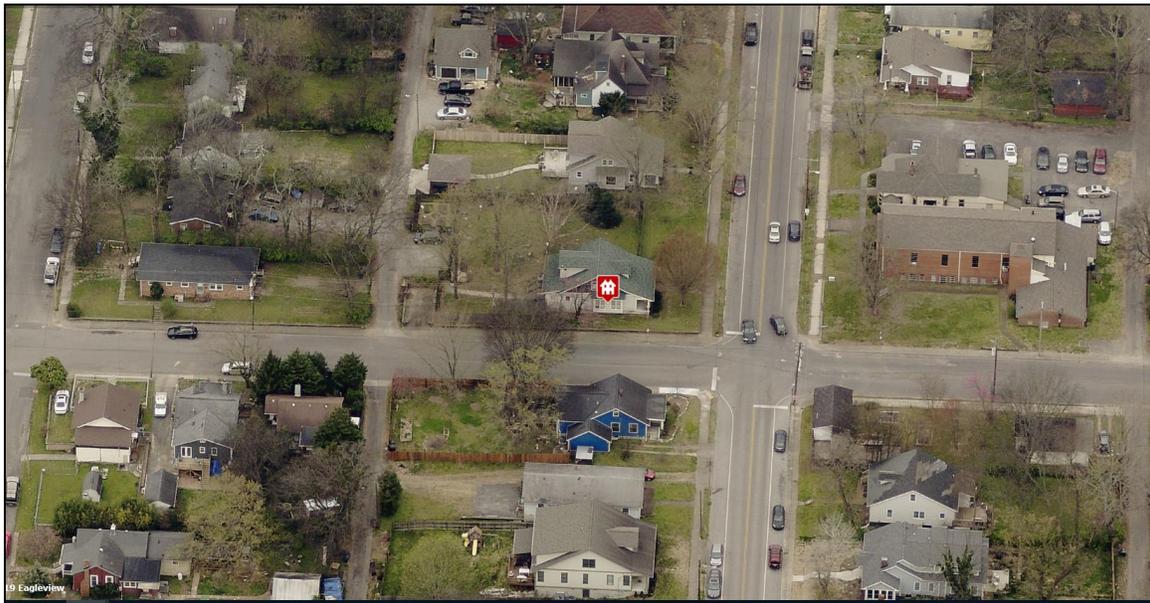
1. The side street setback is at least twelve feet (12') matching the side setback of the historic home, and the rear (alley) setback increased to at least five feet (5');
2. The outbuilding is accessed from the alley and not the side street;
3. The dormers are revised to have at least a 2/12 roof slope, and at least 50% glazing;
4. The eave height shall not exceed ten feet (10') from grade;
5. Staff have final review of windows, doors, garage door, roofing color, and cladding.

With these conditions, staff finds that the proposed application will meet section II.B.3 and II.B.8 of the Lockeland Springs-East End Neighborhood Conservation Zoning Overlay design guidelines.

Vicinity Map:



Aerial Map:



Applicable Design Guidelines:

II.B. New Construction

3. Setback and Rhythm of Spacing

4. Since construction in an historic district has usually taken place continuously from the late nineteenth and early twentieth centuries, a variety of building types and styles result which demonstrate the changes in building tastes and technology over the years. New buildings should continue this tradition while complementing and being compatible with other buildings in the area.

In Lockeland Springs-East End, historic buildings were constructed between 1880 and 1950. New buildings should be compatible with surrounding houses from this period.

5. Reconstruction may be appropriate when it reproduces facades of a building which no longer exists and which was located in the historic district if: (1) the building would have contributed to the historical and architectural character of the area; (2) if it will be compatible in terms of style, height, scale, massing, and materials with the buildings immediately surrounding the lot on which the reproduction will be built; and (3) if it is accurately based on pictorial documentation.
6. Because new buildings usually relate to an established pattern and rhythm of existing buildings, both on the same and opposite sides of a street, the dominance of that pattern and rhythm must be respected and not disrupted.
7. New construction should be consistent with existing buildings along a street in terms of height, scale, setback, and rhythm; relationship of materials, texture, details, and color; roof shape; orientation; and proportion and rhythm of openings.

The setback from front and side yard property lines established by adjacent historic buildings must be maintained. When a definite rhythm along a street is established by uniform lot and building width, infill new buildings should maintain 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*

Infill construction on the 1400 - 1600 blocks of Boscobel Street may have widths up to 40'.

4. Relationship of Materials, Textures, Details, and Material Colors

The relationship and use of materials, textures, details, and material color of a new building's public facades shall be visually compatible with and similar to those of adjacent buildings, or shall not contrast conspicuously.

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.

Primary entrances should be 1/2 to full-light doors. Faux leaded glass is inappropriate.

Generally front doors should be 1/2 to full-light. Faux leaded glass is inappropriate.

8. Outbuildings

(Although the MHZC does not review use itself there are additional ordinance requirements for buildings that 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.)

- a. *Garages and storage buildings should reflect the character of the existing house and surrounding buildings and should be compatible in terms of height, scale, roof shape, materials, texture, and details.*

Outbuildings: Height & Scale

- On lots less than 10,000 square feet, the footprint of a DADU or outbuilding shall not exceed seven hundred fifty square feet or fifty percent of the first floor area of the principal structure, whichever is less.*
- On lots 10,000 square feet or greater, the footprint of a DADU or outbuilding shall not exceed one thousand square feet.*
- The DADU or outbuilding shall maintain a proportional mass, size, and height to ensure it is not taller or wider than the principal structure on the lot. The DADU or outbuilding height shall not exceed the height of the principal structure, with a maximum eave height of 10' for one-story DADU's or outbuildings and 17' for two-story DADUs or outbuildings. The roof ridge height of the DADU or outbuilding must be less than the principal building and shall not exceed 25' feet in height.*

Outbuildings: Character, Materials and Details

- Historically, outbuildings were either very utilitarian in character, or (particularly with more extravagant houses) they repeated the roof forms and architectural details of the houses to which they related. Generally, either approach is appropriate for new outbuildings. DADUs or out buildings located on corner lots should have similar architectural characteristics, including roof form and pitch, to the existing principal structure.*
- DADUs or outbuildings with a second story shall enclose the stairs interior to the structure and properly*

fire rate them per the applicable life safety standards found in the code editions adopted by the Metropolitan Government of Nashville.

Outbuildings: Roof

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

Outbuildings: Windows and Doors

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

Outbuildings: Siding and Trim

- Brick, weatherboard, and board-and-batten are typical siding materials.*
 - Exterior siding may match the existing contributing building’s original siding; otherwise, siding should be wood or smooth cement-fiberboard lap siding with a maximum exposure of five inches (5”), wood or smooth cement-fiberboard board-and-batten or masonry.*
 - Four inch (4” nominal) corner-boards are required at the face of each exposed corner.*
 - Stud wall lumber and embossed wood grain are prohibited.*
 - Four inch (4” nominal) 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.*

b. Garages, if visible from the street, should be situated on the lot as historically traditional 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 configurations would be two 1-bay buildings with or without parking pads for additional spaces or one 2-bay building.*
- A DADU or outbuilding may only be located behind the principal structure in the established rear yard. The DADU or outbuilding is to be subordinate to the principal structure and therefore should be placed to the rear of the lot.*
- There should be a minimum separation of 20’ between the principal structure and the DADU or outbuilding.*

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

Driveway Access.

- *On lots with no alley access, the lot shall have no more than one curb-cut from any public street for driveway access to the principal structure as well as the detached accessory dwelling or outbuilding.*
- *On lots with alley access, any additional access shall be from the alley and no new curb cuts shall be provided from public streets.*
- *Parking accessed from any public street shall be limited to one driveway for the lot with a maximum width of twelve feet.*

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.*
- *The DADU cannot be divided from the property ownership of the principal dwelling.*
- *The DADU shall be owned by the same person as the principal structure and one of the two dwellings shall be owner-occupied.*
- *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.*

c. The location and design of outbuildings should not be visually disruptive to the character of the surrounding buildings.

9. Appurtenances

Appurtenances related to new buildings, including driveways, sidewalks, lighting, fences, and walls, shall be visually compatible with the environment of the existing buildings and sites to which they relate.

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.

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.

Background: 1814 Shelby Avenue is a one and a half-story home built circa 1930. It is a contributing structure in the Lockeland Springs-East End Neighborhood Conservation Zoning Overlay.



Figure 1: 1814 Shelby Avenue.

Analysis and Findings: This application is for a new outbuilding at the rear of this corner lot to be used as a detached accessory dwelling unit (DADU). The applicant requests a setback determination for the left side setback as the proposed location is on an existing concrete slab on the side property line.

Site Planning & Setbacks:

	MINIMUM	PROPOSED
Building located towards rear of lot	-	Yes
Space between principal building and Garage	20'	~56'
Rear setback (to alley)	3'	3'
L side setback (facing side street)	20'	0'
R side setback	5'	19'
How is the building accessed?	-	From side street
Two different doors rather than one large door (if street facing)?	-	n/a



Figure 2: Viewed from South 19th St, existing slab visible at left.

The applicant requests a setback determination for the left side setback, facing 19th Street, for the requested zero feet (0') to the side property line. Base zoning requires a twenty-foot (20') setback when garage doors face the side street. In addition, Section II.B.8 on Outbuildings specifies that for a corner lot, the setbacks of a new outbuilding should match the context of homes on the street, when there is historic context. The Commission has reduced setbacks for outbuildings on corner lots to as little as ten feet (10'). The existing historic home on the lot has a setback of twelve feet (12'); therefore, a setback for the outbuilding of twelve feet (12') could be appropriate. Staff finds that an outbuilding that sits on the side property line not only does not meet the design guidelines, but also could create unsafe conditions for pedestrians on the sidewalk and cars driving down the alley. One reason for the deeper side setback for corner lots is that cars driving down the alley to exit onto South 19th Street need to be able to see oncoming traffic. A garage that is on the side property line will obscure views of the street from the alley.

Additionally, on a lot with alley access, any additional access is generally required to be from the alley and not from the public street. Metro Public Works has told MHZC staff that they would not support the driveway as proposed, as it accesses the street too close to the alley, creating an unsafe condition. Metro Public Works will only approve alley access. Because of the different concerns regarding the outbuilding's setbacks and site requirements, staff finds that the setbacks do not meet the design guidelines as proposed. The outbuilding, however, could be approved if it were accessed via the alley, with an alley setback of at least five feet (5') and a South 19th Street setback of twelve feet (12'), matching the side street setback of the historic house. Staff therefore recommends that the side street setback is increased to no less than twelve feet (12') from the side property line, and the rear setback (facing the alley) is increased to at least five feet (5').

Massing Planning:

	Existing conditions (height of primary structure)	Potential maximums	Proposed (should be the same or less than the lesser number to the left)
Ridge Height	27'	25'	22' 6"
Eave Height	10'	10'	12'

The proposed square footage of the outbuilding is four hundred and ninety-six square feet (496 sq. ft.) which is an appropriate footprint for the lot, which is seven thousand, four hundred and thirteen square feet (7,413 sq. ft.). The overall height of twenty-two feet, six inches (22' 6") is compatible with the twenty-five foot (25') ridge height of the house. The existing pad is at the street level. However, the yard has a retaining wall thirty-two inches (32") higher, so the eave height as drawn is twelve and a half feet (12 ½ ') from the grade on which the structure is built (See Figure 2 and Figure 3). Staff recommends that the eave height not exceed ten feet (10') from the grade on which the outbuilding is built. With this condition, the height, eave height and footprint meet the design guidelines for height and scale.

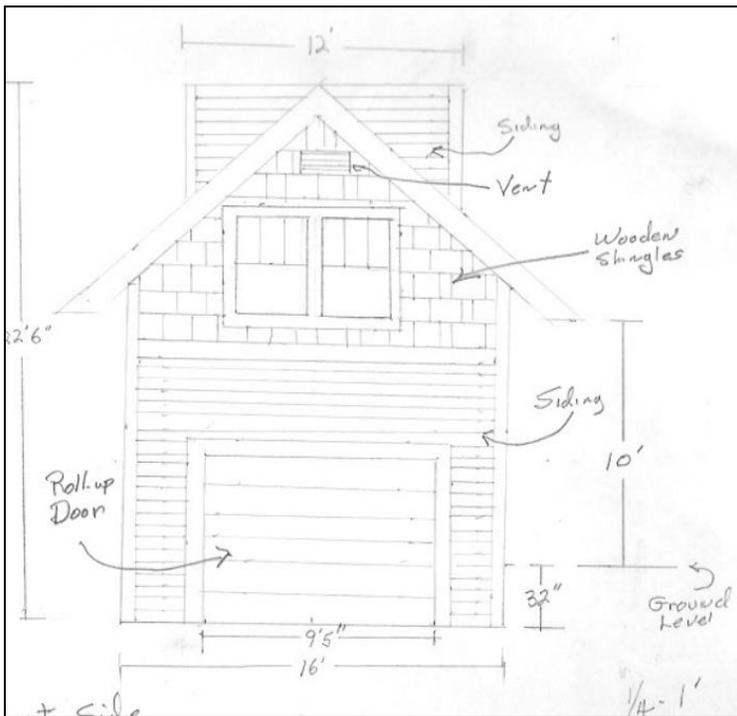


Figure 3: Side street elevation, indicating the eave height benefiting from the change in ground level. Also see Figure 2 for existing conditions.

Design Standards: The materials, proportions, and overall character of the outbuilding will be similar to the house. Staff finds the design of the proposed outbuilding to meet section II.B.1.h of the design guidelines

Roof Shape:

Proposed Element	Proposed Form	Typical of district?
Primary form	Gable	Yes
Primary roof slope	10/12	Yes
Dormer form	Shed	Yes
Dormer roof slope	Flat	No

The proposed dormers inset two feet (2') from the wall below them. They have a flat roof form which is atypical and contrasts with traditional roof forms. They are also more wall than window, which is atypical of dormers historically. Dormers generally should have at least a 2/12 pitch and should be at least 50% glazing instead of wall. With the condition that the dormers are revised with at least 2/12 pitch, and the dormers have no less than 50% glazing, the application will meet section II.B.8 for roof form for outbuildings.

Material:

	Proposed	Color/Texture/Make/Manufacturer	Typical of Neighborhood	Requires Additional Review
Foundation	Concrete block	n/a	Yes	No
Cladding	Wood or fiber-cement lap siding	Not indicated	Yes	Yes
Secondary cladding	Wooden shingles	n/a	Yes	No
Roofing	Architectural shingles, asphalt	Not indicated	Yes	Yes
Trim	Wood or fiber cement boards	Smooth	Yes	No
Windows	Not indicated	Not indicated	Unknown	Yes
Pedestrian Door	Not indicated	Not indicated	Unknown	Yes
Garage Door	Not indicated	Not indicated	Unknown	Yes

With staff's final review of the windows, doors, garage door, roofing color, and cladding, staff finds that the 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?	Yes	
If dormers are used, do they cover less than 50% of the roof plane where they are located as measured from side-to-side?	Yes	
If dormers are used, do they sit back from the wall below by at least 2'?	Yes	
Is the roof pitch at least 4/12?	Yes	
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	

Although the height, scale, materials, and general requirements for outbuilding meet the design guidelines and the DADU Ordinance, 17.16.030.G., staff finds that the dormer roof form and the DADU's setbacks require the conditions indicated to meet the design guidelines.

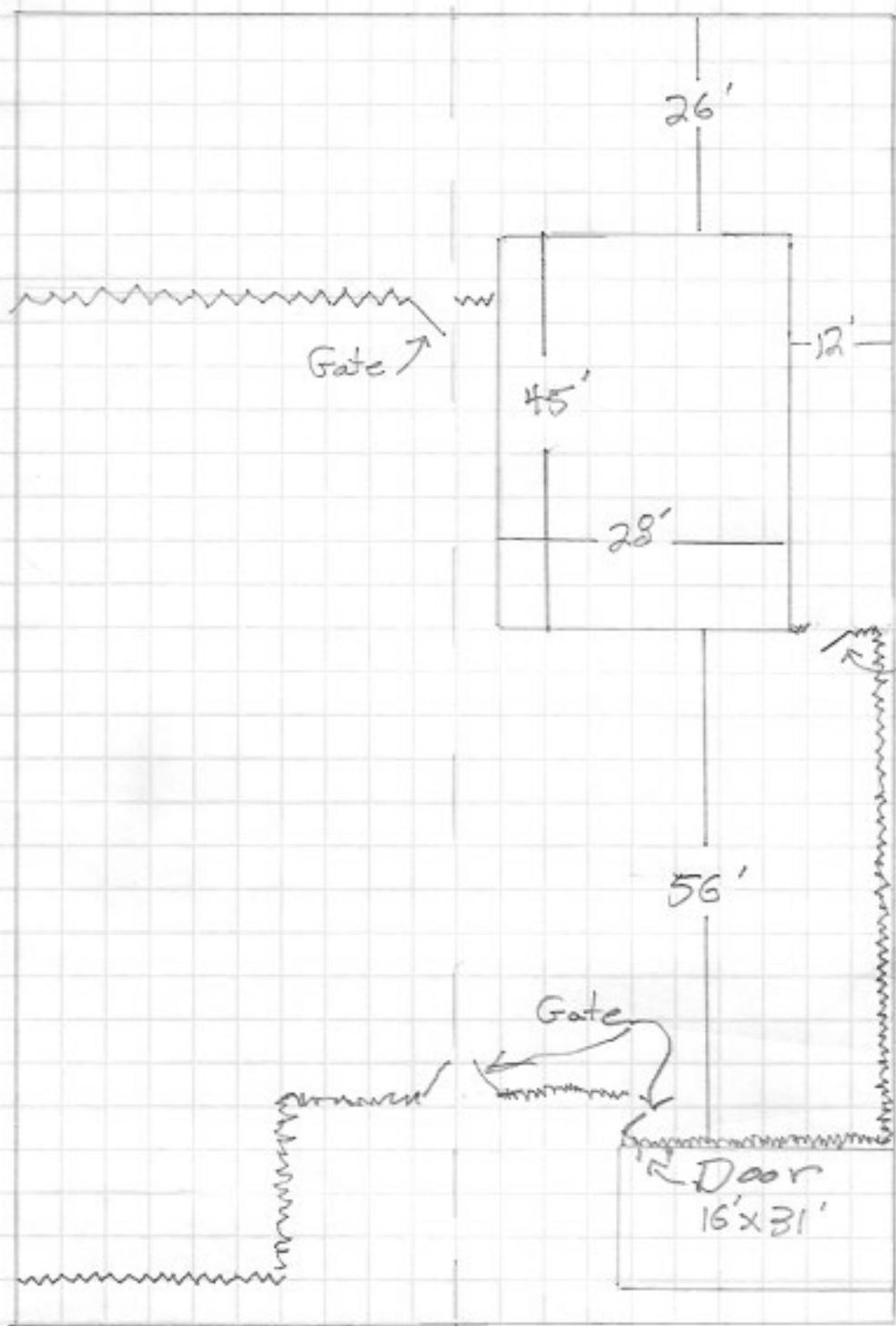
Recommendation:

Staff recommends approval, with the conditions:

1. The side street setback is at least twelve feet (12') matching the side setback of the historic home, and the rear setback (alley side) is increased to at least five feet (5');
2. The outbuilding is accessed from the alley and not the side street;
3. The dormers are revised to have at least a 2/12 roof slope and at least 50% glazing;
4. The eave height shall not exceed ten feet (10') from grade;
5. Staff have final review of materials, including windows, doors, garage door, roofing color, and cladding.

With these conditions, staff finds that the proposed application will meet section II.B.3 and II.B.8 of the Lockeland Springs-East End Neighborhood Conservation Zoning Overlay design guidelines.

Shelby Ave.



19th St,

Gate

56'

Gate

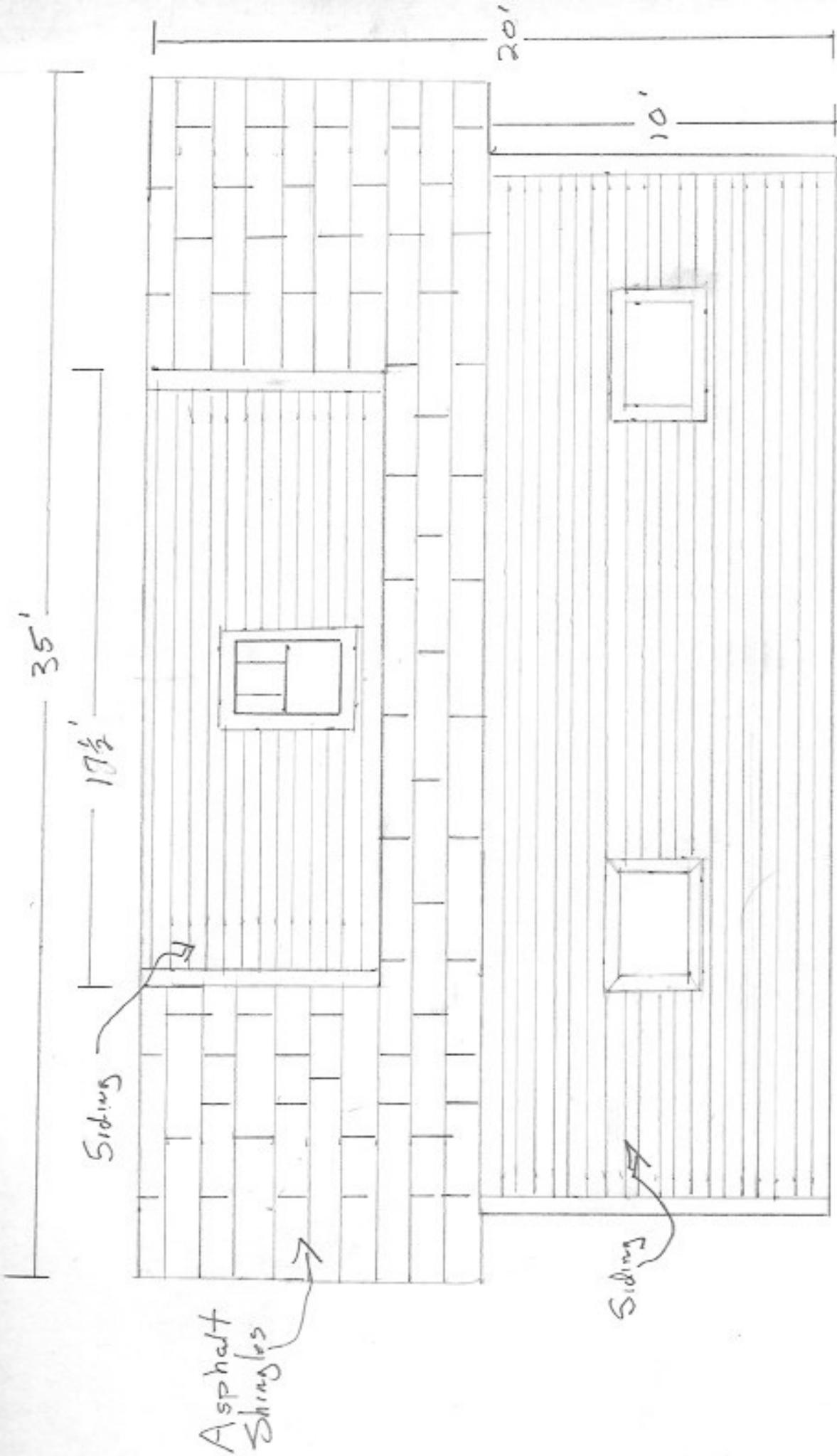
Door
16' x 31'

wicker-fence

ALLEY

5045
Emil Holloway
1814 Shelby Ave
37206

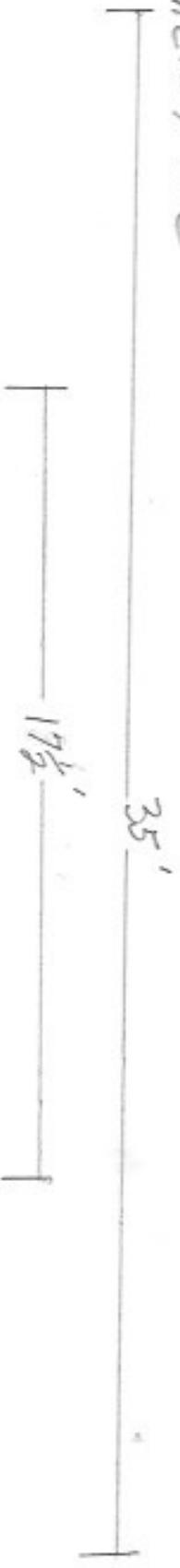
Emil Holloway 1045
1814 Shelby Ave



South Side

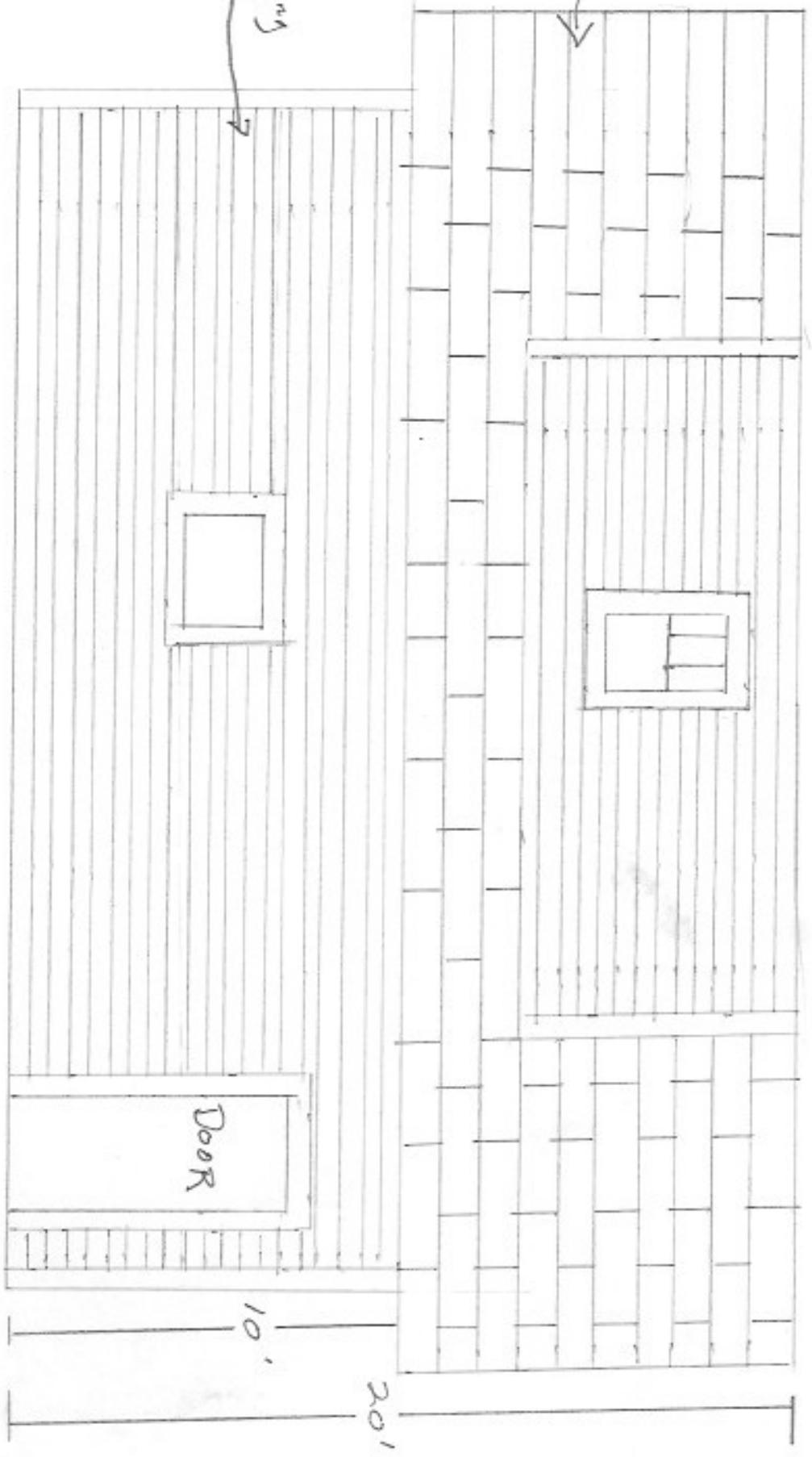
1/4

Emil Holloway
1814 Shelby Ave 207 5



Asphalt
Shingles

Siding



North side

Door

10'

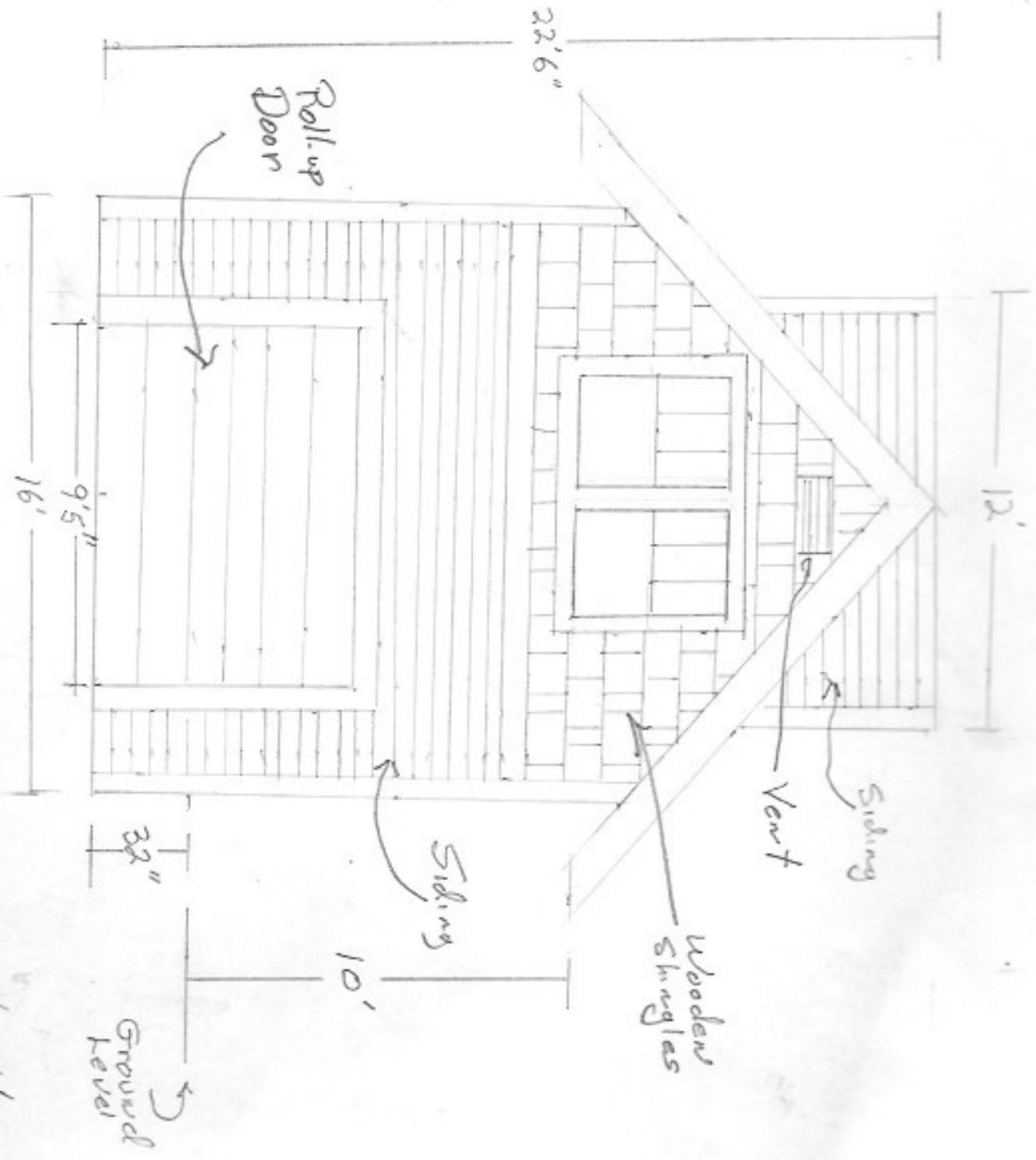
20'

1/4

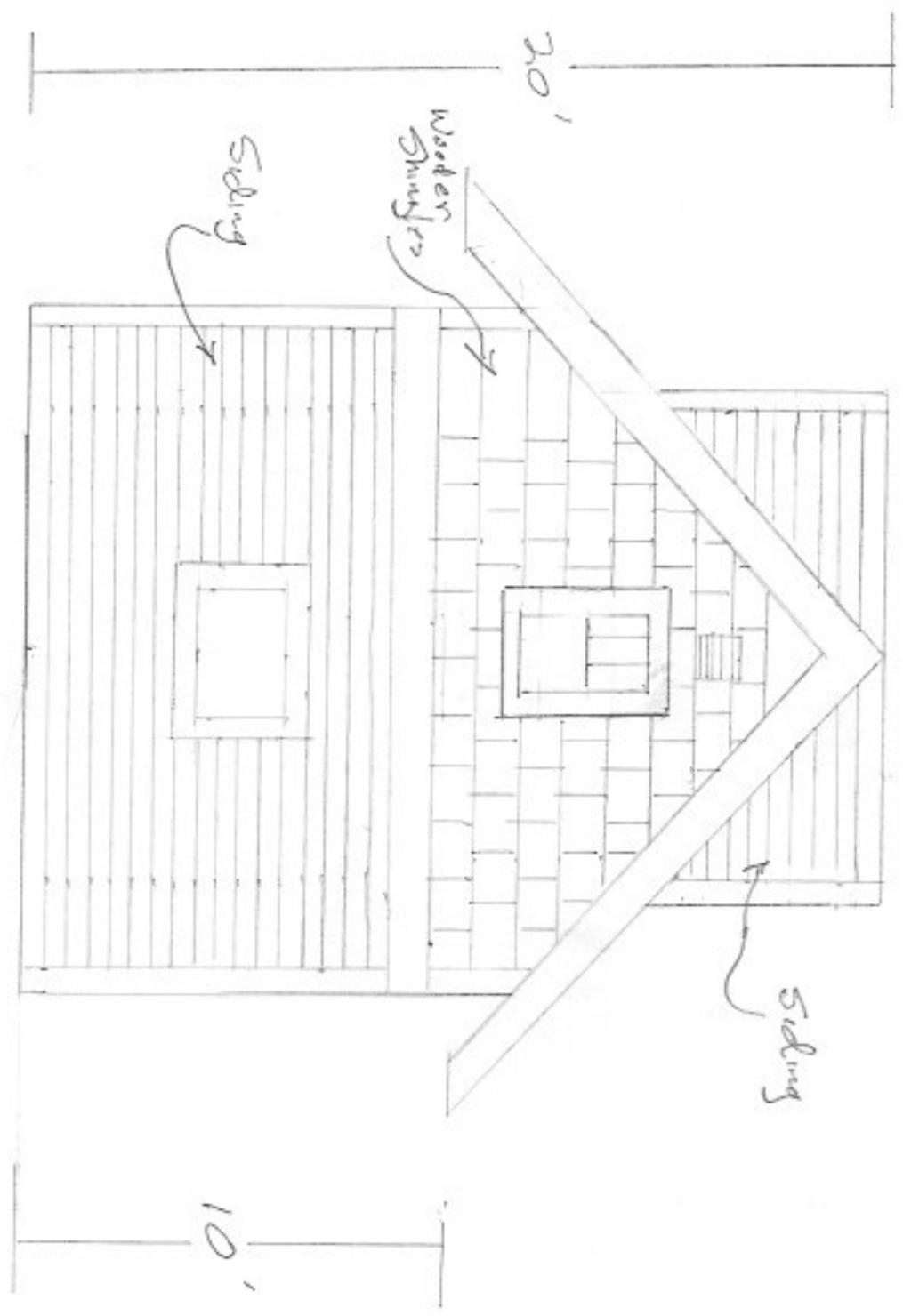
E411 Holloway
1814 Shelby Ave

3 of 5

East Side



Emil Holloway 4 of 5
1814 Shelby Ave



West Side

1/4

From: **York, Benjamin (Public Works)** <ben.york@nashville.gov>
To: **Baldock, Melissa (Historical Commission)** <Melissa.Baldock@nashville.gov>
CC: **Hoffman, Paul (Historical Commission)** <Paul.Hoffman@nashville.gov>
Subject: RE: Question on two cases we have this month
Date: 03.06.2020 18:29:38 (+0000)

See below in red.

We are doing well. Working from home and loving it. I actually get more work done at home.

Thanks
Ben

Benjamin L. York, P.E.
Metropolitan Government of Nashville

Department of Public Works Engineering Division
720 South Fifth Street
Nashville, Tennessee 37206
Ph (615) 862-8758 Fax (615) 862-5568

From: Baldock, Melissa (Historical Commission) <Melissa.Baldock@nashville.gov>
Sent: Wednesday, June 3, 2020 12:55 PM
To: York, Benjamin (Public Works) <ben.york@nashville.gov>
Cc: Hoffman, Paul (Historical Commission) <Paul.Hoffman@nashville.gov>
Subject: Question on two cases we have this month

Ben,

I hope you're doing well in these crazy times. Are you working from home or in the office?

I have two questions for you about two cases we have this month, if you have some time to look at them.

The first is 920 West Eastland. That lot extends through to Cleveland Street so that the rear property line is along Cleveland Street. Would you allow a curb cut to access the rear of the lot off of Cleveland? The site plan is attached. **Access to Cleveland would not be my first choice, however, there is not a codified reason as to why we would not permit a driveway.**

The second is 1814 Shelby Avenue, a corner lot with an alley. They want to use an existing slab area, but that area sits right on the side street property line and is just off of the alley by about a few feet. That site plan is attached too. Would you allow them to use the curb cut that seems to be there? We want them to meet the base zoning setbacks and come in off the alley, but I wanted to see what your department would say if this weren't in an historic overlay – or if my Commission did approve it for some reason, would you approve it? **Unlike the other one, there is a codified reason to disprove this one. They are accessing the street too close to the alley. MPW would be supportive of access via the alley only. Also, the site plan for this one was not attached.**

Thanks!

Melissa

Melissa Baldock
Metro Historic Zoning Commission
3000 Granny White Pike
Nashville, TN 37206
615-862-7970 x.79773
Melissa.baldock@Nashville.gov

Looking for an enriching activity while practicing social distancing? Take a virtual tour of historic sites in Nashville on Nashville Sites! Visit <https://nashvillesites.org/tours> for 20+ options.