

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

945 S Douglas Avenue, Unit #1

January 20, 2021

Application: New Construction – Infill/Part II SP

District: Waverly-Belmont Neighborhood Conservation Zoning Overlay

Council District: 07

Base Zoning: SP

Map and Parcel Number: 105130289.00

Applicant: Martin Wieck, Nine12 Architects

Project Lead: Jenny Warren, jenny.warren@nashville.gov

Description of Project: This is an application for the construction of an infill structure as part of a part II historic review of an SP zoning.

Recommendation Summary: Staff recommends disapproval finding that the proposed infill does not meet the conditions of the part I SP approval for massing: specifically, the ridge is too tall, the form is not a true two-story or less and the garage exceeds the approved massing. The project does not meet section III.A. for height, III.B. for scale and III.E for roof shape (form) of the Waverly-Belmont Neighborhood Conservation Zoning Overlay 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.



Figure 1. Approved site plan

Background: 945 S Douglas is a large parcel at the corner of S Douglas Avenue and 10th Avenue South, in the Waverly-Belmont Neighborhood Conservation Zoning Overlay. Until recently, a non-contributing church sat on the site. The Commission approved a part I SP for this site in December 2018, recommending approval of the site plan and general building massings to the Planning Commission. The Planning Commission approved the SP. The applicant is required to return to MHZC with elevations for the final design approval for the individual units. This application is for Unit #1, as seen in Figure 1.

Analysis and Findings: When reviewing the Part I SP, the Commission discussed the proposed massing of the units and ultimately recommended that a variety of heights and forms should be used across the site, to help it fit into the historic context. The Commission specified which units should be one-and-a-half or two-stories tall and set maximum eave and ridge heights for each unit to help ensure variety. Commissioners stated that they did not wish to see each unit max out the allowable heights and widths and would review the final designs using these parameters as a guide.

Form, Height & Scale: Unit #1 was approved to have a maximum two-story form with a maximum ridge height of thirty-five feet (35') and maximum eave height of nineteen feet, eight inches (19'8").

Form & Scale: The two-story form on the street-facing houses was suggested by staff at the part I SP hearing because the applicant was proposing to construct all one-and-a-half story houses here and to have them all be very large, with thirty-five foot (35') ridge and fifteen foot, four inch (15'4") eave heights. Staff suggested allowing two true two-story houses along the street with higher eaves (approved at 19'8"), while requiring the one-and-a-half story houses to have a variety of ridge heights and a lower eave (approved at 12'), more in keeping with historic examples of one-and-a-half story historic houses in the nearby context.

Particularly given that the two-story form was a concession on the part of MHZC, staff finds that the submitted design pushes the boundaries of what a two-story structure is. There are two windows at the third level on the front elevation and, as will be discussed further, the roof is extremely tall, accounting for one-third of the height of the structure. It is unclear whether there is actual occupiable space above the second floor, but visually, this house, which was approved as a maximum two-story structure, reads as a two-and-a-half story house.

The building and roof shapes are replicas of a Victorian-era design, which is not typical for this neighborhood and the guidelines discourage replicas. Twelve percent of the buildings are some type of Victorian-era design. The majority of those are one and one-half stories with fairly simple forms. The most common form for two-story Victorian-era buildings are gabled-ells and only one building has a turret. This type of high-style Victorian is more typical of earlier neighborhoods such as Edgefield. Please see the section on "roof shape" for additional analysis of the proposed roof form.

The proposed width of the house is forty feet (40'). This matches the proposed width on the site plan for the part I SP. This is among the widest houses in the development. (The part I SP report recommended approving the proposed widths which it stated varied from thirty-one to thirty-nine feet (31'-39'). This should have read thirty-one feet to forty feet (31'-40').)



Figure 2. Proposed front elevation

Height: Staff normally measures eave and ridge heights from grade, in this situation, the grade is very irregular across the site. For the part I SP, the applicant submitted massing drawings with eaves measured from foundation height and ridge heights measured from grade, so staff analyzed it this way at the time. (Figure 5) Staff specifically clarified during the December 2018 hearing that the eave height recommendations were to be measured from foundation height in this case, rather than from grade.

The proposed infill has a nineteen-foot, eight inch (19'8") eave, as measured from the foundation height. This matches the maximum eave height that was approved.

The maximum ridge height was approved at thirty-five feet (35'). The Staff Recommendation for the part I SP references that the ridge should be measured from grade, and the massings provided by the applicant all measured it that way. Measured at the front, from the top of the turret to the grade, the house is about thirty-eight feet, six inches (38'6"). The applicant has suggested that the ridge heights should be taken from finished floor, like the eave heights, and recalls being given verbal staff approval to do this, however no record can be found of this agreement. As such, staff cannot recommend measuring differently than what was documented as approved by the Commission in the part I SP review. The grade is fairly sloped on this site and some regrading will be necessary. Even if the height is measured from grade about midway along the left elevation (roughly average grade), as seen in Figure 3, the ridge height is still too tall at approximately thirty-six feet, six inches (36'6") tall.



Figure 3. Left side elevation (north). Height at arrow is thirty-six feet, six inches (36'6") tall.

Staff reminds the Commission that at the part I hearing, the Commission discussed approving these parameters as maximums, and stated that the applicant should not max out the allowable massing on all of the infill structures. This project is maxing out all of the parameters. Taken from foundation height, the eave is at the absolute maximum the Commission allowed, the width is also at the maximum of the permitted width range, the overall height, even if measured from the finished floor, is just below the maximum height allowed – if measured from grade, even average grade, it exceeds the maximum height.

The project does not meet section III.A. for height, III.B. for scale and III.E for roof shape (form).

Setback & Rhythm of Spacing: The infill will be sited as per the approved part I SP. This house will have a twenty-foot (20') front setback, as will the next six (6) houses along this street face. These houses will all be about twenty-five feet (25') apart at the

front and will come closer further back, due to the curve of the parcel. Most will still maintain a distance of about ten feet (10'), but Unit #1 and Unit #2 will come a bit closer and will be about five feet (5') apart at the back corner. This condition was present in the part I SP and was approved. The right side of Unit 1 is next to the alley which will be used to provide access to the interior units. It sits about nine feet (9') from this property line, as approved.

The project meets the SP approval and section III.C for setback and rhythm of spacing for new construction.

Materials:

	Proposed	Color/Texture/ Make/Manufacturer	Approved Previously or Typical of Neighborhood	Requires Additional Review
Foundation	Concrete Block	Split Face	Yes	
Cladding	4" cement fiberboard lap siding	Smooth	Yes	
Secondary Cladding	Fishscale Shingle siding	N/A	Yes	
Roofing	Architectural Shingles	Color known	Yes	X
Trim	Wood	Smooth faced	Yes	
Brackets	Wood	N/A	Yes	
Front Porch floor/steps	Unknown	Unknown	Unknown	X
Front Porch Posts	Wood	Smooth wood	Yes	
Front Porch Railing	Wood	Smooth wood	Yes	
Front Porch Roof	Unknown	Unknown	Unknown	X
Chimney	Brick	Unknown	Yes	X
Windows	Not indicated	Needs final approval	Unknown	X
Principle Entrance	Unknown	Needs final approval	Yes	X
Side/rear doors	Unknown	Unknown	Unknown	X
Garage doors	Unknown	Unknown	Unknown	X
Walkway	Not indicated	Needs final approval	Unknown	X

Additional information is needed to determine if the materials meet section III.D. for new construction-materials.



Figure 3. South side elevation. Arrow indicated 13'6" height of roof.

Roof Shape: The project uses a traditional front and side gable with a 12 /12 slope, which is appropriate. However, it also uses a tall hipped double-pitched roof which has first a 12/12 and then a 6/12 slope. The applicant was encouraged to pursue different designs for the individual units rather than design them all the same, and staff appreciates that they are considering varied roof forms. However, this particular roof form is not common in the historic context – particularly on a house with this type of Victorian detailing. Additionally, the steep slope creates an inappropriate massing at the roof level, measuring more than thirteen feet (13') from eave to ridge, which is about one-third of the total building height.

Further, the design uses a turret feature on the front right corner. The turret adds a visual third story to a form that was capped at two-stories. The turret itself has a complicated eave design inconsistent with the context. Turrets are not a common feature of a district of this development era. Staff finds that the turret is inappropriate for its overall height, for the additional one-half story it visually adds to the form, and for its high-style design.

The proposal does not meet section III.E for roof shape.

Orientation: The infill faces the street and sidewalk. There is a walkway from the front door. The house has a wrap-around porch that is six feet (6') deep.

The project meets section III.F for new construction-orientation.

Proportion and Rhythm of Openings: The windows on the proposed infill are generally twice as tall as they are wide, thereby meeting the historic proportions of openings. There are two horizontal windows on the north side elevation (Figure 4) and two square windows on the front elevation (Figure 2). Staff finds that these windows could be appropriate as they are accent windows, not the dominant window type. Further, the horizontal windows are located well back on the side elevation. 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 Section III.G. for new construction-proportion and rhythm of openings.

Appurtenances & Utilities: The location of the HVAC and other utilities was not noted. Staff asks that the HVAC be located on the rear façade, or on a side façade beyond the midpoint of the house, and that utility meters be located on the side of the building, within five feet (5') of the front corner or on the rear or rear-side within five feet (5') of the rear corner. Alternative mechanical and utility locations must be approved prior to an administrative sign-off on building permit(s). The project meets section III.I. for new construction-utilities and III.J. for new construction-public spaces.

Outbuildings: As per the approved SP, all nineteen (19) of the houses in this project will include an attached garage accessed off of the rear private drive. The massing studies from the part I SP application show the attached garages for the thirty-five foot (35') tall one-and-a-half story units #1-#7 as subservient in height with a ridge height of approximately twenty-seven feet (27') from grade and an eave of fifteen feet, four inches (15'4") from foundation. (Figure 5) The proposed attached garage is a full two stories with a ridge height of about thirty-two feet (32') from grade and an eave of nineteen feet, eight inches (19'8"). While the Commission approved Unit 1 as a maximum two-story structure, the ridge height was not increased. The garage height should remain at approximately twenty-seven feet (27') and its connector should be below the ridge line.



Figure 4. North side elevation

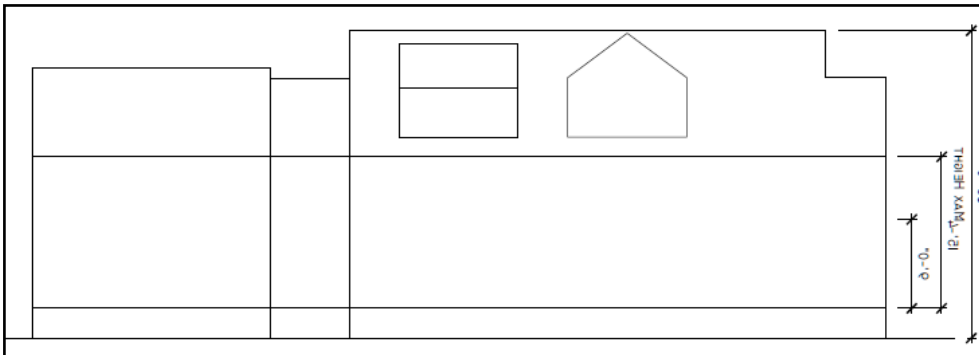
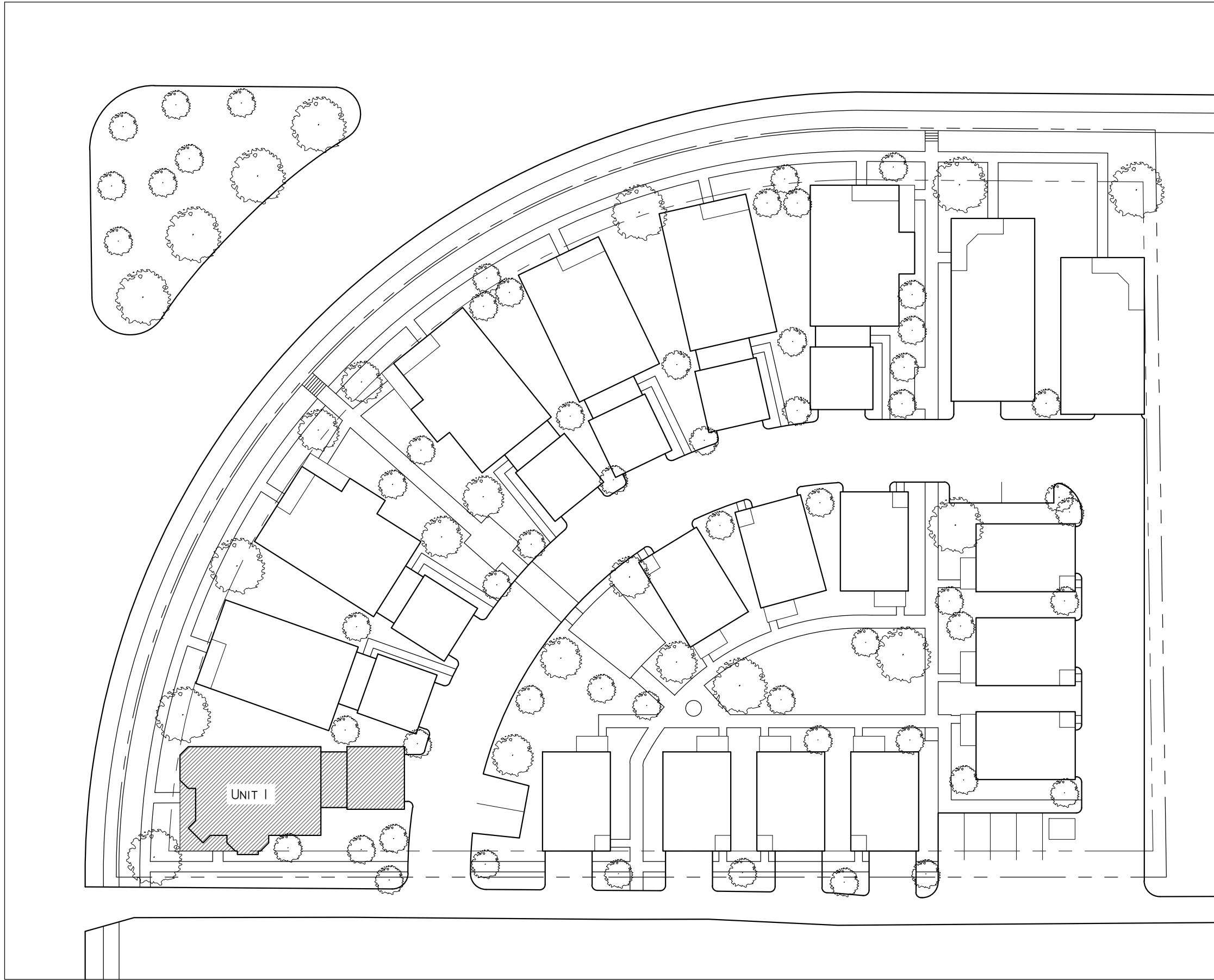


Figure 5. Massing study from Part I SP application

Staff finds that the proposed attached garage is inconsistent with the massing and site plan of the approved SP.

Recommendation: Staff recommends disapproval finding that the proposed infill does not meet the conditions of the part I SP approval for massing: specifically, the ridge is too tall, the form is not a true two story or less and the garage exceeds the approved massing. The project does not meet section III.A. for height, III.B. for scale and III.E for roof shape (form) of the Waverly-Belmont Neighborhood Conservation Zoning Overlay Design Guidelines.



PROPOSED SITE PLAN



SCALE: 1" = 40'-0"

NOT FOR CONSTRUCTION

NINE12 ARCHITECTS PROJECT #19172-1

REV: 0 DATE: 01.04.21 DESC: MHZC SUBMISSION

INFILL CONSTRUCTION - UNIT 1 AT:

945 S DOUGLAS AVE.

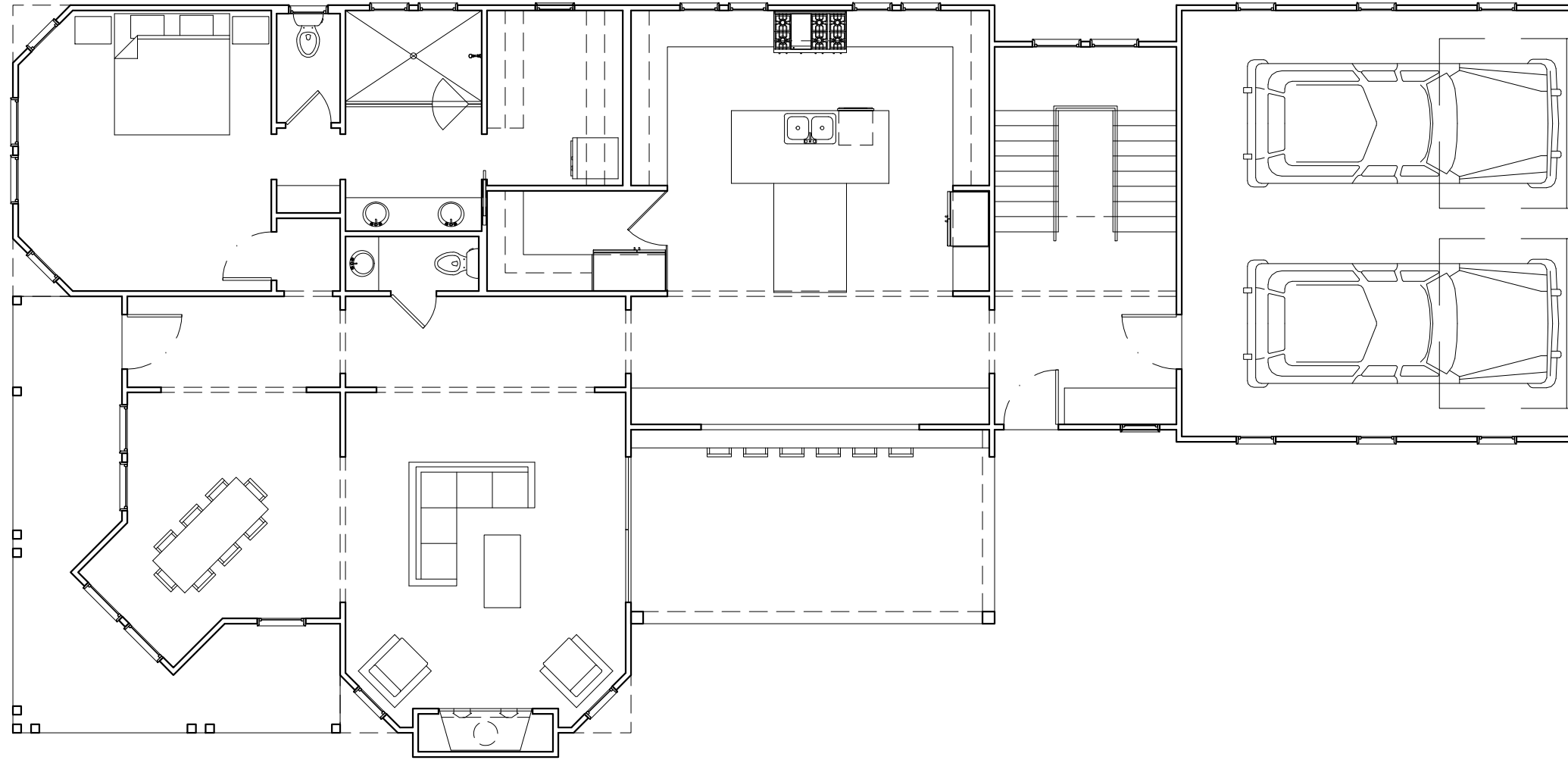
NASHVILLE, TN 37204



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SITE PLAN

01



FIRST FLOOR PLAN



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

NOT FOR CONSTRUCTION

NINE12 ARCHITECTS PROJECT #19172-1

INFILL CONSTRUCTION - UNIT 1 AT:
945 S DOUGLAS AVE.
NASHVILLE, TN 37204

REV: DATE: DESC:

0 01.04.21 MHZC SUBMISSION



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FLOOR
PLANS

02



NOT FOR CONSTRUCTION

NINE12 ARCHITECTS PROJECT #19172-1

INFILL CONSTRUCTION - UNIT 1 AT:
945 S DOUGLAS AVE.
NASHVILLE, TN 37204

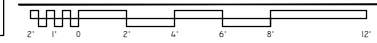
REV:	DATE:	DESC:
0	01.04.21	MHZC SUBMISSION



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1 SECOND FLOOR PLAN



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

FLOOR
PLANS

03



2 SOUTH ELEVATION
SCALE: 1/8"=1'-0"

NOT FOR CONSTRUCTION



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

NINE12 ARCHITECTS PROJECT #19172-1

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EXTERIOR ELEVATIONS

04



2 NORTH ELEVATION
SCALE: 1/8"=1'-0"



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

NOT FOR CONSTRUCTION

NINE12 ARCHITECTS PROJECT #19172-1

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EXTERIOR
ELEVATIONS

05