

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

**118 South 11th Street
March 17, 2021**

Application: New Construction—Infill
District: Lockeland Springs-East End Neighborhood Conservation Zoning Overlay
Council District: 06
Base Zoning: MUL-A
Map and Parcel Number: 08309022600 and 08309022500
Applicant: Gina Emmanuel, Centric Architecture
Project Lead: Melissa Baldock melissa.baldock@nashville.gov

Description of Project: Applicant proposes to construct infill on a vacant lot due to the March 3, 2020 tornado.

Recommendation Summary: Staff recommends approval of the project with the following conditions:

1. The finished floor height be consistent with the finished floor heights of the adjacent historic houses, to be verified by MHZC staff in the field;
2. A front walkway from the sidewalk to the front porch be added;
3. The rear twenty feet (20') have a one or one-and-a-half story form and a lower height;
4. The front porch columns have a cap and a base;
5. Staff approve the roof shingle color, the metal roof color and dimensions, a masonry sample, and all windows and doors prior to purchase and installation; and
6. The HVAC be located behind the house or on either side, beyond the mid-point of the house, and utility meters shall be located on the side of the building, within 5' of the front corner. Alternative mechanical and utility locations must be approved prior to an administrative sign-off on building permit(s).

With these conditions, staff finds that the proposed infill meets Section II.B. of the design guidelines for the Lockeland Springs-East End Neighborhood Conservation Zoning Overlay.

Attachments
A: Context Photos
B: Site Plan
C: Elevations

Vicinity Map:



Aerial Map:



Applicable Design Guidelines:

II.B. New Construction

1. Height

New buildings must be constructed to the same number of stories and to a height which is compatible with the height of adjacent buildings.

The height of the foundation wall, porch roof, and main roofs should all be compatible with those of surrounding historic buildings.

Infill construction on the 1400 -1600 blocks of Boscobel Street may be up to two-stories.

2. Scale

The size of a new building and its mass in relation to open spaces; and its windows, doors, openings, and porches should be visually compatible 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.

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.

5. Roof Shape

The roofs of new buildings shall be visually compatible, by not contrasting greatly, with the roof shape and orientation of surrounding 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.

Infill construction on the 1400 -1600 blocks of Boscobel Street may have flat roofs or roofs with a minimal slope.

6. Orientation

The site orientation of new buildings shall be consistent with that of adjacent buildings and shall be visually compatible. Directional expression shall be compatible with surrounding buildings, whether that expression is vertical, horizontal, or non-directional.

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.

7. 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.

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.

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.

Background: 118 South 11th Street was a c. 1895 one-story folk Victorian house (Figure 1). The house was significantly damaged in the March 3, 2020 tornado (Figures 2 & 3). In March 2020, MHZC staff issued an emergency demolition permit under the Rules of Order and Procedure VI.C.2.c, which allow for administrative issuance of demo permits for any structure that has become a major life-safety hazard and based on engineer's findings that the buildings were not reparable.



Figure 1. 118 South 11th Street prior to the March 3, 2020 tornado



Figure 2. The tornado damage



Figure 3. The tornado damage from the rear.

The site also included a one-story outbuilding at the rear (Figure 4). The Metro Property Assessor dates this outbuilding to 1956. Regardless of its date of construction, the structure's concrete block construction, materials, design, and location at the rear of the lot rendered it non-contributing. The structure was destroyed in the March 3, 2020 tornado (Figure 5).



Figure 4. Rear building prior to the 2020 Tornado.



Figure 5. 118 South 11th Street in March 2021

Analysis and Findings: Applicant proposes to construct infill on the now vacant lot due to the March 3, 2020 tornado.

Height & Scale: The proposed infill is a full two stories in height. Staff finds that this meets the historic context, as there are several two story houses in the immediate vicinity, including the house next door at 116 South 11th Street and 123, 125, and 127 South 11th Street, directly across the street. The addition's height of thirty-four feet, six inches (34'6") from grade and width of thirty-eight feet, two inches (38'2") at the front and thirty-nine six inches (39'6") towards the back are similar to other two story houses in the immediate vicinity.

Although the height and scale are similar to houses in the immediate context, staff finds that the infill's depth and overall scale are not. The infill has a depth of ninety-eight feet, six inches (98'6"), which is significantly deeper than the other two story houses in the immediate vicinities, which have depths ranging from forty feet to sixty-two feet (40'-62'). The depth does not meet section II.B.2. for its mass in relationship to open spaces. The fact that the entire depth is a full two stories makes the overall scale incompatible with the immediate historic context. Staff recommends that a condition of approval be that the rear twenty feet (20') have a one or one-and-a-half story form and a lower height.

With the condition that the rear twenty feet (20') be one or one-and-a-half stories in scale and lower in height, staff finds that the infill's height and scale to meet Sections II.B.1.and II.B.2. of the design guidelines.

Setback & Rhythm of Spacing: The infill meets all base zoning setbacks. It will be centered on the lot and will be five feet, one inch (5'1") from the left property line; five feet, two inches (5'2") from the right side property line, and over forty feet (40') from the rear property line. The front setback will be approximately twenty-eight feet (28'), which is similar to the house next door at 116 South 11th Street. (The house on the other side at 120 South 11th was also demolished after the tornado and MHZC has yet to review or approve infill on that lot).

Staff finds the infill's setback and rhythm of spacing to meet Section II.B.3. of the design guidelines.

Materials:

	Proposed	Color/Texture/Make/Manufacturer	Approved Previously or Typical of Neighborhood	Requires Additional Review
Foundation	Brick	Unknown	Yes	Yes
Cladding	5" cement fiberboard lap siding	Smooth	Yes	No
Roofing	Architectural Shingles	Unknown	Yes	Yes
Trim	Cement Fiberboard	Smooth faced	Yes	No
Front Porch floor/steps	Wood	Typical	Yes	No
Front Porch Posts	Wood	Smooth wood	Yes	No
Front Porch Roof	Metal	Unknown	Yes	Yes
Windows	Not indicated	Needs final approval	Unknown	Yes
Principle Entrance	Full light	Needs final approval	Yes	Yes
Side/rear doors	Not indicated	Needs final approval	Unknown	Yes
Driveway	Not indicated	Needs final approval	Unknown	X
Walkway	Not indicated	Needs final approval	Unknown	X

Staff recommends that the front porch columns have a cap and a base. Staff also recommends approval of the roof shingle color, the metal roof color and dimensions, a masonry sample, and all windows and doors prior to purchase and installation.

With the conditions that the front porch columns have a cap and a base and with staff's final approval of all materials, staff finds that the materials meet Section II.B.4. of the design guidelines.

Roof form: The infill's primary roof form is a gabled-ell, with a front facing gable and a hip. Such a roof form is found in the immediate historic context on 1103 Holly Street and 205 South 12th Street, and staff finds it to be appropriate. The front facing gable will have a 12/12 pitch and the hip will have a 7/12 and a 12/12 pitch. The side facades incorporate 8/12 gables to break up their long depths. Staff finds that these gable forms do not go far enough to reduce the overall scale of the infill. Staff therefore recommends that the back twenty feet (20') of the infill have a one or one-and-a-half story roof form.

With the condition that the back twenty feet (20') of the infill have a one or one-and-a-half story roof form, staff finds that the infill's roof form to meet Section II.B.5. of the design guidelines.

Orientation: The house is oriented to face South 11th Street, meeting the historic context. It has a partial width front porch with a depth of six feet (6'). Staff recommends a walkway from the sidewalk to the front porch. Vehicular access to the site will be via the rear alley, and uncovered parking will be at the rear of the lot.

Staff finds that the addition's orientation to meet Section II.B.6. of the design guidelines.

Proportion and Rhythm of Openings: The windows on the proposed infill are all generally twice as tall as they are wide, thereby meeting the historic proportions of openings. There are no large expanses of wall space without a window or door opening.

Staff finds the infill's proportion and rhythm of openings to meet Section II.B.7. of the design guidelines.

Appurtenances & Utilities: The location of the HVAC and other utilities was not noted. The HVAC shall be located behind the house or on either side, beyond the midpoint of the house, and utility meters shall be located on the side of the building, within 5' of the front corner or on the rear or rear-side within 5' of the rear corner. Alternative mechanical and utility locations must be approved prior to an administrative sign-off on building permit(s).

Recommendation Summary: Staff recommends approval of the project with the following conditions:

1. The finished floor height be consistent with the finished floor heights of the adjacent historic houses, to be verified by MHZC staff in the field;
2. A front walkway from the sidewalk to the front porch be added;
3. The rear twenty feet (20') have a one or one-and-a-half story form and a lower height;
4. The front porch columns have a cap and a base;
5. Staff approve the roof shingle color, the metal roof color and dimensions, a masonry sample, and all windows and doors prior to purchase and installation; and
6. The HVAC be located behind the house or on either side, beyond the mid-point of the house, and utility meters shall be located on the side of the building, within 5' of the front corner. Alternative mechanical and utility locations must be approved prior to an administrative sign-off on building permit(s).

With these conditions, staff finds that the proposed infill meets Section II.B. of the design guidelines for the Lockeland Springs-East End Neighborhood Conservation Zoning Overlay.

Context Photos: This block of South 11th Street was heavily damaged in the March 3, 2020 tornado.



The lot to the left of the site is also vacant.



The YCAP building to the left of the site is undergoing restoration.



Houses to the right of the site.



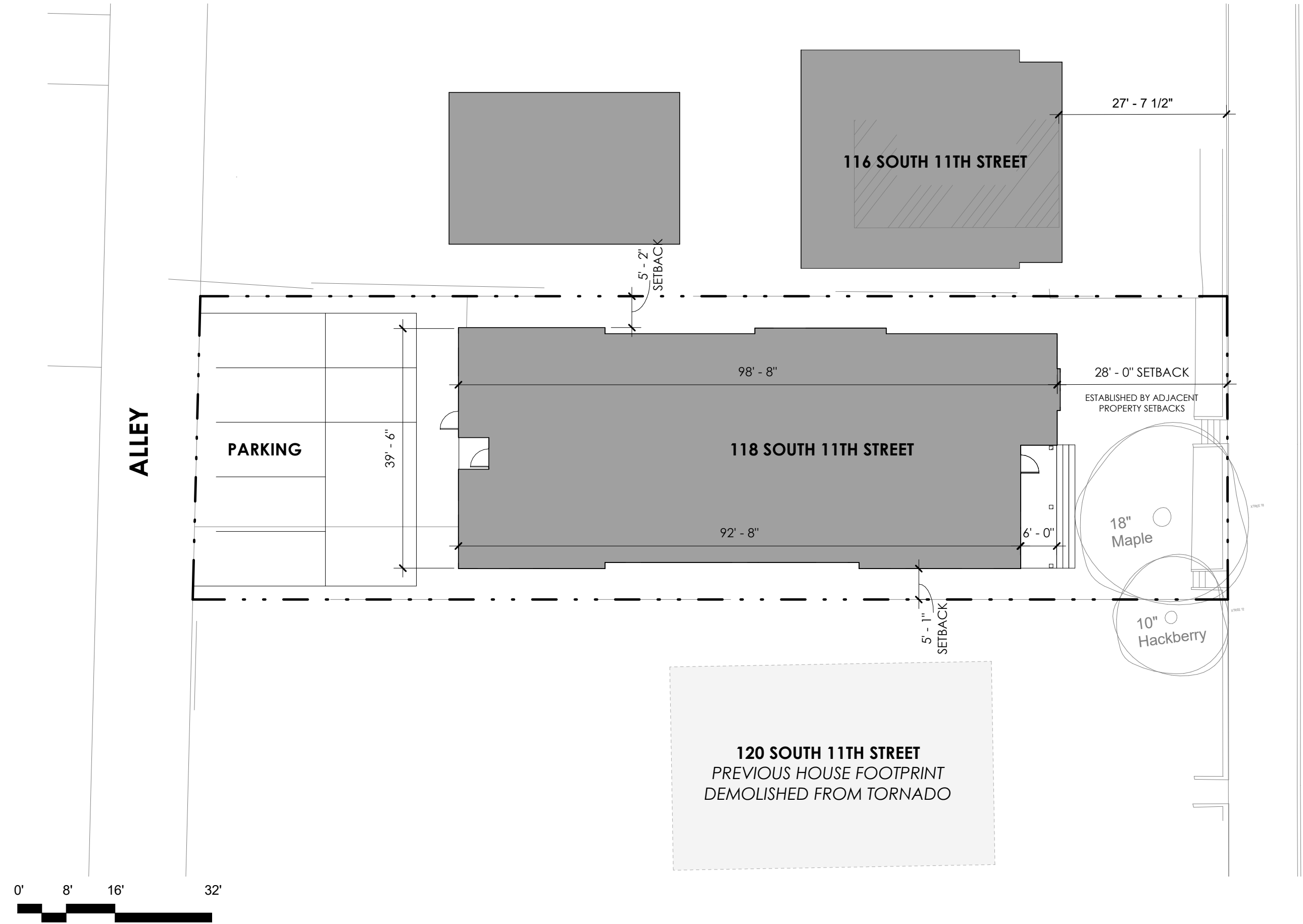
Houses directly across the street



Houses across the street



Houses across the street



ALLEY

PARKING

39' - 6"

118 SOUTH 11TH STREET

98' - 8"

92' - 8"

5' - 1"
SETBACK

6' - 0"

ESTABLISHED BY ADJACENT
PROPERTY SETBACKS

28' - 0" SETBACK

18"
Maple

10"
Hackberry

116 SOUTH 11TH STREET

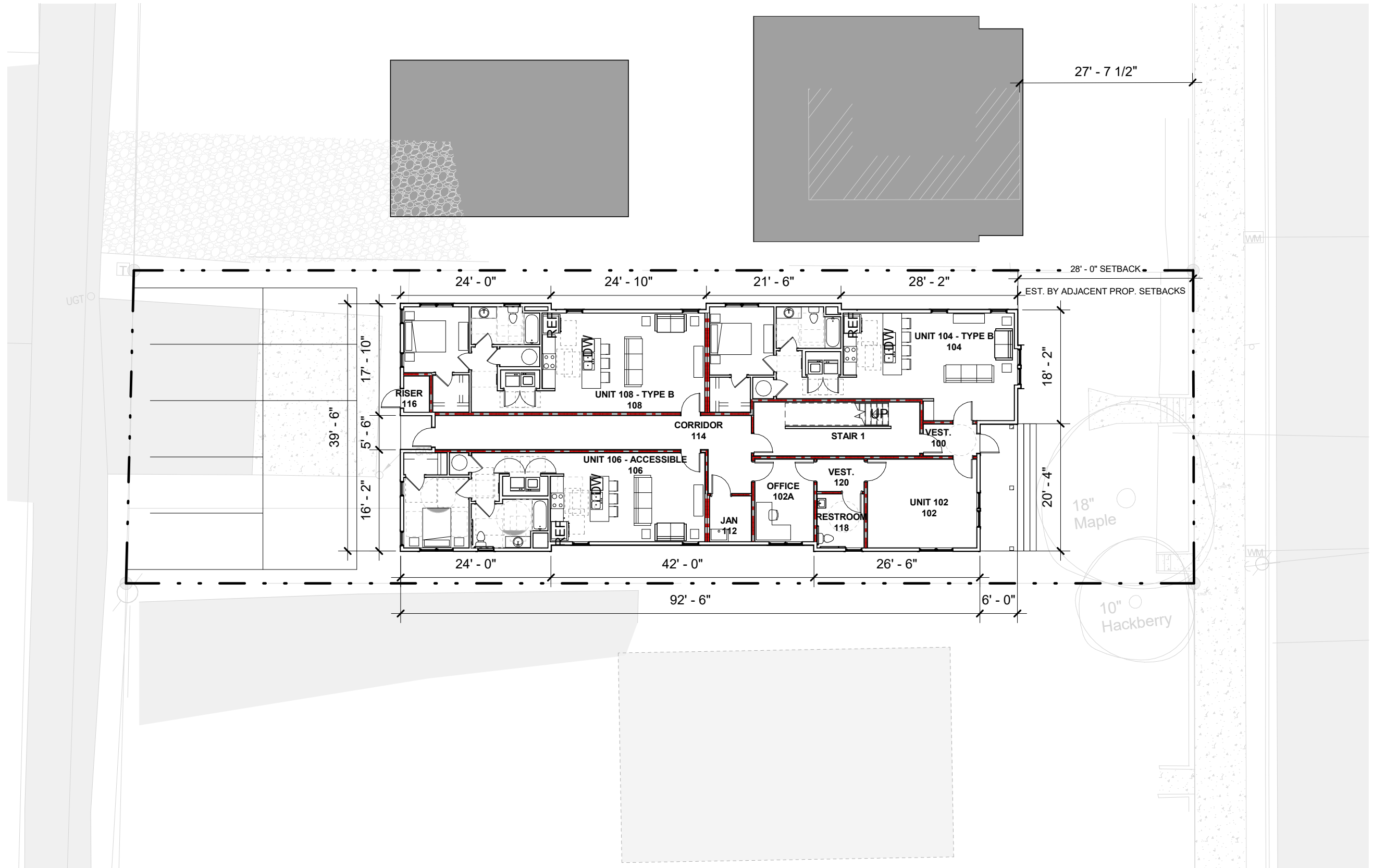
27' - 7 1/2"

120 SOUTH 11TH STREET
PREVIOUS HOUSE FOOTPRINT
DEMOLISHED FROM TORNADO

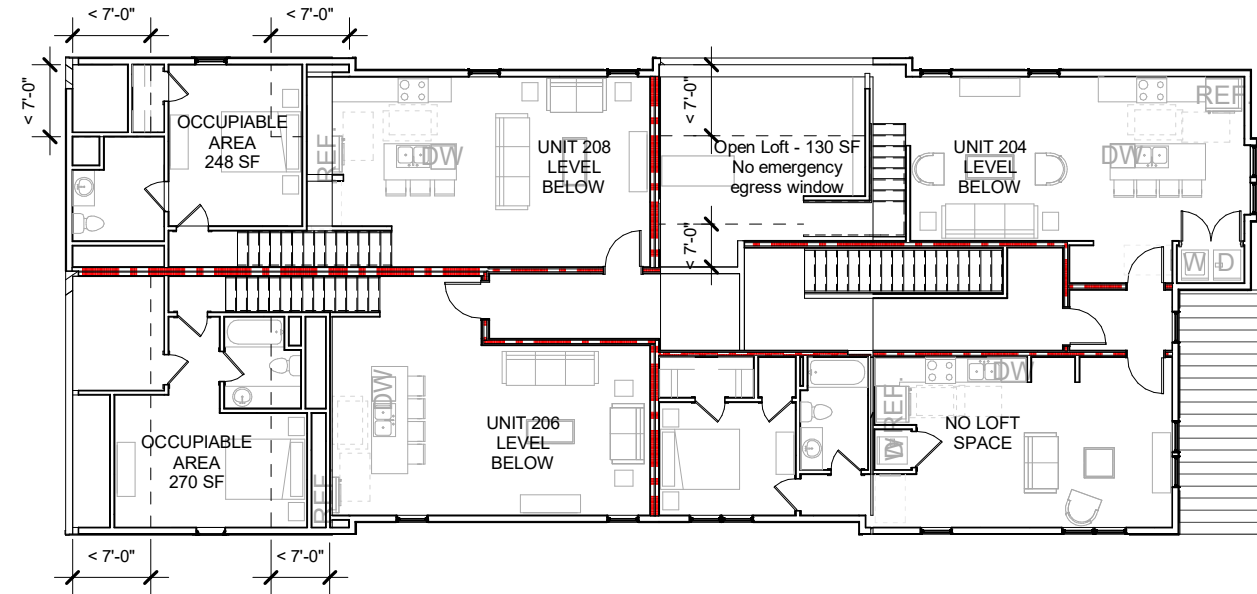
SOUTH 11TH STREET



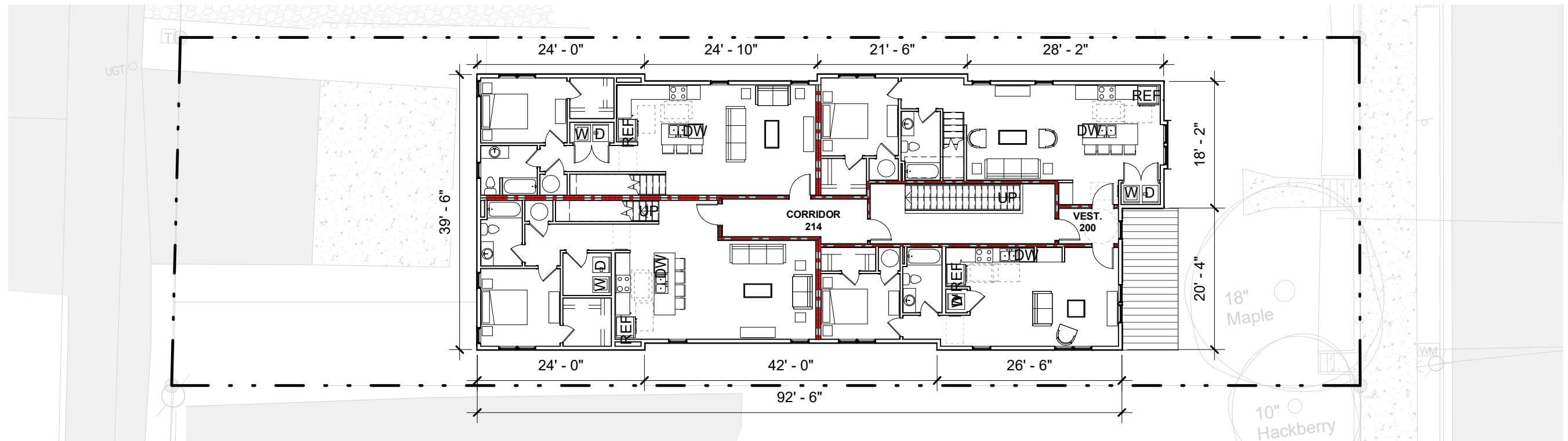
1ST FLOOR PLAN



LOFT FLOOR PLAN



2ND FLOOR PLAN





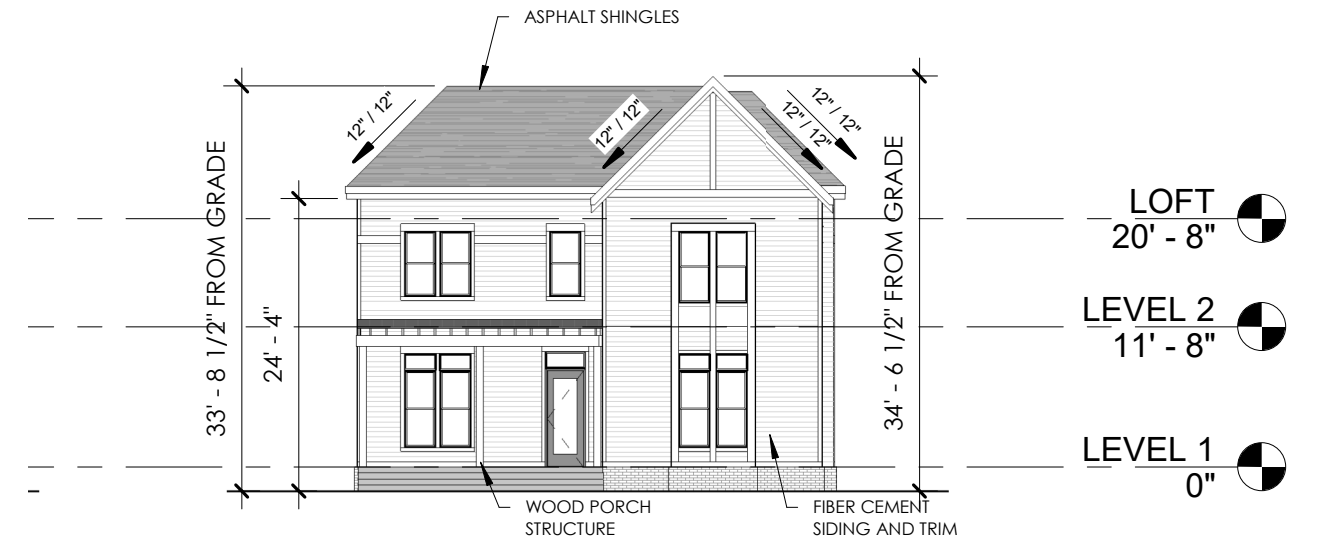
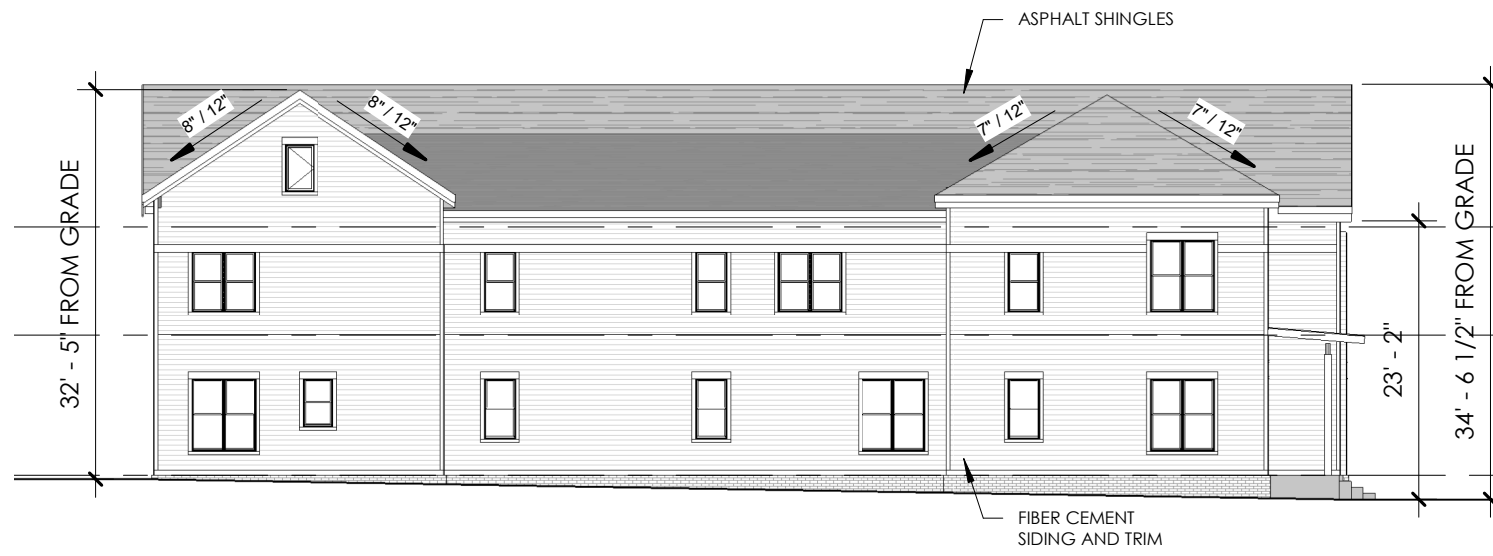
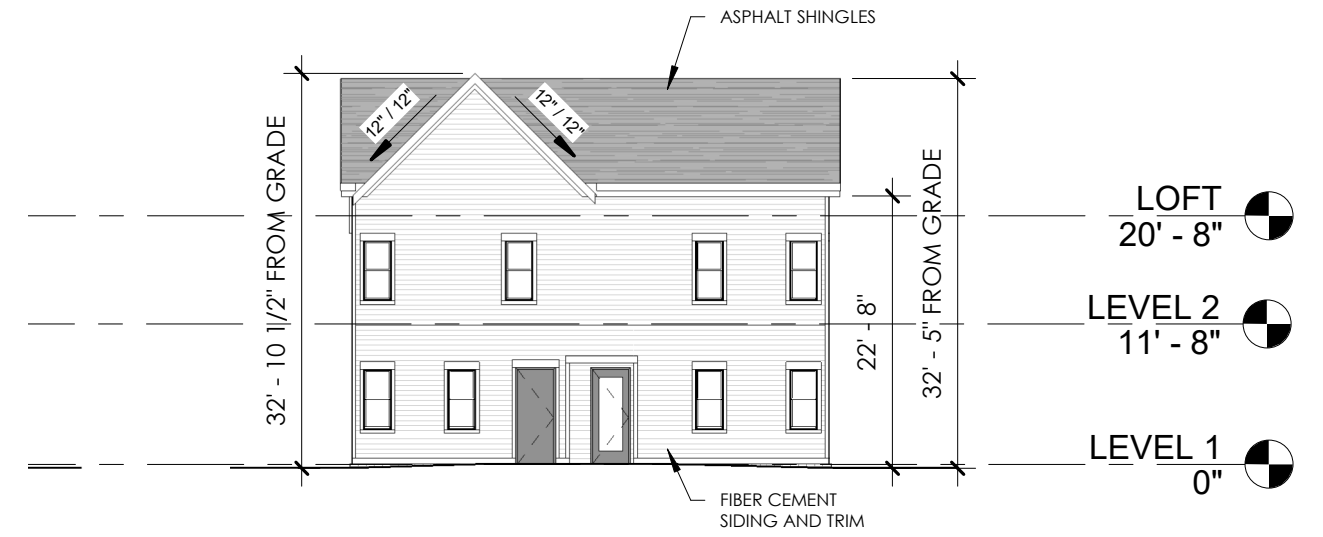
* HEIGHTS FROM FINISH FLOOR, NOT FROM GRADE. SEE ELEVATIONS FOR APPROXIMATE HEIGHTS FROM GRADE.

* NO MODIFICATIONS BEING ASKED FOR SIZE AND HEIGHT.

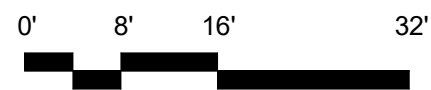
MASSING

118 SOUTH 11TH STREET

CENTRIC
ARCHITECTURE



* HEIGHTS FROM GRADE
ARE APPROXIMATE



* NO MODIFICATIONS BEING
ASKED FOR SIZE AND HEIGHT.

ELEVATIONS

118 SOUTH 11TH STREET

VIEW OF PROPERTY FROM HOLLY ST.



VIEW OF PROPERTY FROM HOLLY ST.



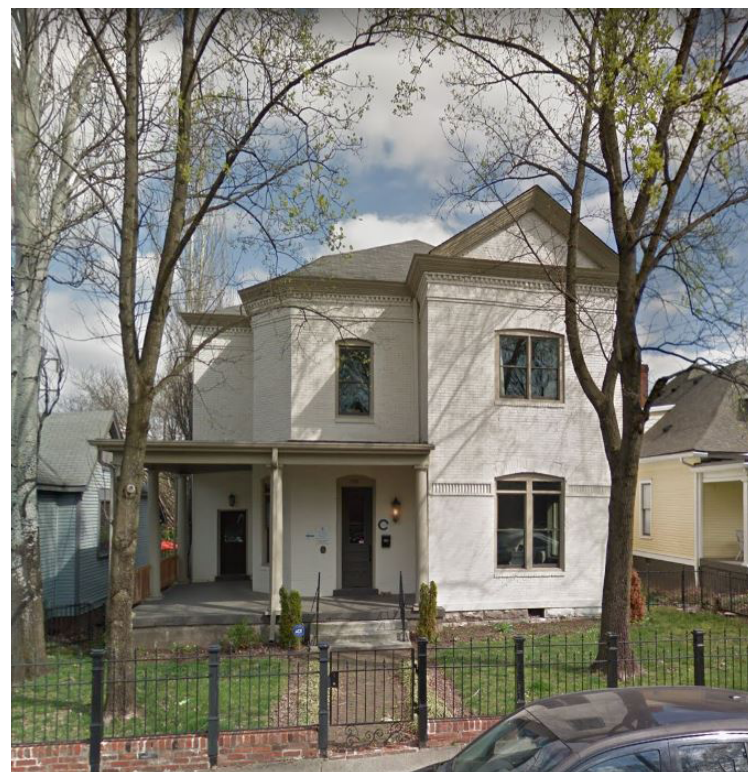
* ADJACENT PROPERTIES HAVE EXTENSIVE TORNADO DAMAGE. THESE ARE PRE-TORNADO IMAGES THAT MAY CHANGE AS THESE PROPERTIES DID WORK.

ADJACENT PROPERTIES

118 SOUTH 11TH STREET



205 South 12th Street



1103 Holly Street



1204 Woodland Street



822 Woodland Street