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Metropolitan Historic Zoning Commission Sunnyside in Sevier Park 3000 Granny White Pike Nashville, Tennessee 37204 Telephone: (615) 862-7970

STAFF RECOMMENDATION 321 South 16th Street March 17, 2021

Application: New Construction—Addition; Setback Determination **District:** Lockeland Springs-East End Neighborhood Conservation Zoning Overlay **Council District:** 06 Base Zoning: R6 Map and Parcel Number: 08313046000 **Applicant:** Faith Meyer Yeung Project Lead: Melissa Said, Melissa.sajid@nashville.gov

Description of Project: The application is to construct a covered deck on the Boscobel Street façade. The project includes a setback determination to reduce the street setback along South 16 th Street from forty feet to approximately seventeen feet (17').	Attachments A: Photographs B: Site Plan C: Elevations
Recommendation Summary: Staff recommends disapproval of the covered deck, finding that the project does not meet Sections II.B.3 (Setbacks), II.B.4 (Materials), II.B.6 (Orientation), and II.B.7 (Proportion and Rhythm of Openings) of the Lockeland Springs- East End Neighborhood Conservation Zoning Overlay Design Guidelines.	

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 fornew 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;
- \cdot 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
- \cdot 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 a djacent 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 mittered

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 an other 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 a djacent 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 offlat wall surface should have an opening (window or door) of at least 4 squarefeet. 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 mainfloor 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 fumiture 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 porchpost. In most cases, street-side mailboxes are inappropriate.

10. ADDITIONS TO EXISTING BUILDINGS

- a. New additions to existing buildings should be kept to a minimum and should be compatible in scale, materials, and texture; additions should not be visually jarring or contrasting.
- A new addition should be constructed in such a manner that if the addition were to be removed in the future, the essential form and integrity of the original structure would be unimpaired Connections should, as much as possible, use existing window and door openings rather than remove significant amounts of rear wall material.

Generally rear additions should inset one foot, for each story, from the side wall.

Additions should be physically distinguished from the historic building and generally fit within the shadow line of the existing building.

Additions that tie into the existing roof should be at least 6" below the existing ridge.

In order to assure than an addition has achieved proper scale, the addition should generally be shorter and thinner than the existing building. Exceptions may be made when unusual constraints make these parameters unreasonable, such as:

 \cdot An extreme grade change

· Atypical lot parcel shape or size

In these cases, an addition may rise above <u>or</u>extend wider than the existing building; however, generally the addition should not higher <u>and</u> extend wider.

When an addition needs to be taller:

Whenever possible, additions should not be taller than the historic building; however, when a taller addition is the only option, additions to single story structures may rise as high as 4' above the shadow line of the existing building at a distance of 40' from the front edge of the existing building. In this

instance, the side walls and roof of the addition must set in as is typical for all additions. The portion of the roof that can be seen should have a hipped, side gable or clipped gable roof to help decrease the visual mass of the addition.

When an addition needs to be wider:

Rear additions that are wider than an existing historic building may be appropriate when the building is narrower than 30' or shifted to one side of the lot. In these instances, a structural alcove or channel must separate the existing building from the new addition. The structural alcove should sit in a minimum of 1' and be at least twice as long as it is deep.

In addition, a rear addition that is wider should not wrap the rear corner.

Commercial buildings that desire a covered open-air side additions generally should not enclose the area with plastic sides. Such applications may be appropriate if: the addition is located on the ground level off a secondary facade, is not located on a street facing side of a building, has a permanent glass wall on the portion of the addition which faces the street, and the front sits back a minimum of three (3') from the front or side wall, depending on placement of the addition.

Ridge raises

Ridge raises are most appropriate for one-story, side-gable buildings, (without clipped gables) and that require more finished height in the attic. The purpose of a ridge raise is to allow for conditioned space in the attic and to discourage large rear or side additions. The raised portion must sit in a minimum of 2' from each side wall and can be raised no more than 2' of total vertical height within the same plane as the front roof slope.

Sunrooms

Metal framed sunrooms, as a modern interpretation of early green houses, are appropriate if they are mostly glass or use appropriate cladding material for the district, are located at the rear in a minimally visible location, are minimally attached to the existing structure, and follow all other design guidelines for additions.

Foundation

Foundation walls should set in from the existing foundation at the back edge of the existing structure by one foot for each story or halfstory. Exception: When an addition is a small one -room deep (12' deep or less) addition that spans the width of the structure, and the existing structure is masonry with the addition to be wood (or appropriate substitute siding). The change in material from masonry to wood allows for a minimum of a four inch (4") inset.

Foundation height should match or be lower than the existing structure.

Foundation lines should be visually distinct from the predominant exterior wall material. This is generally accomplished with a change in materials.

Roof

The height of the addition's roof and eaves must be less than or equal to the existing structure. Visually evident roof slopes should match the roof slopes of the existing structure, and roof planes should set in accordingly for rear additions.

Skylights should not be located on the front-facing slope of the roof. Skylights should be flat (no bubble lenses) with a low profile (no more than six inches tall) and only be installed behind the midpoint of the building).

Rear & Side Dormers

- Dormer additions are appropriate for some historic buildings as they are a traditional way of adding ventilation and light to upper stories.
- The addition of a dormer that would require the removal of historic features such as an existing dormer, chimneys, cupolas or decorative feature is not appropriate.
- Rear dormers should be inset from the side walls of the building by a minimum of two feet. The top of a rear dormer may attach just below the ridge of the main roof or lower.

Side dormers should be compatible with the scale and design of the building. Generally, this can be accomplished with the following:

- \cdot New dormers should be similar in design and scale to an existing dormer on the building.
- New dormers should be similar in design and scale to an existing dormer on another historic building that is similar in style and massing.
- The number of dormers and their location and size should be appropriate to the style and design of the building. Sometimes dormer locations relate to the openings below. The symmetry or lack of symmetry within a building design should be used as a guide when placing dormers.

 \cdot Dormers should not be added to secondary roof planes.

- \cdot Eave depth on a dormer should not exceed the eave depth on the main roof.
- \cdot The roof form of the domer should match the roof form of the building or be appropriate for the style.
- \cdot The roof pitch of the dormer should generally match the roof pitch of the building.
- The ridge of a side dormer should be at least 2' below the ridge of the existing building; the cheeks should be inset at least 2' from the wall below or adjacent valley; and the front wall of the gable should setback a minimum of 2' from the wall below. (These minimum insets will likely be greater than 2' when following the guidelines for appropriate scale.)
- · Dormers should generally be fully glazed and aprons below the window should be minimal.
- The exterior material cladding of side dormers should match the primary or secondary material of the main building.
- b. Additions should not be made to the public facades of existing buildings. Additions may be located to the rear of existing buildings in ways which do not disturb the public facades.

Placement

Additions should be located at the rear of an existing structure.

Connections to additions should, as much as possible, use existing window and door openings rather than remove significant amounts of rear wall material.

Generally, one-story rear additions should inset one foot, for each story, from the side wall. Additions should be physically distinguished from the historic building and generally fit within the shadow line of the existing building.

Side Additions

- When a lot width exceeds 60' or the standard lot width on the block, it may be appropriate to add a side addition to a historic structure. The addition should set back from the face of the historic structure (at or beyond the midpoint of the building) and should be subservient in height, width and massing to the historic structure.
- Side additions should be narrower than half of the historic building width and exhibit a height of at least 2' shorter than the historic building.

To deemphasize a side addition, the roofing form should generally be a hip or side-gable roof form.

Commercial buildings that desire a covered open-air side additions generally should not enclose the area with plastic sides. Such applications may be appropriate if: the addition is located on the ground level off a secondary facade, is not located on a street facing side of a building, has a permanent glass wall on the portion of the addition which faces the street, and the front sits back a minimum of three (3') from the front or side wall, depending on placement of the addition.

c. Additions must not imitate earlier styles of periods of architecture.

The addition should set back from the face of the historic structure (at or beyond the midpoint of the building) and should be subservient in height, width and massing to the historic structure.

Side additions should be narrower than half of the historic building width and exhibit a height of at least 2' shorter than the historic building.

To deemphasize a side addition, the roofing form should generally be a hip or side-gable roof form.

Contemporary designs for additions to existing properties are not discouraged when such additions do not destroy significant historical, architectural, or cultural material; and when such design is compatible, by not contrasting greatly, with the size, scale, color, material, and character of the property, neighborhood, or environment.

Side porch additions may be appropriate for corner building lots or lots more than 60' wide.

d. The creation of an addition through the enclosure of a front facade porch is in appropriate and should be avoided.

Additions should follow all New Construction guidelines.

III.B. Demolition

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.

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 (Historic Zoning Regulations), Metropolitan Comprehensive Zoning Ordinance.

Background: The house located at 321 South 16th Street was constructed c. 1950 and does not contribute to the historic context of the Lockeland Springs-East End Neighborhood Zoning Overlay (Figure 1). The lot is oriented to Boscobel Street, but the building entrance is oriented to South 16th Street.



Figure 1. 321 South 16th Street.

Analysis and Findings: The application is to add a covered deck to the Boscobel Street façade, to remove an existing window, and to add a door opening.

<u>Orientation</u>: While the entrance of the existing structure is oriented to South 16th Street, the lot is oriented to Boscobel Street. According to the zoning code, the front property line for corner lots is the shorter of the two street frontages. Although the house is not historic, additions to the house must meet the design guidelines for Lockeland Springs-East End to ensure that the new construction moves the structure closer to being compatible with the historic context. In this case, staff finds that a front porch addition on the Boscobel Street frontage could be appropriate since it would align the primary entrance with the lot orientation. Furthermore, a primary entrance oriented to Boscobel Street structures oriented to South 16th Street, but in both cases, there are also structures with primary entrances oriented to Boscobel Street.

While a front porch addition can be appropriate for this site, the proposed covered deck is not appropriate since the design and materials are more common for an addition on a rear or minimally visible side façade. Since an appropriate front porch would require a redesign of the current plan, staff finds that the project does not meet Section II.B.6 as proposed.

<u>Partial demolition</u>: To access the covered deck, the plan includes removing an existing window opening on the Boscobel Street façade and adding French doors in that area (Figure 2). While it could be appropriate to add a door opening to the Boscobel Street façade, the width of the opening and type of door proposed are more appropriate for a side or rear façade that is less visible from the public right-of-way. If a door is added to

the Boscobel Street façade, the location and design of the opening should be more appropriate for a front door in order to meet the design guidelines.



Figure 2. Proposed door opening on Boscobel Street façade.

The applicant also proposed to replace the existing awning on the South 16th Street façade with a hood that does not include posts to the ground (Figure 3 and 4). In conservation overlays, hoods or awnings that are not much wider than the door opening and do not include posts to the ground are not reviewed. In addition, there are provisions in the zoning code that permit them to encroach into setbacks.



Figure 3. Existing a wning.



Figure 4. Example of proposed hood.

Staff finds that the proposed partial demolition does not meet Section III.B.2 for appropriate demolition and meets Section III.B.1 for inappropriate demolition.

<u>Height & Scale</u>: The new construction adds an eight foot by twenty foot (8' x 20') covered porch addition to the Boscobel Street façade. The addition is no taller than the existing house and does not more than double the footprint. While the footprint and height of the addition could be appropriate for a front porch addition, staff finds that the design and materials are inappropriate.

The project does not meet Section II.B.1.and 2.

<u>Location & Removability</u>: The location of the proposed addition could be appropriate since the house is non-contributing, but staff finds the design and materials to be inappropriate for a front porch addition.

The project does not meet Section II.B.2.a and d.

<u>Design</u>: The design of the addition is simple and typical for a covered porch but is not appropriate for a front porch addition. The addition does not include a foundation and or material in the gable field. While a front porch addition could be appropriate, covered decks are elements more suitable for rear or minimally visible side façades. A front porch that includes the design elements that are characteristic of a front porch such as a foundation, material in the gable field, appropriately scaled porch posts, and appropriate front door dimensions could move the site closer to meeting the design guidelines.

Staff finds that the project as proposed does not meet Section II.B.2.a and e.

<u>Setback & Rhythm of Spacing</u>: According to Zoning, the setback along Boscobel Street is contextual since it is considered the front, the setback from South 16th Street is forty feet (40') since it is a collector street, and the minimum interior side setback is five feet (5'). The addition meets the interior side setback, but setback determinations are needed for the front and side-street setback.

The proposed porch is located approximately twenty-five feet (25') from the Boscobel Street property line. The three houses to the right of the site as well as the house across South 16th Street are non-contributing. As proposed, the new construction would sit forward of the front wall of 1603 Boscobel Street as well as the front porch at 1605 Boscobel Street but would be approximately eleven feet (11') behind the front porch at 1523 Boscobel Street. Given the context, the proposed front setback could be appropriate for a front porch since it would create a transition between the adjacent front setbacks.

The applicant proposes to locate the covered deck seventeen feet (17') from South 16th Street. Staff finds that the proposed street setback could be appropriate since it is similar to the setback of the infill at 1523 Boscobel Street and a forty foot (40') setback would nearly impossible to meet on a fifty foot (50') wide lot.

While the proposed setbacks along both street frontages could be appropriate, staff finds that the design and materials are inappropriate for a front porch and, for this reason, finds that the project does not meet Section II.B.3.

Materials:	
materials.	

	Proposed	Color/Texture/ Make/Manufact urer	Approved Previously or Typical of Neighborhood	Requires Additional Review
Front Porch	Pressure		No	Yes
floor/steps	treated wood			
	decking			
Front Porch	Pressure	Unpainted	No	Yes
Posts	treated wood			
Front Porch	Asphalt	Color unknown	Yes	Yes
Roof	shingles			

As proposed, the covered deck would be constructed of pressure treated wood on cement footings with an asphalt shingle roof. While these materials would be appropriate for a covered deck located in a rear or minimally visible side yard, they are not appropriate as proposed. In order to meet the design guidelines, new construction on the Boscobel Street façade should be more typical for a front porch, which includes a foundation, closed gable field, and appropriately scaled porch posts. The project does not meet Section II.B.4.

<u>Roof form</u>: The proposed addition is gabled with a pitch that matches the existing house. The roof form and pitch could be appropriate if the design and materials were more appropriate for a front porch.

The project meets Section II.B.5.

Recommendation: Staff recommends disapproval of the covered deck, finding that the project does not meet Sections II.B.3 (Setbacks), II.B.4 (Materials), II.B.6 (Orientation), and II.B.7 (Proportion and Rhythm of Openings) of the Lockeland Springs-East End Neighborhood Conservation Zoning Overlay Design Guidelines.











