

MEMORANDUM

To: Metropolitan Planning Commission
From: Jeff Archer, AICP, Principal Planner
Date: November 27, 2017
Subject: Appeal of Infill Housing COA Decision (MPC File No. 12-B-17-OB)

MPC staff recommends denial of the appeal of the Infill Housing Design Review Committee's (IHDRC) decision to issue a Certificate of Appropriateness (COA) for 431 E. Springdale Avenue.

This project was first presented to the IHDRC in early 2016, over the eighteen month there have been three applications and certificates issues, two have been nullified through the appeal process, leaving us now with the third appeal. Oakwood Lincoln Park Neighborhood Association (OLPNA) and Knoxville Habitat for Humanity met independently of the IHDRC meetings to discuss design details of the house and many issues have been resolved, but there still issues that OLPNA would like addressed in the proposal and they do not believe the proposal meeting the design criteria state in the Heart of Knoxville Infill Housing Design Guidelines. The issues presented in the appeal pertain to (1) mass and scale, (2) housing orientation, (3) windows and doors, and porch columns. Staff has provided a more in depth narrative of considerations made by the Infill Housing Design Review Committee concerning these four points of the appeal, detailed below:

1. Mass and scale

During the September 20th IHDRC meeting, members of the OLNPA discusses and presented material to the committee, illustrating that the exterior wall height on the original houses on the block are in the range of 9-10 feet. The applicant proposed 8'10 ¼" on their application. During the meeting it was discussed how the wall height on the application was measured from the bottom of the eave and not the top of the exterior wall. Also the committee discussed how the guidelines were meant to address large differences in scale, like a one versus two story house, not a difference of inches. The committee discussed how there is slight variation in height and scale currently on this block.

During the meeting the neighborhood discussed that the width of the house was not consistent with dimensions of existing houses on the block. After reviewing material provided by OLPNA, applicant, and reviewing the block the IHDRA interpreted the proposal to be in the dimensional range (27' to 35') width of the existing houses.

In the appeal form, it states that the proposal is missing a full length porch, but the committee saw other examples of historical houses on the block that did not have a full porch, like the existing house at 407 E. Springdale Avenue.

2. House orientation and side yards per #2 in guidelines.

The IHDRC felt the proposed house orientation was consistent with the layout of the block and consistent with the guidelines. Traditionally, houses have been centered on 50' wide lots on this block and have access from the alley, resulting in similar side yard setbacks. The proposed 11' side yard setbacks are similar to existing houses found on this block. In addition, Habitat for Humanity presented a larger house

with 8' side yard setbacks in their first application, but the neighborhood cited the house was too large during the appeal process.

3. Windows and doors per #6 in guidelines.

The window and door selection and spacing can be found similar to other houses on the block, a good example is 407 E. Springdale. The committee felt that the proposed doors and windows follow the craftsman style, as depicted in the guidelines.

4. Craftsman columns.

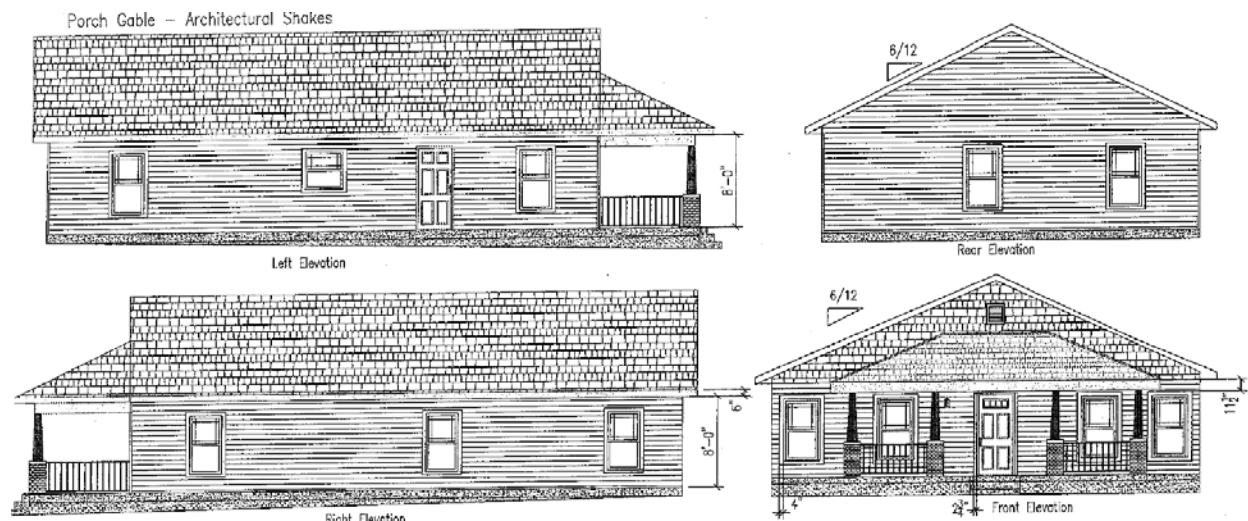
The committee felt that the porch columns fit with other craftsman style houses on the block, in fact on this block most of the columns have a rectangular base with a post on top, similar to what Habitat has proposed.

Summary of Applications

In addition to discussing the specific design details associated with the last proposal, staff wanted to provide an overview of the three applications mad for this property, details below:

Application #1:

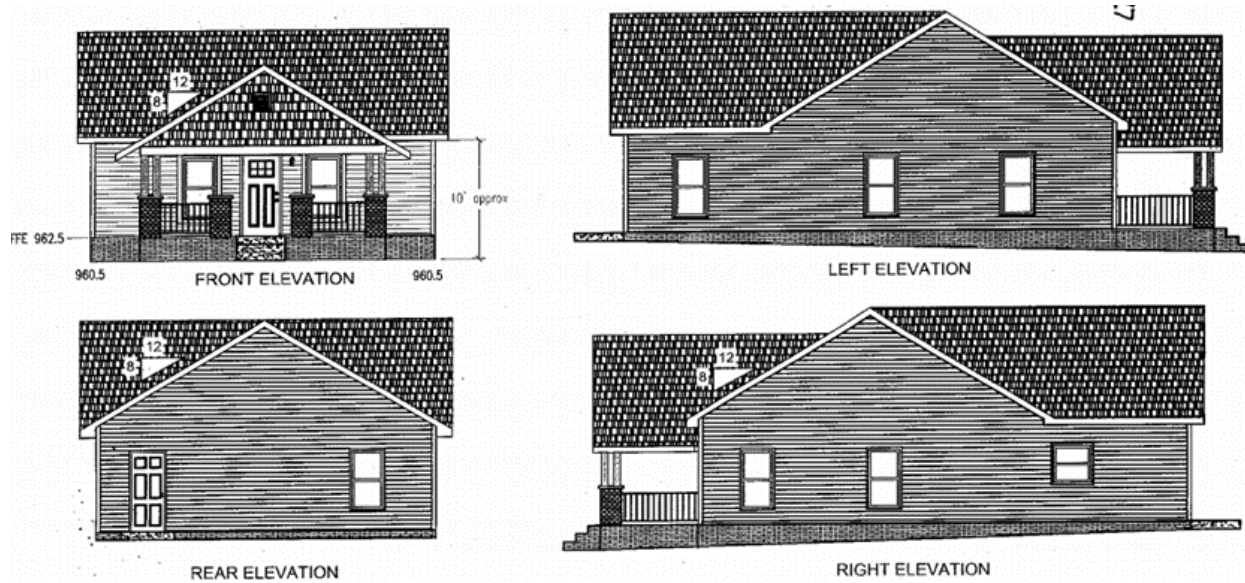
The first application was filed for this property on March 28, 2016. During the appeal process the OLNPA cited a five bedroom house did not fit into the surrounding area. In addition, they cited the roof pitch was too low, and wanted a gable porch roof, and to relocate the secondary door. At the May 12th MPC Meeting, the Planning Commission voted to deny the appeal and it was overturned by City Council, nullifying the COA.



Summary of Application #2:

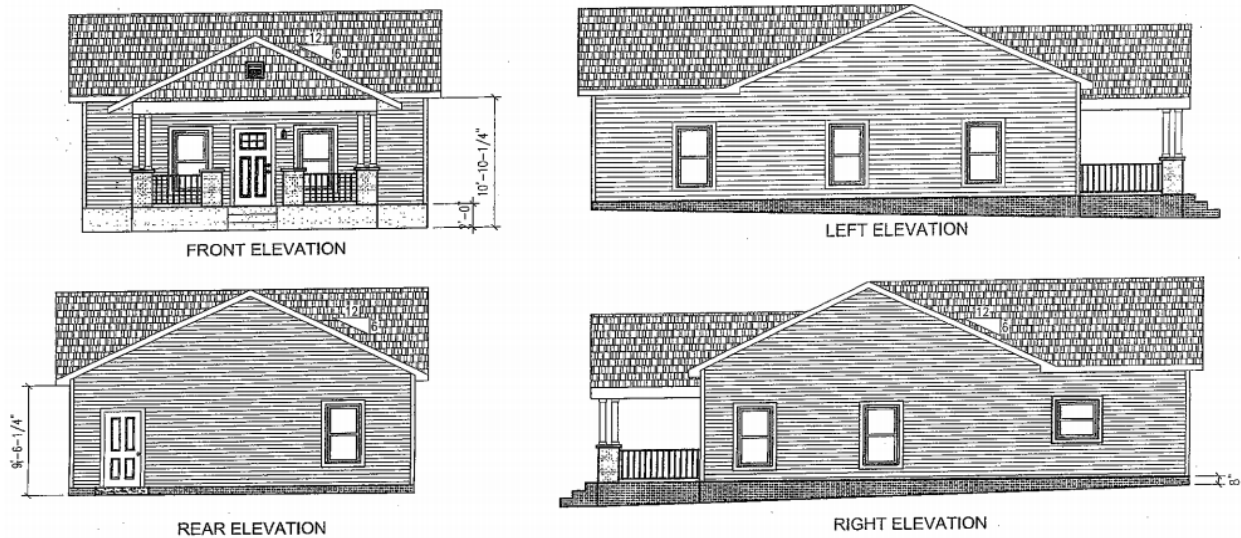
The second application was approved by the IHDR on May 4th. Before this committee meeting, Habitat postponed the review of this application and made changes based on OLPNA input. At the July 6th MPC meeting, MPC voted to uphold the appeal and the appeal was affirmed at City Council on September 12th, nullifying the COA.

The day before the City Council meeting (September 11th), Habitat and OLPNA met to try to resolve the design issues. MPC staff attended this meeting that was facilitated by Kim Trent of Knox Heritage. MPC staff (Jeff Archer and Kaye Graybeal) left this meeting thinking that the design issues had been resolved, after Habitat agreed to make some changes based on OLNPA's input. Habitat modified their plans and presented them before City Council, but the neighborhood expressed dissatisfaction at the meeting.



Summary of Application #3:

The third application was filed on September 20th and approved by the Infill Housing Design Review Committee on October 5th. During the Infill meeting the neighborhood discussed the scale and mass, height of structure, width and depth of structure. The committee listened to the neighborhoods concerns, but felt that the application was consistent with the guidelines and approved the application as submitted.



If you have any questions pertaining to this project please feel free to contact me at jeff.archer@knoxmpc.org or 215-3821.

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APPEAL OF DECISION

(Please Note: Original application and staff report are made a part of this application.)

Type: One Year Plan Amendment Sector Plan Amendment Rezoning Variance
 Use on Review Street Name Change Right-of-Way Closure
 Certificate of Appropriateness Other: _____

Decision by: MPC BZA Other: Infill Housing Design Review Committee Date of Decision: 10-5-2017

Jurisdiction: City 5 Councilmanic District County _____ Commission District

Original Applicant Name: Bill Terry, Knoxville Habitat for Humanity Original File Number: 10-13-17-TH

Name of Owner of Subject Property: Bill Terry, Knoxville Habitat for Humanity

Description of Subject Property (Include city block and parcel number or lot number): 431 East Springdale
City Block 17224, Parcel ID 081FP018

Zoning map of all property within 300 feet of the subject property is attached.



DECISION BEING APPEALED

Certificate of Appropriateness by Infill Housing Design Review Committee

REASON FOR THE APPEAL

Attach additional pages, if necessary. Proposal does not meet with I.H.I Guidelines + Check list.

- 1) Mass and scale remain unaddressed per #4 in Guidelines
- 2) House orientation and side yards per #2 in Guidelines
- 3) Windows and Doors per #6 in Guidelines
- 4) Craftsman - columns

PETITIONER INFORMATION

Name of Petitioner: Oakwood-Lincoln Park Neighborhood Association

Petitioner's Interest in the Matter (Include a description of affected property owned by Petitioner): residents of
Oakwood Lincoln Park

Application Authorization: I hereby certify that I am the applicant/authorized representative for the above named petitioner.

Signature: Emily Ellis

All correspondence should be sent to: Name (Print): Emily Ellis

400 E COLUMBIA AVE KNOXVILLE TN 37917
Street Address City State Zip

Phone: 924-3882 Fax: _____ E-mail: eellis424@gmail.com

For MPC Staff Use Only

Application Accepted by MPC Staff Member: Mike Reynolds

Appeal Fee Amount: \$200 Date Appeal Received: 10/20/2017

BODY WHO WILL HEAR THE APPEAL & MEETING DATE OF THE APPEAL

<input type="checkbox"/> City Council - 6 p.m. _____ Month • Date • Year	<input type="checkbox"/> County Commission - 7 p.m. _____ Month • Date • Year	<input type="checkbox"/> City BZA - 4 p.m. _____ Month • Date • Year	<input checked="" type="checkbox"/> MPC - 1:30 p.m. <u>December 14, 2017</u> Month • Date • Year
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IH-1 Application Check List Review
(431 E. Springdale Ave.)

House Orientation and Side Yard

Proposed infill is proportional to dimensions of lot and original houses on the block.

The proposed house is shorter, and narrower than the original houses on the block

Proposed infill keeps the spacing between houses consistent with original houses on the block.

The proposed house is narrower than the original houses, and thus creates more space between the adjacent houses than is common on the block. The typical spacing is between 8' and 18' with an average spacing of 13.25'. The proposed spacing will be 16' to the east and 22' to the west.

The proposed house is centered on the lot and not between the existing houses.

Scale, Mass and Foundation Height

Proposed infill elevation is proportional in scale to the original houses on the block.

The proposed house is shorter than what is typical of house found on the block. The typical height is 10' (heights of less than 10' were found on Victorians). The proposed height is 8'-10.25".

Proposed infill façade respects width of older houses on the block.

The proposed house does not respect the width of the original houses on the block. The typical width is 35'. The proposed width is 28'.

Proposed infill attempts to incorporate historic elements of the block into design.

The proposed house does not incorporate historic elements. The suggested bays or extensions do not apply to the proposed style; a full length porch is a historic element that is lacking in the proposed.

Porches and Stoops

Proposed porch is proportional to existing porches on the block.

The proposed porch is too narrow. Porches on houses of the same style as proposed have porches that are full length with a roof that is full length.

Proposed porch materials and details complement the historic character and style of neighborhood.

The proposed porch columns rest on top of the porch as opposed to continuing to the ground, and they are not tapered.

Windows and Doors

Proposed window and door styles compliment historic character and style of block.

The proposed window style does not compliment the historic character as there are only single windows on the front walls flanking the door. There is too much 'solid' and too little 'void'. Double windows are appropriate for this style house.

Proposed infill respects window and door placement of older houses on the block.

The proposed infill window placement is off center of the wall creating an imbalance in the 'void to solid ratio', and is inappropriate.

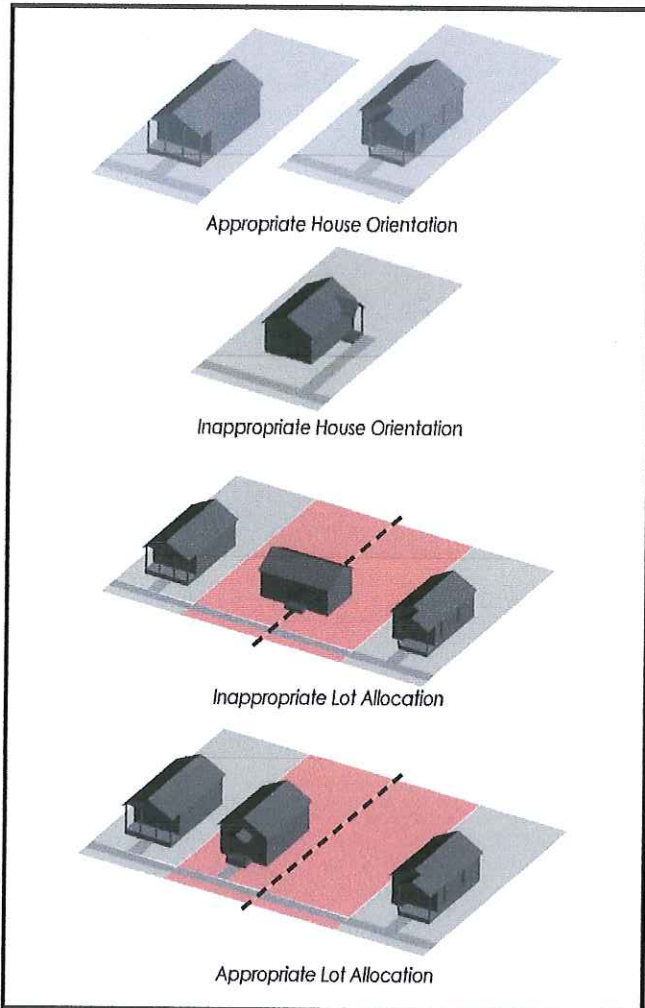
Roof Shapes and Materials

Proposed infill respects complex roof forms of historic blocks.

The proposed infill roof is too complex for this style of house. A single gable with the ridge parallel to the street is appropriate for the proposed style of house.

The porch roof would be a full length continuation of the gabled deck with less pitch or an opposing gable, as proposed. The opposing gable should extend the full length of the façade.

10/18/17



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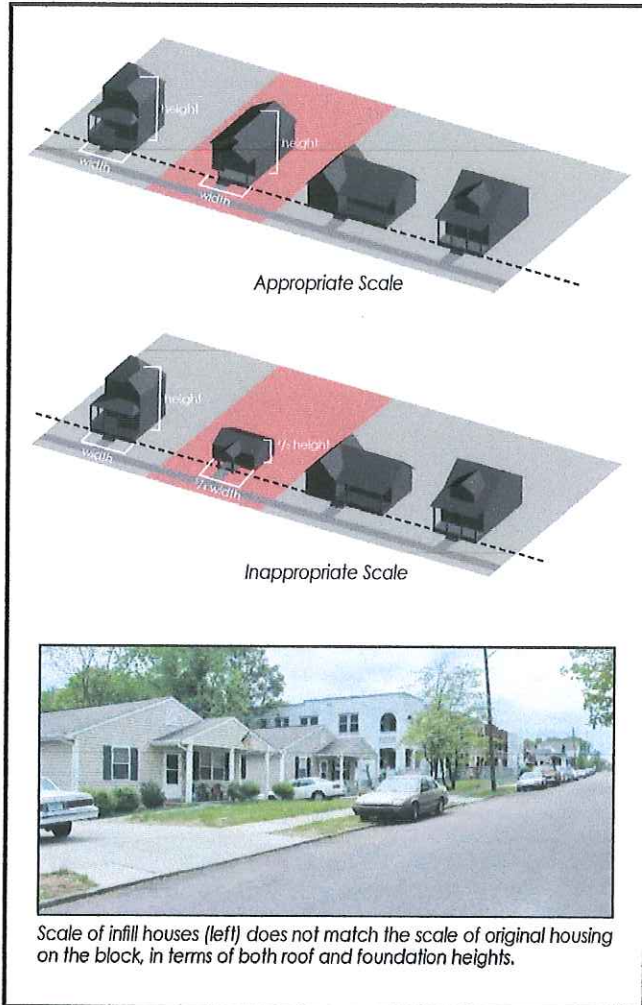
House Orientation and Side Yards

The typical city lot prior to 1930 was 50 feet wide. This dimension led to the development of houses which were relatively narrow and had substantial depth. Craftsman style homes are good examples of this characteristic. Because of this characteristic, side yards were relatively narrow.

Toward the mid-20th century, the increase in lot width was reflected by the development of the Ranch house.

Infill Guidelines

- New housing should be proportional to the dimensions of the lot and other houses on the block.
- On corner lots, side yard setbacks should be handled traditionally (that is, closer to the side street). The zoning requirement to treat corner lots as having two frontages should not apply in "Heart of Knoxville" neighborhoods.
- Side yard setbacks should be similar to older houses on the block, keeping the rhythm of spacing between houses consistent.
- On lots greater than 50' in width, consider re-creating the original lot size.

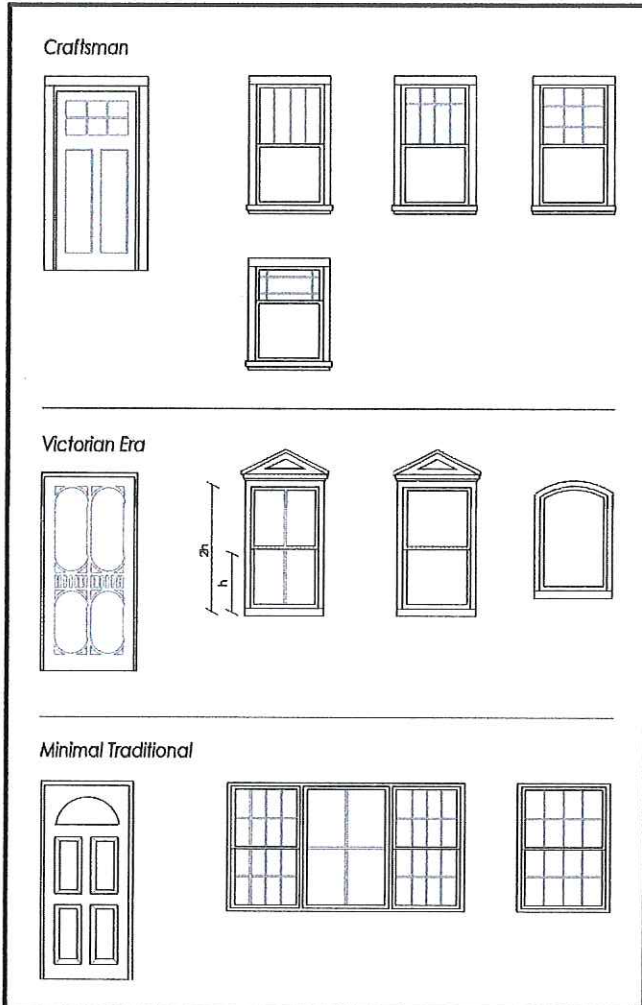


4 Scale, Mass, and Foundation Height

The scale of early homes was generally consistent from one house to another; especially foundation heights, proportions of first floor elevations, and sizes and shapes of roofs. Sometimes, a one and one-half story house might be found next to a two story house but the essential elements of similar foundation height and façade characteristics created homes that tried to look tall and resulted in architectural compatibility. When a house is built on slab with a low pitch next to a traditional older house, the proportions of the two houses clash, resulting in an absence of architectural harmony. The following principles are critical in maintaining historic and property values.

Infill Guidelines

- The front elevation should be designed to be similar in scale to other houses along the street.
- The front façade of new houses should be about the same width as original houses on the block.
- If extensions or bays were typically part of the neighborhood's historic house design, such elements should be incorporated into infill housing.
- New foundations should be about the same height as the original houses in the neighborhood.
- If greater height is to be created (with new construction or an addition), that portion of the house should be located toward the side or rear of the property.

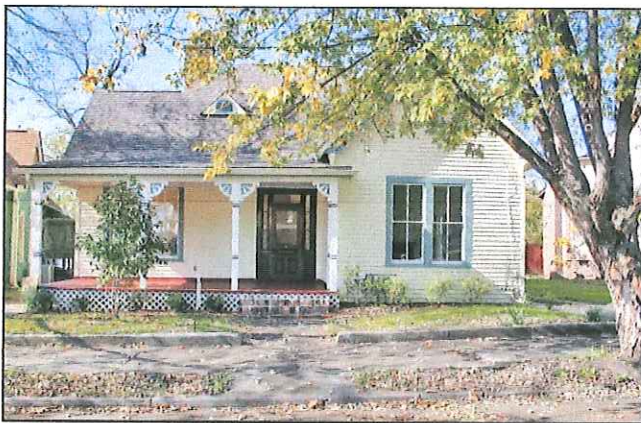


6 Windows and Doors

Every architectural style also has certain distinguishing window shapes and location. For instance, the windows of Victorian-era houses are narrow and tall. Craftsman houses are broader with a multiple paned sash over a one pane sash. When an infill housing design is selected, the windows should be similar in scale and design to those of other houses on the block.

Infill Guidelines

- When constructing new houses, the window and door styles should be similar to the original or historic houses on the block.
- To respect the privacy of adjacent properties, consider the placement of side windows and doors.
- The windows and doors on the front facade of an infill house should be located in similar proportion and position as the original houses on the block.
- Attention should be paid to window placement and the ratio of solid (the wall) to void (the window and door openings).
- Contemporary windows such as "picture windows" should not be used in pre-World War II neighborhoods.



Appropriate Folk Victorian Windows and Door

Appropriate windows on a Craftsman-style house

Inappropriate windows on a Craftsman-style house

Appropriate Folk Victorian window placement

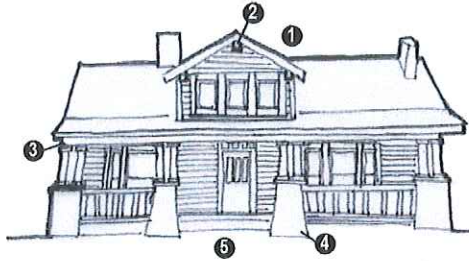
Inappropriate Folk Victorian window and placement

Craftsman

Originating in California, the Craftsman style was developed in the early 1900's by two brothers strongly influenced by the English Arts and Crafts movement, oriental wooden architecture, and their background in the manual arts. The style spread quickly through pattern books and magazines, but faded at the beginning of the 1920's.

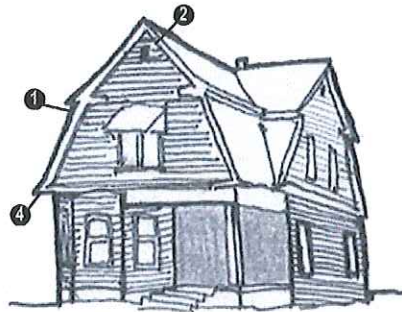
Although the details of the style vary, the main elements — porches, railings, supports, and brackets — are always intricately designed.

Knoxvillians embraced this style enthusiastically. While clapboard-covered houses are most typical, brick Craftsman styles were also built. One and one-half stories are common. Rarer locally are two-story adaptations of the style. Because Craftsman styles included many sizes and design features, such as variations in porches, roof lines and bay windows, they appealed to an array of home buyers, including moderate income to fairly well-to-do families. Almost every neighborhood inside I-640 and the older parts of South Knoxville have scores of Craftsman house.



- ① low-pitched gabled roof, wide unenclosed eave overhang
- ② decorative beams or braces under gables
- ③ exposed rafters
- ④ columns usually taper and continue to ground
- ⑤ full- or partial-width porches

- ① gambrel roof
- ② little or no rake or overhang
- ③ usually one and one-half stories
- ④ often have flared eave overhangs



Dutch Colonial Revival

As a result of Dutch immigration in the mid-1620's, parts of the New England states were influenced by the Dutch building tradition. The original Dutch Colonial style faded in the 1840's, but elements of this style are still noted in later period homes.

Most commonly, according to the rural tradition, revival homes exhibit the traditional gambrel roof and eaves that flare outward. The moderate-sized homes are also distinguished by dutch doors, a central entrance, and double-hung windows with small panes of glass.