

**FRANKLIN HISTORIC ZONING COMMISSION
MINUTES
MARCH 11, 2018**

The Franklin Historic Zoning Commission its regular scheduled meeting on Monday, March 11, 2019 at 5:00 pm in the City Hall Boardroom at 109 Third Avenue South.

Members Present: Kelly Baker-Hefley
 Susan Besser
 Jeff Carson
 Brian Laster
 Mary Pearce
 Jim Roberts
 Ken Scalf

Staff Present: Amanda Rose, Planning & Sustainability Department
 Joseph Bryan, Planning & Sustainability Department
 Emily Hunter, Planning & Sustainability Department
 Tiffani Pope, Law Department

**Item 1:
Call to Order**

Chair Roberts called the March 11, 2019 meeting to order at 5:02 pm.

**Item 2:
Minutes: Minutes: February 11, 2018.**

Ms. Besser stated she had a correction on page 5 and stated she would like to clarify in the minutes that she said, “perceptive drawings can be deceptive, so she [Ms. Besser] looks at the elevations of projects as well.”

Ms. Baker-Hefley moved to approve the February 11, 2018 meeting minutes as amended. Mr. Laster seconded the motion, and the motion carried 7-0.

**Items 3:
Staff Announcements.**

Ms. Rose introduced the State Certified Local Government Coordinator, Ms. Jane-Coleman Cottone, who wished to speak to the commission.

Ms. Cottone stated she coordinates the Certified Local Government program and she just wanted to observe as part of a routine four-year process.

Ms. Pearce requested to know if everyone understood what a Certified Local Government program was.

Ms. Cottone stated the program is a partnership between federal, state, and local governments to help preserve the irreplaceable character of historic places. Ms. Cottone stated there are about forty-four CLGs across the state and nearly two-thousand across the country. Ms. Cottone stated that in order to be

eligible for the program, there must be an active Historic Commission, and they help to carry out assistance needed for these programs.

Ms. Rose stated there will be a Design Review Committee meeting next Monday afternoon.

Item 4:

Consideration of Requests to place non-agenda emergency items on the agenda.

No one requested to add any non-agenda items.

Item 5:

Citizens Comments on Items Not on the Agenda

Open for Franklin citizens to be heard on items not included on this Agenda. As provided by law, the Historic Zoning Commission shall make no decisions or consideration of action of citizen comments, except to refer the matter to the Planning Director for administrative consideration, or to schedule the matter for Historic Zoning Commission consideration at a later date.

Mr. Matthew Neal spoke about the sections of the National Register of Historic Places property guidelines and believes if additional attention to detail is carried out, it will assist in the City's mandate to keep Historical Franklin just that. Mr. Neal stated that his company provides items that are in keeping with the National Register guidelines.

Item 6:

Consideration of Alterations (Windows, Door, & Ramp Construction) at 198 E. Main St.; 906 Studio Architects, Applicant.

Ms. Rose stated the applicant is requesting a Certificate of Appropriateness (COA) for a series of work at 198 E. Main St., as follows:

- The replacement of two existing windows with new doors with transoms (one on the 2nd Ave. N. façade, and one on the northeast façade, facing the parking lot);
- The placement of a new door opening onto the 2nd Ave. N. façade to allow for code-required access to the electrical room; and
- The construction of a ramp onto the northeast façade to serve one of the new doors.

Ms. Rose stated the applicant appeared before the Design Review Committee to discuss the proposal at its February 18, 2019 meeting. Ms. Rose stated it is recommended that the Historic Zoning Commission approve the proposed alterations with the following:

1. The proposed alterations to the noncontributing building are minimal in nature and meet the intent of the *Guidelines* in that they will not impact the character of the historic district or the surrounding contributing buildings.
2. The application must meet all the requirements of the Building & Neighborhood Services Department prior to issuance of a building permit. Any additional changes plans must be returned to the Preservation Planner and/or the Historic Zoning Commission for review and approval.

Mr. Priddy stated everything seems to have been covered very well and was happy to answer any questions.

Chair Roberts requested to know if any citizens wished to speak, and no one requested to speak.

Ms. Baker-Hefley moved that the Franklin Historic Zoning Commission approve a Certificate of Appropriateness for Project #6930 for the proposed alterations, in accordance with the *Franklin Historic District Design Guidelines* and based on the Staff Report & Recommendation dated March 11, 2019. Mr. Scaff seconded the motion, and the motion carried 7-0.

Item 7:

Consideration of New Construction at 314 Fair Park Ct. (Lot 7); Bristol Fair Park Holdings, Applicant.

Ms. Rose stated the applicant is requesting a Certificate of Appropriateness (COA) for the new construction of a two-story single-family residence at 314 Fair Park Ct. (Lot 7). Ms. Rose stated the residence is proposed to be situated to front Fair Park Ct. and back to existing residences on Fair St. Ms. Rose stated the Fair Park project was originally approved for issuance of COAs from the Historic Zoning Commission at its April 11, 2016 meeting and has been considered for various alterations through February 2019. Ms. Rose stated the applicant is proposing consideration of an entirely new design in place of the previously-approved design at this lot. Ms. Rose stated the applicant appeared before the Design Review Committee to discuss the proposal at its February 18, 2019 meeting. Ms. Rose stated the proposed design was originally discussed for placement at Lot 6, but the applicant is now seeking approval for construction at Lot 7. Ms. Rose stated the it is recommended that the Historic Zoning Commission deny the proposed new construction with the following:

1. The total building coverage on the lot is approximately 37.8 percent, which is not consistent with the *Guidelines*. The *Guidelines* recommend that maximum building coverage not exceed 35 percent in specified residential zoning districts (including R-3, the zoning of this lot), as measured by building footprint. The applicant should modify the design to lessen the proposed footprint for consistency with the *Guidelines*.
2. If issued a COA, the lap reveal on the proposed structure must be between 4-5” for consistency with the *Guidelines*.
3. If issued a COA, window and garage door material specifications must be submitted to the Preservation Planner for review and approval in light of the *Guidelines* prior to issuance of a building permit.
4. If issued a COA, the application must meet all the requirements of the Building & Neighborhood Services Department prior to issuance of a building permit, and any additional changes plans must be returned to the Historic Zoning Commission for review and approval.

Mr. Binkley stated they altered the shed doors on the front elevation and added the front porch as well, which puts the proposal over the 35 percent, but he stated he feels it is more fitting for the home.

Chair Roberts requested to know if any citizens wished to speak, and no one requested to speak.

Ms. Besser moved that the Franklin Historic Zoning Commission deny issuance of a Certificate of Appropriateness for Project #6931 for the proposed new construction, in accordance with the *Franklin Historic District Design Guidelines* and based on the Staff Report & Recommendation dated March 11, 2019. Ms. Baker-Hefley seconded the motion.

Ms. Pearce stated she has not been able to drive up in there until recently and sees how these houses quickly come to the property and worries how this will affect the Fair Street National Register District.

Mr. Roberts stated Lot 7 is closer to the backs of the house on Fair Street. Mr. Roberts stated it is important to know what these houses are going to look like on this lot.

After discussion, the motion carried to deny issuance of a Certification of Appropriateness, 7-0.

Item 8:

Consideration of Alterations (Window Opening Alterations & Replacement, Door Opening Alterations & Replacement, Lighting) at 352 4th Ave. S., Unit 12; Stacey Perry & Sonja Lowell, Applicants.

Ms. Rose stated the applicants are requesting a Certificate of Appropriateness (COA) for the replacement of specified windows on the Unit #12 building at 352 4th Ave. S. Ms. Rose stated the applicants are also proposing to create new window openings and to alter specified window openings, as follows:

- The enlargement of existing window openings and the creation of a new opening at the front elevation living room area (double to triple);
- The enlargement of existing window openings and the creation of a new opening at the front elevation bedroom area (double to triple);
- The enlargement of the existing dining room openings at the rear (double to enlarged double);
- The enlargement of the existing window opening and creation of a new opening at the rear kitchen area (single to double); and
- The enlargement of the existing rear bedroom area openings (double to enlarged double).

Ms. Rose stated the applicants are also proposing to replace the existing shutters and entrance light fixtures and to add light fixtures at the patio. Ms. Rose stated the front door is proposed to be replaced, and the patio door opening on the left elevation is proposed to be enlarged to accommodate French doors. Ms. Rose stated the proposed painting of the front door, its casing, and the building trim does not require issuance of a COA. Ms. Rose stated it is recommended that the Historic Zoning Commission approve with conditions the proposed wholesale window replacement, rear elevation window and door opening alterations, and shutter and light fixture alterations, with the following:

1. These alterations to the noncontributing building meet the intent of the *Guidelines* in that they are not visible to the public street and will not impact the character of the historic district or the surrounding structures.
2. The applicant must use six-over-six lite replacement windows for consistent with the *Guidelines*, which recommend that replacement windows relate to the building's architectural style. The applicant must utilize the proposed Jeld Wen wood window—altered to meet the six-over-six lite pattern condition—or the proposed Central Woodwork window specifications in a SDL six-over-six lite pattern, as they are consistent with the *Guidelines*.
3. The application must meet all the requirements of the Building & Neighborhood Services Department prior to issuance of a building permit. Any additional changes plans must be returned to the Preservation Planner and/or the Historic Zoning Commission for review and approval.

Ms. Perry stated they are dealing with the Winstead Court Condominiums and they are trying to get more light. Ms. Perry stated they would like two kitchen windows in the kitchen and pointed out on projected photos. Ms. Perry stated the kitchen and dining room windows would match. Ms. Perry stated the patio door is another way to get more lighting by doing French doors.

Chair Roberts requested to know if any citizens wished to speak, and no one requested to speak.

Mr. Scalf moved that the Franklin Historic Zoning Commission approve with conditions a Certificate of Appropriateness for Project #6929 for the proposed window replacement, rear elevation window and door

alterations, and shutter and lighting alterations, in accordance with the *Franklin Historic District Design Guidelines* and based on the Staff Report & Recommendation dated March 11, 2019. Mr. Carson seconded the motion.

Ms. Pearce requested to know about the grid pattern.

Ms. Perry stated they would be happy to do whatever grid pattern the commission wanted.

Ms. Pearce stated she would like to have the grid pattern stay the same as what is existing.

The motion carried 7-0 to approve.

Ms. Rose stated it is recommended that the Historic Zoning Commission approve with conditions the proposed front elevation window opening alterations and entrance door replacement with the following:

1. The proposed window opening alterations on the front elevation, as presented, do not meet the intent of the *Guidelines* and may impact the character of the historic district or the surrounding structures. The creation of a triple set of windows onto the left side of the entrance, combined with shutters, appears to crowd the door and disrupt the regular rhythm and spacing of window openings associated with Colonial Revival-styled architecture of the building and surrounding buildings. As a condition of approval, the applicants must present a scaled elevation to demonstrate that the proposed alteration is both achievable.
2. The proposed entrance door replacement, as presented, do not meet the intent of the *Guidelines* and may impact the character of the historic district or the surrounding structures. The *Guidelines* recommend that one use designs appropriate for the building's style and age for replacement doors. As such, the use of a Colonial Revival-inspired door would be more in keeping with the intent of the *Guidelines*. While six-panel doors are common to Colonial Revival styles, there are door options with glass that are stylistically more in keeping with the style than that proposed. As a condition of approval, the applicants must submit a revised style to the Preservation Planner for consideration in light of the *Guidelines* prior to work commencing.

Ms. Perry stated she had a scaled drawing and passed it around. Ms. Perry explained the drawing and stated the right is screaming for a new window and stated they would match. Ms. Perry stated the door design is to get more light.

Chair Roberts requested to know if any citizens wished to speak, and no one requested to speak.

Mr. Scalf moved that the Franklin Historic Zoning Commission approve with conditions a Certificate of Appropriateness for Project #6929 for the proposed front elevation window opening alterations and entrance door replacement, in accordance with the *Franklin Historic District Design Guidelines* and based on the Staff Report & Recommendation dated March 11, 2019. Mr. Carson seconded the motion.

Ms. Besser stated she would not be able to support this motion and explained.

Ms. Pearce moved to amend the motion to put the triple windows on the right side with more space and leave the double window on the left side. Mr. Scalf seconded the motion, and the motion carried 6-1, with Ms. Besser voting no.

The main motion, as amended, carried 5-2, with Ms. Besser and Ms. Ms. Baker-Hefley voting no.

Item 9:

Consideration of Alteration to Historic Preservation Buffer for Proposed Carothers Crossing West PUD Subdivision, located at Liberty Pk. (Parcel 079-04003); Greg Gamble, Applicant.

Ms. Rose stated the applicant has requested consideration of an alteration to the previously-approved historic preservation landscape buffer width for the proposed Carothers Crossing West property, located at Liberty Pk. Ms. Rose stated Section 5.7 of the Franklin Zoning Ordinance pertains to Protection of Historic Lands and Structures. Ms. Rose stated the purpose of the section is to protect freestanding historic lands and structures typically located outside of historic districts from negative visual impacts associated with new development occurring in their proximity. Ms. Rose stated the standards apply to new development on lots containing or adjacent to National Register-listed or eligible properties. Ms. Rose stated the standards require that a landscape buffer be incorporated that is a minimum of 75 feet in width unless otherwise specified by the Historic Zoning Commission (5.7.3(2)(a)). Ms. Rose stated in the case of development on an adjacent lot (such as in this case), the buffer is typically recommended to be placed along the property line. Ms. Rose stated a buffer context is also selected as appropriate.

Ms. Rose stated a development plan has been approved for the Carothers Crossing West property, which is located on the property south of and adjacent to the John Henry Carothers House property at 1343 Huffines Ridge Dr. Ms. Rose stated the John Henry Carothers House is a stone farmhouse that is listed on the National Register of Historic Places as an excellent example of a residence built by an African American Tennessee farmer. Ms. Rose stated it also represents local adaptation of stock building plans using native materials. Ms. Rose stated the house was constructed of limestone quarried from a site located on the 26-acre farm by Ezeal Carothers (John Henry Carothers' son). Ms. Rose stated the foundation is constructed with rough-hewn, random ashlar cut stone. Ms. Rose stated a stone on the south side of the house marks the year of construction, 1937. Ms. Rose stated the site hosts several accessory structures—a ca. 1930 smokehouse, a ca. 1937 frame shed, a ca. 1937 frame chicken house, a ca. 1937 frame privy, a ca. 1933 frame stock barn, and a ca. 1950 tobacco barn. Ms. Rose stated the northern boundary of the property is marked by a dry-laid stone wall that predates the house by several years.

Ms. Rose stated the Historic Zoning Commission approved the applicant's request for a historic preservation buffer reduction from 75' to 10' along the shared property line on September 10, 2018 (following a Special Design Review Committee site visit on August 30, 2018). Ms. Rose stated the buffer was approved as a naturalistic screening classification. Ms. Rose stated the approved plan requires the construction of a retaining wall adjacent to the historic preservation buffer. Likewise, the approved plan for the historic property itself—named the Huffines Ridge Development—includes a retaining wall near the shared property line. Ms. Rose stated the City staff expressed concern about the effects of the retaining wall placement on the long-term health of the trees along the shared property line and conditioned approval of the development plan on the protection of the existing and supplementary tree lines.

Ms. Rose stated the Planning staff conducted an additional site visit of the Carothers Crossing West property on February 5, 2019. Ms. Rose stated the existing tree line along the left side of the shared boundary line is scant with limited quality. Ms. Rose stated the applicant has proposed to maintain the existing buffer area with a request to remove the existing trees and replant. Ms. Rose stated the replanting is proposed to consist of the same linear length but with twice as many trees and shrubs are required to meet the City's buffer planting requirements and additionally, the new plantings will lessen the need for extensive grading, which will eliminate the need for the retaining walls and allow for the use of a small berm instead. Ms. Rose stated the new historic preservation buffer proposal, combined with the historic resource mitigation efforts approved for the Huffines Ridge Development site, addresses the intent of the Protection of Historic Lands and Structures section of the Zoning Ordinance. Ms. Rose stated it is

recommended that the Historic Zoning Commission approve the applicant's proposal with the following conditions:

1. The buffer planting schedule must meet the requirements of the Zoning Ordinance, as determined by staff.
2. The development plan proposal must be amended to reflect the revision and approved by the City of Franklin.

Mr. Gamble stated he was happy to answer any questions.

Chair Roberts requested to know if any citizens wished to speak, and no one requested to speak.

Ms. Baker-Hefley moved that the Franklin Historic Zoning Commission approve Project PL #6932 for historic preservation buffer alterations with staff's comments, in accordance with the Staff Memorandum dated March 11, 2019. Mr. Scalf seconded the motion.

Ms. Pearce requested to know what the view shed would be from the preserved Carothers site.

Mr. Gamble stated a previous plan, Huffine's Ridge, was brought to this commission a few months ago.

Ms. Rose stated this buffer was required to the adjacency to a National Register property and now that the National Register property is to be developed, this buffer will no longer protect the view shed. Ms. Rose stated this buffer is not proposed to be removed, but to be replanted and explained.

Discussion ensued.

With the motion having been made, the motion carried 4-3, with Mr. Scalf, Mr. Carson, and Ms. Besser voting no.

Item 10:

Consideration of Historic Preservation Buffer Reduction for Proposed Southbrooke PUD Subdivision, located at Lewisburg Pk. (Parcel 117-01901); Greg Gamble, Applicant.

Ms. Rose stated the applicant has requested consideration of a historic preservation landscape buffer width reduction for a section of the proposed Southbrooke PUD property, located at Lewisburg Pk. Ms. Rose stated Section 5.7 of the Franklin Zoning Ordinance pertains to Protection of Historic Lands and Structures. Ms. Rose stated the purpose of the section is to protect freestanding historic lands and structures typically located outside of historic districts from negative visual impacts associated with new development occurring in their proximity. Ms. Rose stated the standards apply to new development on lots containing or adjacent to National Register-listed or eligible properties. Ms. Rose stated the standards require that a landscape buffer be incorporated that is a minimum of 75 feet in width unless otherwise specified by the Historic Zoning Commission (5.7.3(2)(a)). Ms. Rose stated in the case of development on an adjacent lot (such as in this case), the buffer is typically recommended to be placed along the property line. Ms. Rose stated a buffer context is also selected as appropriate. Ms. Rose stated Buffer context types include the following:

- a) Naturalistic Screening;
- b) Farm-Field Boundary; or
- c) Estate Enclosure.

Ms. Rose stated the applicant is working with a team that will be proposing a development plan for the Southbrooke property, which is located on property adjacent to the Franklin Hardeman House at 1495

Lewisburg Pk. Ms. Rose stated the Hardeman House, otherwise known as Sugar Hill, is a ca. 1835 two-story Greek Revival-influenced residence. Ms. Rose stated the home was built with paired entrances on the main façade that enter into one large room, which is atypical of the common traditional central passage plan. Ms. Rose stated this is the only antebellum residence in Williamson County with this plan. Ms. Rose stated the residence features a two-story frame portico with balcony. Ms. Rose stated the property was acquired in 1800 by Revolutionary War soldier Thomas Hardeman, who served as a senator in the Second General Assembly of Tennessee in 1797. Ms. Rose stated the Hardeman constructed a three-story log house on the property and named it Sugar Hill. Ms. Rose stated the Hardeman's grandson, Franklin, eventually inherited the property and built the current brick residence on the site of the earlier log home. Ms. Rose stated the Franklin Hardeman was an influential county politician who was elected to the statehouse in 1847 and 1858. Ms. Rose stated he assisted with the construction of the Tennessee and Alabama Railroad through Williamson County by serving as treasurer of the railroad during its formation and construction. Ms. Rose stated Sugar Hill was placed on the National Register of Historic Places in 1988 for significance in architectural and political history.

Ms. Rose stated the proposed Southbrooke PUD Subdivision consists of single-family and multi-family residences both north of and across the street from the historic property. Ms. Rose stated the use of a naturalistic screening buffer context is most appropriate due to minimal distance of the historic resources from the shared property line and the density of the proposed adjacent development. Ms. Rose stated the naturalistic screening is intended to create a year-round visual obstruction between the historic resources and adjacent development. Minimum standards include the following:

- A double row of evergreen trees in which the rows are staggered so that trees overlap one another at maturity to create a solid screen;
- Random tree spacing which, upon maturity, results in trees within each row creating a nearly solid visual screen;
- Landscape of a sufficient height that, upon maturity, the adjacent development is screened, regardless of building heights or topography;
- A minimum of two or more different indigenous tree species;
- Pruning of trees or shrubs near ground level is prohibited; and
- Berms, fences, and walls shall not be used.

Ms. Rose stated the applicant's buffer reduction proposal consists of two parts:

- The reduction of the buffer from 75 feet to 50 feet along the first 325' of the shared property line (extending east from Lewisburg Pk.). The proposed reduction is requested to accommodate the access road. The City undertook an access management study of Lewisburg Pk. and has determined that the process access road location is the most appropriate location in light of safety and clearance considerations.
- The reduction of the buffer by approximately 2,200 square feet to accommodate the creation of a buildable single-family lot, as demonstrated in Exhibit 2 of the application. The square footage reduction would result in a width reduction from 75 feet to approximately 33 feet for a linear distance of 93 feet.

Ms. Rose stated it is recommended that the HZC approve the applicant's landscape buffer width reduction proposal with the following conditions:

1. The proposed reduction of the historic preservation buffer from 75 feet to 50 feet, demonstrated on Exhibit 1 of the application, is appropriate in light of its accordance with the City's access management study.

2. The reduction of the historic preservation buffer to accommodate the creation of a buildable lot is not consistent with the intent of the Protection of Historic Lands and Structures section of the Zoning Ordinance. The applicant must remove the affected lot from the proposal in order to maintain the full 75' buffer width along that section of the shared property line.
3. An easement must be placed along the historic preservation buffer areas and be included on the proposed development plan prior to formal approval by the City of Franklin.
4. The development proposed across the street from the Historic Hardeman property must be vetted by staff for determination of compliance with Section 5.7 of the Zoning Ordinance.

Mr. Gamble stated this a proposed master plan neighborhood with homes similar to Westhaven and Berry Farms. Mr. Gamble explained the future growth of Lewisburg Pike and they have been required to set aside the right of way. Mr. Gamble stated at the entrance to Lewisburg Pike from this development, they can allow 50-ft. Mr. Gamble explained the relation of the historic house to development and explained the plantings.

Chair Roberts requested to know if any citizens wished to speak, and no one requested to speak.

Mr. Laster moved that the Franklin Historic Zoning Commission deny approval for Project PL #6933 for historic preservation buffer alterations. Ms. Besser seconded the motion.

After discussion, the motion carried to deny this request 7-0.

Item 11:

Non-agenda emergency items accepted by the commission for consideration.

There were no non-agenda emergency items.

Item 12:

Adjourn.

With no further business, the meeting was adjourned at 6:38 p.m.

Acting Secretary