HISTORIC
FRANKLIN
TENNESSEE

ITEM #14
WRK S 02/09/10

MEMORANDUM

February 3, 2010

TO: Board of Mayor and Aldermen

FROM: Eric Stuckey, City Administrator
Catherine Powers, Planning and Sustainability Director
Erin Williamson Reinders, Long Range Planning Supervisor

SUBJECT: Resolution 2009-55 Adopting the Historic District Design Guidelines

Purpose

The purpose of this memorandum is to present information to the Board of Mayor and Aldermen (BOMA) to consider Resolution 2009-55 adopting the Historic District Design Guidelines.

Background

The current Historic District Design Guidelines are out of date in that they do not adequately address infill, context or scale and due to new types of construction materials. These new guidelines provide the Franklin Historic Zoning Commission (HZC) and residents of locally designated historic districts with guidance for building rehabilitation, new construction, additions, signs and other changes which would affect the overall appearance and character of Franklin's historic areas. The manual also provides information on rehabilitation methods as well as parameters for new construction and demolition to guide property owners in planning and designing their projects.

Public participation was a key component throughout the development of the Historic District Design Guidelines, which is the culmination of a 10-month development process. This process included multiple meetings of a Historic District Design Guideline Focus Group and three public input sessions.

The HZC endorsed this resolution adopting the Historic District Design Guidelines at their November 9, 2009 meeting. At this meeting, the HZC created Appendix A, which was amended by the Franklin Municipal Planning Commission (FMPC) at their January 28, 2010 meeting. The original Appendix A included the following items that were removed from the revised Appendix A by the FMPC in their recommendation.

3. Delete the following text noted with a ~~strikethrough~~ and add the following text noted in **bold:**

...

o. Page 79; (Normally Required) Remove # 22: ~~In Special Area 1, the maximum height is three stories or 42 feet. PUD may be up to four stories or 56 feet with transitional features.~~

p. Page 79; (Normally Required) Remove # 23: ~~In Special Area 2, the maximum height is 2 stories or 35 feet. PUD in the northwestern portion may be up to three stories or 42 feet with transitional features.~~

q. Page 79; (Normally Required) Remove # 24: ~~In Special Area 3, the maximum height is three stories or 42 feet. PUD may be up to four stories or 56 feet with transitional features, but this is discouraged.~~

r. Page 79; (Normally Required) Remove # 25: ~~In Special Area 4, the maximum height is three stories or 42 feet. PUD may be up to four stories or 56 feet with transitional features, but this is discouraged.~~

s. Page 79; (Normally Required) Remove # 26: ~~In Special Area 5, the maximum height is two stories or 35 feet. PUD for Civic/Institutional building is flexible.~~

t. Page 79; (Normally Required) Remove # 27: ~~In Special Area 6, the maximum height is three stories or 42 feet. PUD may be up to four stories or 56 feet with transitional features.~~

u. Page 79; (Normally Required) Remove # 28: ~~In Special Area 7, the maximum height is two stories or 35 feet. PUD may be up to three stories or 42 feet with transitional features.~~

v. Page 79; (Normally Required) Remove # 29: ~~In Special Area 8, the maximum height is two stories or 35 feet.~~

w. Page 79; (Normally Required) Remove # 30: ~~In Special Area 9, the maximum height is two stories or 35 feet.~~

x. Page 79; (Normally Required) New **#22** (The following statement will replace numbers 22-30): **The maximum building height must be consistent with the height and scale of the neighboring buildings.**

...

dd. Page 110; (Normally Required) Remove # 20: ~~In Special Area 1, the maximum height is three stories or 42 feet. PUD may be up to four stories or 56 feet with transitional features.~~

ee. Page 110; (Normally Required) Remove # 21: ~~In Special Area 2, the maximum height is 2 stories or 35 feet. PUD in the northwestern portion may be up to three stories or 42 feet with transitional features.~~

ff. Page 110; (Normally Required) Remove # 22: ~~In Special Area 3, the maximum height is three stories or 42 feet. PUD may be up to four stories or 56 feet with transitional features, but this is discouraged.~~

gg. Page 110; (Normally Required) Remove # 23: ~~In Special Area 4, the maximum height is three stories or 42 feet. PUD may be up to four stories or 56 feet with transitional features, but this is discouraged.~~

hh. Page 110; (Normally Required)Remove # 24: ~~In Special Area 5, the maximum height is two stories or 35 feet. PUD for Civic/Institutional building is flexible.~~

ii. Page 110; (Normally Required) Remove # 25: ~~In Special Area 6, the maximum height is three stories or 42 feet. PUD may be up to four stories or 56 feet with transitional features.~~

jj. Page 110; (Normally Required) Remove # 26: ~~In Special Area 7, the maximum height is two stories or 35 feet. PUD may be up to three stories or 42 feet with transitional features.~~

kk. Page 110; (Normally Required) Remove # 27: ~~In Special Area 8, the maximum height is two stories or 35 feet.~~

ll. Page 110; (Normally Required) Remove # 28: ~~In Special Area 9, the maximum height is two stories or 35 feet.~~

mm. Page 110; (Normally Required) New **#20** (The following statement will replace numbers 20-28): **The maximum building height must be consistent with the height and scale of the neighboring buildings.**

In addition to amending Appendix A, the FMPC added Appendix B, at their January 28, 2010 meeting regarding transitional rules and defined an effective date of July 1, 2010.

Financial Impact

The Historic District Design Guidelines and the Central Franklin Area Plan were done simultaneously in order to utilize the efforts of stakeholders, consultants and staff as well as financial resources more responsibly. The total cost for both projects was $130,000 and was paid to the primary consultant, approximately $30,000 of which was applied to the sub-consultant authoring the historic guidelines. There is no additional financial impact at this time.

Recommendation

Approval of Resolution 2009-55 adopting the Historic District Design Guidelines is recommended.

RESOLUTION 2009-55

RESOLUTION AUTHORIZING THE ADOPTION AND IMPLEMENTATION OF THE NEW HISTORIC DISTRICT DESIGN GUIDELINES

WHEREAS, the City of Franklin has long been recognized as a community that values historic preservation; and

WHEREAS, the City of Franklin recognizes the importance of historic structures, landmarks and buildings in the development of plans and standards of this community and, in the values expressed in the day to day lives of its residents; and

WHEREAS, the City of Franklin Historic District Design Guidelines are intended to provide the Franklin Historic Zoning Commission (HZC), residents of the City of Franklin's local historic districts, and managers of other properties governed by the HZC with guidelines for building rehabilitation, new construction, and other changes which would affect the overall appearance of Franklin's historic areas; and

WHEREAS, the City of Franklin approved a historic preservation ordinance in 1986 and, in 1991, the Franklin Design Guideline Manual was adopted. This manual provides information on the design review process and recommended guidelines for property owners. The guidelines in the manual are administered by the HZC in their review of actions affecting historic properties within all of the overlay zones in the City; and

WHEREAS, in 2008, the City of Franklin decided to update the guidelines to include additional illustrations and photographs as well as update the language regarding many aspects of HZC review. The guidelines that follow are to be followed by property owners prior to initiating work such as rehabilitation, new construction, demolition or any other actions reviewed by the HZC; and

WHEREAS, the updated City of Franklin Historic District Design Guidelines are in accordance with principles and recommendations set forth by the National Park Service. The National Park Service, United States Department of the Interior, is the federal agency responsible for the national program of historic preservation. It also sets professional guidelines for historic preservation which are used by state and local preservation programs.

NOW, THEREFORE, BE IT RESOLVED BY the Board of Mayor and Aldermen of the City Franklin, upon the endorsement from the City of Franklin Historic Zoning Commission whose endorsement is subject to the inclusion of the changes proposed in Appendix A and Franklin Municipal Planning Commission whose endorsement is subject to the revision of Appendix A and the addition proposed in Appendix B, adopt this resolution authorizing the adoption and implementation of the updated Historic District Design Guidelines.

This resolution shall become effective on July 1, 2010.

Approved this ____ day of _____, 20_____

ATTEST:

BY: _____
ERIC S. STUCKEY
City Recorder/Administrator

CITY OF FRANKLIN, TENNESSEE

BY: _____
JOHN C. SCHROER
Mayor

Appendix A

1. Incorporate non-substantive, grammatical corrections and format revisions.

2. Include a reference at the top of each page referring to which section of the guidelines the pages are in throughout the document. More specifically, add **Residential Guidelines** (at the top of the page of the residential section) and **Commercial Guidelines** (at the top of the page of the commercial section).

3. Delete the following text noted with a ~~strikethrough~~ and add the following text noted in **bold:**
   a. Page 3; Design Review Process list:
      1. alteration/repair of an existing building or structure **which requires a Building Permit** (not routine maintenance)
      2. new construction or addition to primary or accessory buildings
      3. relocation
      4. demolition
      5. signs and awnings
      6. fences and walls
      7. window replacement
      8. **siding (not routine maintenance or replacement in kind)**
      9. **roofing (not routine maintenance or replacement in kind)**

   b. Page 3. Addition of the following statement/reference below the list of reviewed items: **Please contact the Historic Preservation Officer with any questions regarding the above list of reviewable actions.**

   c. Page 3; The Design Review Process: The HZC ~~may~~ **does** not make determinations regarding

   d. Page 4; about the Design Review Committee:
      - Purpose is to discuss projects and/or potential projects in light of the City of Franklin ~~Design Review~~ **Historic District Design** Guidelines.
      - All discussion is for the aid of the applicant only and is non- binding on the ~~DCR~~ **DRC** or the historic Zoning Commission;
      - Applicant participation in the Design Review ~~Workshop~~ **Meeting** is strictly voluntary; **but highly recommended for complex renovations, additions or new construction.**
      - Any changes made or suggestions taken by the applicant based on discussion from the DRC is the applicant's choice and the DRC makes no representation as to whether any changes or suggestions made during the Design Review ~~Workshop~~ **Meeting** will be approved by the Historic Zoning Commission; and
      - The Historic Zoning Commission retains the responsibilities and duty to approve all applications; therefore, the DRC will not make any binding decisions during Design Review ~~Workshops~~ **Meetings.**

   e. Page 16; bullet point: Lower storefronts and upper ~~windows~~ **stories**.

f. Page 27: Some significant properties in Franklin are not contained within one of these local districts, but are individually reviewed by the Historic Zoning Commission. ~~These are:~~ **Such as:**

g. Page 42; caption under the picture at the bottom right: If details like these at 134 Fourth Avenue North are too damaged for repair, they should be replaced with matching details **and materials.**

h. Pages 51-54, 59, 60, 64, 69, 73, 76, 93-96, 99,105-107: Remove the sentence from various headings. Example: ~~Gutter~~ **Repair** and replacement in kind does not require a COA, but ~~gutters~~ will be reviewed as part of an infill or addition project.

i. Page 59; (Recommended) New **# 7: Use asphalt, wood, stone, slate or fiberglass shingles or standing-seam metal as roof coverings.**

j. Page 59; Caption under the second picture on the right side of the page: Careful selection of the ~~raised-seam metal~~ **5 V metal roof** used in this rehabilitation project at 204 Franklin Road enabled the roof to retain its historic appearance.

k. Page 66; (Normally Required) Remove recommendation # 9:~~Use window sashes and frames that are darker than the body of the house to provide contrast and depth to the window openings~~.

l. Page 70; (Normally Required) # 3: Erect fences as desired along all property lines of a residence. Wooden picket fences are the most ~~appropriate~~ **common** fencing material for the primary yard. Other appropriate fence materials for the primary yard are open-weave brick designs or cast iron.

m. Page 71; caption under fence pictorial: The ~~three~~ picket-fence designs ~~on the left~~ are traditional, and therefore appropriate for historic districts. ~~The one on the right is not.~~ (*Remove the last fence on the right from the pictorial*)

n. Page 79; hand drawn picture on the top left of the page: ~~Make sure~~ **Ensure** the roof slope **and height** ~~is~~ **are** appropriately similar to the surrounding roofs.

o. Page 79; (Recommended) #22: Use frame, brick **or stone** construction.

p. Page 79; (Recommended) # 25: Porch elements should be of wood, however, use brick or metal ~~if desired~~ **if appropriate.**

q. Page 79; (Recommended) # 27: Use asphalt, **wood, stone, slate** or fiberglass shingles or standing-seam metal as roof coverings. ~~Do not add wooden shingles.~~

r. Page 94; caption under the picture on bottom left of the page. On pilasters flanking main entrances are also appropriate ~~placements~~ **locations** for modern light fixtures. Traditional materials and designs should be used.

s. Page 109; (Normally Required) Remove # 16: ~~If desired, build new buildings on the edges of the commercial area or which do not share party walls with adjacent structures with minimal setbacks for landscaped areas or pocket parks~~.

4. Page 4; last paragraph: Bold the first sentence. **If a property owner undertakes work without receipt of an approved Certificate of Appropriateness or Building Permit, a stop work order may be issued by the Building Inspector.**

5. Page 27: Add the **Riser House** to the property list of names and descriptions regarding historic properties falling outside of a historic district.

6. Page 27: Replace or revised the property descriptions in accordance with the following:

    a. Fort Granger, off Eddy Lane adjacent to Pinkerton Park. After the United States took over Franklin in February of 1863, federal troops began constructing this 900-foot-long earthen fort with walls averaging six to eight feet in height on Figuers' Bluff [position of apostrophe?]. It was used for two-and-a-half years (1863-65) to control movements north to Nashville.

    b. Carnton Plantation, off Lewisburg Avenue on Confederate Cemetery Lane. Randall McGavock established Carnton in 1825. At the center of a grove was the house, built initially with Federal and Georgian influences and later including Greek Revival additions. The property became a major hospital site following the 1864 Battle of Franklin. Following the battle, the McGavock Confederate Cemetery, now the largest private military cemetery in the country, was established on its acreage.

    c. Carter House, 1140 Columbia Pike. This property was the Federal headquarters and also the site where Confederate forces briefly broke through the Federal lines during the 1864 Battle of Franklin. Remaining on the farm are the Classic Revival brick home of the Carter family, a smoke house, and the plantation office.

    d. Albert Lotz House, 1111 Columbia Avenue. This property was hotly contested ground during the 1864 Battle of Franklin, and the house, one of the few antebellum frame houses remaining in Franklin, was a hospital following the fighting.

    e. John Herbert House, or Breezeway, on Clovercroft Road. The house at this property is a notable example of an early -19th-century double-pen log building with a central breezeway (since enclosed).

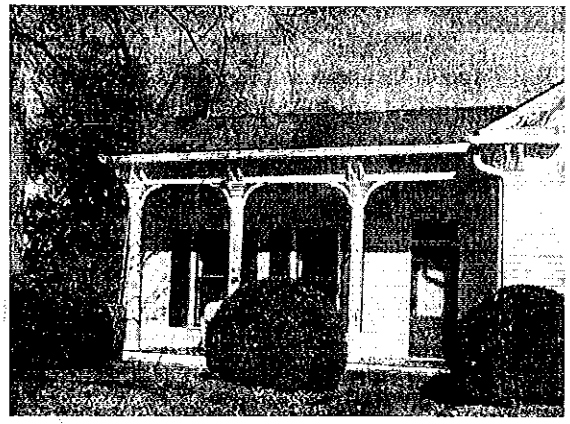
    f. William Harrison House, on Columbia Avenue. The house on this property became the headquarters for Confederate General John Bell Hood during the 1864 Battle of Franklin, and is also a notable example of Greek Revival architecture.

    g. Consultant to add correct description of the house on Eagle's Glen Drive (Rebel's Roost).

7. Page 41: Bold the sentence: **The Standards are listed on page 2 of this document.**

8. Page 53: Provide a more detailed picture or larger picture of the mortar profiles.

9. Page 59: Replace the bottom right photograph currently provided on page 59 with this photograph of this Fourth Avenue South home and revise the caption as necessary.



10. Page 80: Replace the top photograph currently provided on page 80 with this photograph of this Evans Street home and revise the caption as necessary.

Appendix B

1. Incorporate the following text on Transitional Rules into its own subsection in the first chapter entitled Design Guidelines and Historic Preservation.

TRANSITIONAL RULES

The purpose of transitional regulations is to resolve the status of properties with pending applications or recent approvals at the time of the adoption of these updated Guidelines.

Processing of Applications Commenced or Approved Under Previous Ordinances

(1) Pending Applications

(a) Any complete application that has been submitted or accepted for approval, but upon which no final action has been taken by the appropriate decision-making body prior to the effective date of these Guidelines, shall be reviewed in accordance with the provisions of the Guidelines in effect on the date the application was deemed complete by the city.

(b) If the applicant fails to comply with any applicable required period for submittal or other procedural requirements, the application shall expire and subsequent applications shall be subject to the requirements of this ordinance.

(c) Any re-application for an expired project approval shall meet the standards in effect at the time of re-application.

(d) An applicant with a pending application may waive review available under prior Guidelines through a written letter to the Planning Department and request review under the provisions of this ordinance.

(2) Approved Projects

(a) Approved projects that are valid on the effective date of these Guidelines shall remain valid until their expiration date, where applicable.

(b) Projects with valid approvals or permits shall comply with the standards of these Guidelines where the standards will not materially affect the project. In the case that these standards would materially affect the project, it shall be carried out with the standards in effect at the time of approval, provided that the permit or approval is valid and has not lapsed.

(c) Any building or development for which a Building Permit was granted prior to the effective date of this ordinance shall be permitted to proceed to construction, even if such building or development does not conform to the provisions of this ordinance, as long as the Building Permit remains valid.