



Meeting Minutes

Historic Zoning Commission

Monday, April 8, 2024

5:00 PM

Board Room

Notice is hereby given that a meeting of the Historic Zoning Commission will be held on the date and time listed above at 109 3rd Ave. S., Franklin, TN 37064. 615.791.3212 For accommodations due to disabilities or other special arrangements, please contact the Human Resources Department at (615) 791-3216, at least 24 hours prior to the meeting. Accommodations have been made to ensure that the public is able to participate in the meeting. The public may participate in the following ways: • Watch the meeting on FranklinTV or the City of Franklin website. • Watch the live stream through the City of Franklin Facebook and YouTube accounts. • Email comments to planningintake@franklinton.gov to be provided in full to the Commission and included in the minutes, but not read aloud in their entirety during the meeting. Emailed comments are accepted until 12:00 PM (noon) on the day before the meeting. • Comment in-person in the Board Room. Speakers may sit in the Boardroom or wait in the lobby.

CALL TO ORDER

Chair Denton called the meeting to order at 5:00 PM.

Board Members Present: Josh Denton, Lisa Marquardt, Michael Orr, Bob Barrett, Mary Pearce, and Kathy Worthington

Board Members Absent: Susan Besser, Tyler LeMarinel, and Brian Laster

Staff Members Present: Kelly Dannenfelser, Emily Huffer, Elizabeth Bulay, Jared Carter, and Blake Harper

CITIZEN COMMENTS (Open for citizens to be heard on any issue or concern, including those related to items on the agenda. Please submit a Speaker Card at the beginning of the meeting if you would like to address the Commission. If you would like to speak on an agenda item, the Chair will hold your comment until the public comment period associated with the item. As provided by law, the Commission shall make no decisions or consideration of action of citizen comments for items not on the agenda, except to refer the matter to the Planning Director/Staff for administrative consideration, or to a schedule the matter for consideration at a later date. Those addressing the Commission are requested to come to the microphone and identify themselves by name and address for the official record. The Chair may restrict the period for public comment, including the length of the public comment period, the number of individuals who can speak and the length of time each individual may speak. When time allows, the standard individual public comment time is two minutes.)

Anna Markum, Williamson County Heritage Foundation. Ms. Markum introduced herself as the new Senior Director of Preservation for the Heritage Foundation and announced a new program being launched called Preserve Williamson. The community-based program is a recommitment by the Heritage Foundation to safeguarding cultural heritage, preserving green space and historic buildings along with championing new growth in Williamson County. Throughout the summer, there will be a series of townhall meetings in each Williamson County municipality to discuss and learn about what is important to community stakeholders. Additionally, the Heritage Foundation will sponsor a Building of the Month tour series and roundtable discussions with industry professionals.

Chair Denton added that action is not taken on citizen comments not on the agenda. Citizen comments, not

on the agenda, is an opportunity for citizens to speak to the Board about items relating to historic preservation.

Comments on agenda items may be made in person at city hall or by emailing planningintake@franklintn.gov before noon on the day of the meeting. Emailed comments will be provided to the Commission and included in the minutes, but not read aloud in their entirety during the meeting.

APPROVAL OF MINUTES

1. Consideration Of Approval Of Minutes

Sponsors:

Commissioner Orr motioned to approve the March 11, 2024, HZC meeting minutes, seconded by Commissioner Barrett. The motion carried 5-0 (Chair Denton abstained).

ANNOUNCEMENTS

Ms. Huffer announced the regularly scheduled DRC meeting will be held April 15, 2024, at 4 PM in the boardroom. A site visit to the Carothers House is scheduled for April 27, 2024, at 3 PM.

APPLICATIONS

2. Consideration of Site Alterations (Fencing) At 223 4th Ave. N.; Deborah Bibb, Applicant.

Sponsors: Kelly Dannenfelser, Emily Huffer, Elizabeth Bulay

Project Speaker: Elizabeth Bulay. This application appeared before the Historic Zoning Commission during the March 2024 meeting and was deferred to the April Historic Zoning Commission meeting. The applicant then attended the Design Review Committee in March and incorporated feedback into this application. The proposal includes a 7' tall shadow box fence with a wooden cap along the northern (right side) property line for screening of the new adjacent parking lot. This application proposes the fencing start in line with the front façade and run parallel to the house up to the start of the accessory structure located on the property. The Historic Design Guidelines provide recommendations for fencing based on two locations: front yards and rear yards. The front yard is classified as a location within 20 feet of the front façade. Rear yards are classified as being at least 20 feet behind the front façade. The Zoning Ordinance distinguishes the locations differently for front yards and rear yards; they are divided by the front façade of the house. As proposed, the fencing does not meet the intent of the Guidelines for Front Yard Fencing. While the Guidelines recommend that the 3-foot-tall front yard picket fencing be extended to at least 20 feet behind the front facade, the Zoning Ordinance would allow for the 7-foot-tall privacy fencing to begin at the front facade line, should the Commission consider this to be appropriate.

Recommendation:

Staff recommends approval of the application with the following conditions:

1. Rear yard fencing must begin 20 feet behind the front facade of the house.
2. The Shadow Box Fence design or a design that aligns with the floodplain requirements must be utilized for rear yard fencing on the property.
3. The application must meet all the requirements of the City of Franklin prior to issuance of a Floodplain Development Permit.
4. Any additional changes to the approved plans must be returned to the Preservation Planner or the Historic Zoning Commission for review and approval.

Applicant: Deborah Bibb. Ms. Bibb did not have any additional comments.

Citizen Comments: None

Motion

Commissioner Worthington motioned to approve site alterations (fencing) At 223 4th Avenue North with staff conditions, seconded by Commissioner Orr.

Ms. Bulay confirmed that condition number one recommends that fencing would need to begin 20 feet behind the front façade.

Commissioner Marquardt asked the applicant about the situation that prompted her request for fencing.

Ms. Bibb explained that during construction of the two-story office building, next door, a privacy hedge was removed and replaced with small skip laurels exposing the bathroom window and two-bedroom windows to the office building and the parking area.

Commissioner Pearce stated that it appears privacy would be provided to the bathroom and bedrooms if the fence is installed as staff has recommended, 20 feet behind the front façade.

Ms. Bibb explained that on of the bedroom windows about three feet from the front façade/corner.

Commissioner Pearce suggested positioning the start of the fence just before the bedroom window to allow for privacy without affecting the streetscape. Any small amount the fence can be moved back from the front façade and considering the screening the front porch provides along with the extenuating circumstances the situation is forgiving.

Amendment

Commissioner Pearce amended the motion for the fence to start three feet from the front corner façade closest to the fence, seconded by Commissioner Marquardt.

Commissioner Pearce stated that the reason for going against staff recommendation is because of the newly constructed two-story office building next door along with the protruding front porch - grace can be given to the situation.

Commissioner Barrett asked for clarification of fence height.

Ms. Dannenfelser explained that the zoning ordinance allows for a seven-foot fence because the property is zoned commercial.

There being no further discussion on the amendment, Chair Denton asked the Commissioners to vote.

The motion to amend carried 6-0.

Main Motion (As Amended)

There being no further discussion on the main motion, Chair Denton asked the Commissioners to vote.

The motion as amended carried 6-0.

3. Consideration Of Signage (Small Hanging/Projecting) At 212 E. Main St.; Ashley Roark, Applicant.

Sponsors: Kelly Dannenfelser, Emily Huffer, Elizabeth Bulay

Project Speaker: Elizabeth Bulay. The proposal includes the installation of a Small Hanging/Projecting Sign at 212 East Main Street. The applicant attended the March Design Review Committee meeting and incorporated feedback from the Committee within this application. The proposal includes a 3.79 Square Foot cedar board sign that is 1.5" thick to be suspended by a straight arm bracket bolted to the masonry. The sign will feature a dark blue background, lighter lettering, and a muted pink accent color. The proposed sign design is appropriate and meets the intent of the Guidelines. The sign is proposed to be located by the main entrance to the building, centered between the door and window on the first floor. The bottom of the sign is proposed to be 8' above grade on the building, which is at the top of the window.

The Guidelines recommend the following for Small Hanging/Projecting Signs:

1. The top of Small Hanging/Projecting Signs should be no higher than the first-floor window or transom header, but shall comply with an 8' minimum clearance from the grade surface (generally defined as the sidewalk or porch floor).
2. The sign placement is proposed above the recommended maximum to comply with the zoning and building code requirement of a minimum 8' clearance below the sign. This building is a commercial building constructed ca.1950 that does not have the typical storefront orientation that is seen elsewhere on Main Street. This sign application does not meet the Guidelines for Small Hanging/Projecting Signs. Other sign types that may be considered for this space include a larger directory sign which is commonly used for multi-floor and tenant buildings.

Recommendation:

Staff recommends denial of this application based on the following Guideline:

1. The top of the sign area should be no higher than the ground floor window/transom headers, but shall comply with the 8-foot minimum clearance from the grade surface (generally defined as the sidewalk or porch floor).

Applicant: Ashley Roark. Dr. Roark thanked the Commission and staff for their ideas. After considering all the options, Ms. Roark stated concerns about the visibility of the sign as she would like to establish a brand recognition. Dr. Roark also noted that she would like to incorporate the wrought iron suggestion and believes that it would blend in with the surrounding materials and design.

Citizen Comments: None

Motion

Commissioner Orr motioned to approve signage (small hanging/projecting) at 212 East Main Street with staff conditions, seconded by Commissioner Barrett.

Commissioner Orr stated that the applicant is unable to comply with the sign recommendations due to the construction and placement of the windows. Dr. Roark's sign application complies with the required minimum eight-foot clearance from the bottom of the sign.

Commissioner Marquardt added that the applicant's storefront orientation is not typical and as proposed should fit into the context of the area.

There being no other discussion, Chair Denton asked the Commissioners to vote.

The motion carried 6-0.

4. Consideration Of Alterations At 1837 William Campbell Ct. (Historic Magnolia Hall Subdivision Lot 3); Jennifer Lombard, Applicant.

Sponsors: Kelly Dannenfelser, Emily Huffer, Elizabeth Bulay

Project Speaker: Elizabeth Bulay. This application proposes alterations to the Craftsman-inspired house on Lot 3 in the Magnolia Hall Subdivision. The COA for this house was approved and issued in July 2023. Within the application, the proposed changes are called out on each façade. The massing, height, scale, and size of the building have not changed. The applicant is fine-tuning the designs and elements found on the house. Ms. Bulay stated that she will only highlight the proposed alterations that staff does not agree with.

Left Elevation: The proposed window alterations are mostly appropriate other than the transom windows. The configuration of the transom window is not in keeping with the rhythm and spacing that is seen on nearby structures or on historic buildings and is not a typical configuration for two windows. The Guidelines recommend maintaining the rhythm and spacing of window and door openings of adjacent structures.

Rear Elevation: The spacing and rhythm of the windows located in the front gable are not balanced. The Guidelines would recommend maintaining spacing that is typical. The proposed change of the double hung windows to casement windows within the dormers does not appear to have a historic profile within the drawings. The Guidelines state that new windows should have historic profiles and dimensions.

Recommendation:

Staff recommends approval with conditions outlined in the staff report.

Applicant: Jennifer Lombard. Ms. Lombard stated that minor changes and adjustments were made to the proposal and removal of the transom window would not be a problem (left elevation). Regarding the right elevation, the windows are centered in the bedroom based on the floorplan and the window design would have a historical profile. The windows would need to be casement windows to comply with egress codes.

Citizen Comments: None

Motion

Commissioner Pearce motioned to approve alterations At 1837 William Campbell Court (Historic Magnolia Hall Subdivision Lot 3) with staff conditions, seconded by Commissioner Marquardt.

The motion carried 6-0.

Commissioner Pearce and Chair Denton commented on how the 3-D renderings provided a better context of the project and thanked Ms. Lombard for providing the additional information.

5. Consideration Of Alterations At 1839 William Campbell Ct. (Historic Magnolia Hall Subdivision Lot 4); Jennifer Lombard, Applicant.

Sponsors: Kelly Dannenfelser, Emily Huffer

Project Speaker: Emily Huffer. This application proposes alterations to the Tudor-inspired house on Lot 4 in the Magnolia Hall Subdivision. The COA for this house was approved and issued in July 2023. Within the application, the proposed changes are called out on each façade. The massing, height, scale, and size of the building have not changed. The applicant is fine-tuning the designs and elements found on the house. The application recently attended the March Design Review Committee meeting and incorporated the feedback from the commission into the application.

Recommendation:

Staff recommends approval of this application with the conditions outlined in the staff report.

Applicant: Jennifer Lombard. Ms. Lombard stated that she agrees with staff recommendations and conditions.

Citizen Comments: None

Motion

Commissioner Barrett motioned to approve alterations at 1839 William Campbell Court (Historic Magnolia Hall Subdivision Lot 4) with staff conditions, seconded by Commissioner Orr.

The motion carried 6-0

6. Consideration Of Alterations At 1841 William Campbell Ct. (Historic Magnolia Hall Subdivision Lot 5); Jennifer Lombard, Applicant.

Sponsors: Kelly Dannenfelser, Emily Huffer

Project Speaker: Emily Huffer. The proposal includes alterations to the Queen Anne-inspired house on Lot 5 in the Magnolia Hall Subdivision. The COA for this house was approved and issued in December 2023. The applicant is fine-tuning the designs and elements found on the house. Feedback from the March Design Review Committee meeting was incorporated into this application.

Recommendation:

Staff recommends approval of this application with conditions outlined in the staff report.

Applicant: Jennifer Lombard. Ms. Lombard noted that after feedback from the DRC meeting, she included column drawings as part of the proposal. Ms. Lombard agreed with staff recommendations and conditions.

Citizen Comments: None

Motion

Commissioner Worthington motioned to approve alterations at 1841 William Campbell Court (Historic Magnolia Hall Subdivision Lot 5) with staff conditions, seconded by Commissioner Pearce.

The motion carried 6-0.

7. Consideration Of Site Alterations (Bollards) At 230 Franklin Rd.; Greg Gamble, Applicant.

Sponsors: Kelly Dannenfelser, Emily Huffer

Project Speaker: Emily Huffer. At the main entrance to the Factory facing Franklin Road (located at buildings 3 and 11) the application proposed to install seven bollards to divide the sidewalk and the vehicle drop-off zone. The concrete bollards will be spaced approximately 25' apart from each other and will be 12" in diameter and 30" in height. While the Design Guidelines do not directly address the installation of bollards, staff applied the Site and Setting Chapter to this application. The Guidelines recommend the following:

Generally, site and setting alterations should be considered as appropriate when they are undertaken in locations that are not visible from public view, do not involve the removal of historic features, and do not detract from or overwhelm the context of the historic districts.

While the bollards are not placed in a location that is not visible from the street, they appear to be a similar material and color as the pavers in front of the main entrance, which would meet the guideline of the alteration not detracting or overwhelming the building/site. The bollards are minimal in height and can protect pedestrian areas and buildings from vehicles. Per an engineering review of this application, the bollards shall be placed within the pedestrian sidewalk behind the curb line and not within the vehicular travel path in front of the curb.

RECOMMENDATION:

Staff recommends approval of the application with conditions outlined in the staff report.

Applicant: Greg Gamble. Mr. Gamble stated that the team is requesting flexibility regarding the bollard type. The proposed bollard had not been fully engineered but Mr. Gambel believes that the correct type of bollard has been chosen. The purpose of this request is to allow the proposal to move to the next step so that the team can work with the BNS and city engineers to locate and correctly install the bollards according to code requirements and engineering specifications.

Citizen Comments

None

Motion

Commissioner Barrett motioned to approve site alterations (Bollards) At 230 Franklin Rd with staff conditions, seconded by Commissioner Marquardt.

Mr. Gamble provided an illustration of the Factory entrance to the Board. The objective is to create a welcoming and convenient entrance into the Factory. Currently, there are no steps from the drive isle to the Factory entrance which provides easy access and accommodates ADA requirements. When installed, the bollards will be located on the pavers, in the drive isle or in the curb bend. Once the bollard type has been approved, work with city engineers and the BNS

department can begin to correctly locate and position the bollards.

Chair Denton asked staff to comment on the reasoning behind the specified location of the bollards, noted in the staff report.

Ms. Huffer stated that a city staff engineer recommended that the bollards be located out of the drive isle so that traffic isn't blocked.

Chair Denton noted that staff's condition, relating to location of the bollard, was based on the comment from engineering not a Design Guideline recommendation.

Commissioner Worthington stated that she compared heights of bollards, specifically at the mall, and noted that a 30-inch height felt appropriate. Also, noted confusion regarding the location of the bollard in the two-dimensional drawings.

Mr. Gamble explained that, for now, the focus is on the height and style of the bollard. At the next step, work with engineering, fire and BNS would begin to appropriately locate the bollards so that codes and safety requirements are met.

Chair Denton stated that as the motion reads, the HZC would be giving approval for the bollards to be located on the sidewalk.

Ms. Dannenfelser stated that the condition relating to the bollard location was a comment from engineering staff that recommended placement out of the drive isle and out of the line of traffic.

Commissioner Marquardt added that the flexibility the applicant is requesting could be managed by planning staff.

Chair Denton noted that if the motion is passed as stated, approval would be given for the bollards to be located on the sidewalk, limiting the flexibility. If the Board chooses to allow flexibility, an amendment to the motion would be needed.

Commissioner Pearce stated that staff has indicated that the engineering review has already been completed, therefore, recommending location of the bollard on the sidewalk, out of the drive isle. Ms. Pearce also noted that she is comfortable with the motion as stated.

There being no further discussion, Chair Denton asked for the Commissioners to vote on the motion to approve site alterations (Bollards) at 230 Franklin Road with staff conditions.

The motion carried 6-0.

8. Consideration Of Preliminary Historic Zoning Commission Recommendation For Conceptual Subdivision Revision (Bousquet Place/The Hill Property) Proposed At 405 5th Ave. N.; Greg Gamble, Applicant.

Sponsors: Kelly Dannenfelser, Emily Huffer

Project Speaker: Emily Huffer. The development is proposed along 5th Avenue North, near its southeast intersection with 3rd Avenue North, which borders the historic Toussaint L'Overture Cemetery and the Mt. Hope Cemetery. The buildings within the HPO have received a Preliminary Historic Zoning Commission Recommendation. The revision within this application involves emergency access for the development out of the floodplain. The application appeared before the Design Review Committee during its March meeting to discuss the proposal of the emergency access going through the historic buffer. The applicant discussed the different routes that were explored and how they were not feasible as it involved removing historic columns at Mt. Hope Cemetery or purchasing land and demolishing a shed from the Pleasant Valley Primitive Baptist Church. This route follows an existing route that was previously utilized on the property and is the only remaining feasible option for emergency vehicles to access the development. The proposed 12' asphalt access driveway will be close to the edge of the historic Toussaint L'Overture Cemetery. The subject property is immediately adjacent to the Toussaint L'Overture County Cemetery, which is listed on the National Register of Historic Places (NRHP) for significance in African American history. The naturalistic screening for a historic resource edge treatment is intended to create a year-round visual obstruction and significant spatial separation between the historic resource setting and the new development or

redevelopment. This type of edge treatment is the most effective/highest level of year-round screening within the Zoning Ordinance to protect the viewshed of the historic resource. Due to the significance of the adjacent cemeteries, the importance of maintaining the historic buffer has been discussed at length during previous DRC meetings. The applicant has provided an updated rendering showing a perspective from the Toussaint Cemetery looking toward the development and how the buffer will be 3-5 years after the trees have been planted. While the impact of the new driveway is minimal, the tree foliage will increase yearly to fully camouflage/screen the emergency access and development.

Recommendation:

The HZC should make a preliminary recommendation to the Franklin Municipal Planning Commission and the Board of Mayor and Aldermen as to whether the proposal could ultimately meet the Historic District Design Guidelines. Staff recommends preliminary approval of the revision with the condition stated on the staff report.

Applicant: Greg Gambel. Mr. Gamble, representing the Partnership for Affordable Housing. Mr. Gamble stated that the team has been working on an emergency egress plan, for almost a year, that doesn't require changes to the historic cemetery. The original plan included emergency access through Mt. Hope Cemetery but would require removal of existing historic columns at the entrance of the cemetery. Another option, also through Mt. Hope Cemetery, would require purchasing land, removal of an existing shed and disturbance of parking for Pleasant Valley Primitive Baptist Church. The proposed alternative route would allow for an emergency egress onto Hillsboro Road, out of the 100-year floodplain, providing safe passage. The passageway would be treated as a pedestrian path but in an emergency would accommodate vehicular traffic. The path will encroach into the historic buffer but, it's believed, the plant material can be managed and maintained with the required amounts of deciduous and evergreen plant material.

Citizen Comments: None

Motion

Commissioner Orr motioned to recommend preliminary approval for conceptual subdivision revision (Bousquet Place/The Hill Property) Proposed at 405 5th Avenue North with staff conditions to FMPC and BOMA, seconded by Commissioner Pearce.

Commissioner Pearce noted that although Mount Hope Cemetery is not on the National Register of Historic Places, the cemetery meets the requirements for historical designation. For this reason, Ms. Pearce stated that she hopes the applicant will treat the Mount Hope Cemetery side of the project with the same increase in plant material as the side adjacent to the Historic Toussaint L'Ouverture Cemetery.

Chair Denton noted that the renderings of the development and particularly the proposed path/emergency egress were helpful.

Commissioner Orr asked how the emergency egress will be regulated (gated).

Mr. Gamble explained that a gate or bollard could be used but would need to work with the Fire Department to determine the best way to clearly mark the pathway for emergencies only without limiting pedestrian use of the path. The Fire Marshall is comfortable with a 10-foot pathway as it is highly unlikely that the fire apparatus would need to use the emergency path. The purpose is to give residents an alternative exit in the case of an emergency.

Commissioner Marquardt commented that the proposed alternative emergency path seems to be the best option.

There being no further discussion, Chair Denton asked the Commissioners to vote.

The motion carried 6-0.

9. Consideration Of Alterations (Door) At 230 Franklin Road (Building 13); David Collier, Applicant.

Sponsors: Kelly Dannenfelser, Emily Huffer, Elizabeth Bulay

Project Speaker: Elizabeth Bulay. The applicant received a Certificate of Appropriateness in July 2023 for the conversion of a window opening into a door opening featuring a full window grid pattern on the door and sidelight on the western end of Building 13 for a tenant space. This application proposes to utilize an aluminum storefront entry door within the steel frame that features a single pane door and a gridded sidelight. The proposal is for an aluminum storefront door with a sidelight window with the intent to match what has been approved for other openings along this elevation of Building 13. The proposed door is a single-light door. The proposed sidelight is a five-pane sidelight that extends the historic window pattern to the ground. Previously, the Factory received approval for the conversion of window openings into door openings with this door design and a sidelight grid pattern that stopped at the foundation material break on Building 13. Since a door in this location has already obtained a COA, the report will focus on addressing new entrance design. The Guidelines recommend that new entrances should have simple detailing that complements the historic entrance. The historic window surrounding the approved door opening should be preserved and utilized. The sidelights below the foundation should be removed to simplify the alteration. With this adjustment, the proposed door would match what has been approved for other openings and is simple in detail so as not to detract from the historic structure.

Recommendation:

Staff recommends approval with conditions outlined on the staff report.

Applicant: David Collier. The business tenant changed the design of the door, which required approval from the HZC.

Citizen Comments: None

Motion

Commissioner Marquardt motioned to approve alterations (door) At 230 Franklin Road (Building 13) with staff conditions, seconded by Commissioner Worthington.

Commissioner Pearce asked, "Should the side light windows come all the way down?" "Is it possible to have the brick go under the door for consistency?"

Ms. Bulay provided illustrations of previously approved doors and stated that the grid stops at the break in material and is consistent with previous approvals.

Commissioner Pearce noted her concerns about consistency and previously approved doors for building 11.

There being no further discussion, Chair Denton asked the commissioners to vote.

The motion carried 5-1 (Commissioner Pearce voting against).

OTHER BUSINESS

Chair Denton asked if there was any further business. There was none.

RECEIPT OF ADMINISTRATIVE COA APPROVALS ON BEHALF OF THE HZC

10. **Administrative COA For Signage (Post-And-Arm) At 203 3rd Ave. S.; Dan Fiedler, Applicant.**

Sponsors:

11. **Administrative COA For Signage (Small Hanging/Projecting) At 405 Main St.; Elizabeth Weissman, Applicant.**

Sponsors:

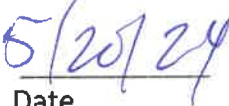
ADJOURN

Commissioner Pearce motioned to adjourn the meeting, seconded by Commissioner Orr. The motion carried 6-0.

There being no further business, the meeting adjourned at 5:57 PM.



Chair



Date