



Meeting Minutes

Historic Zoning Commission

Monday, November 11, 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 LeMarinel called the meeting to order at 5:00 PM.

Commissioners Present: Tyler LeMarinel, Mary Pearce, Kathy Worthington, Michael Orr, Bob Barrett, Brian Laster, Madalyn Ingram, Holly Thompson, and Lisa Marquardt

Commissioners Absent: None

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

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.)

Chair LeMarinel asked for citizen comments. There were none.

Comments on agenda items may be made in person at city hall or by emailing planningintake@franklinton.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 Laster motioned to approve the September 30, 2024, Meeting Minutes, seconded by Commissioner Worthington. The motion carried 9-0.

Commissioner Orr motioned to approve the October 14, 2024, Meeting Minutes, seconded by Commissioner Laster. The motion carried 9-0.

ANNOUNCEMENTS

Ms. Huffer announced that the regularly scheduled DRC Meeting will take place on Monday, November 18, 2024, beginning at 4:00 PM.

APPLICATIONS

2. Consideration Of Door Replacement (Principal) At 108 Church St.; Rita Cheng, Applicant.

Sponsors: Kelly Dannenfelser, Emily Huffer, Elizabeth Bulay

Project Leader: Elizabeth Bulay. 108 Church Street is a corner unit facing Church Street and is in the Brownstones in the downtown Franklin historic district. The applicant is requesting replacement of a door on the porch of the third floor. The applicant noted that the door and threshold are compromised due to leaking. The door could be replaced in kind but there are concerns the same internal damage will happen again. The visibility of the door is low this time of year due to the trees and landscaping. However, visibility from Church Street is greater at other times of the year. The proposed replacement door is Renewal by Anderson that features a double opening with an arched transom. The guidelines recommend doors to be designed and compatible with the historic district. Also, doors should be designed so that they are secondary in appearance to the historic building. The proposed door has a similar configuration to doors seen on the first floor and the second floor of the Brownstones. However, the proposed door will break the rhythm of the windows and doors that currently read as windows without the mutton pattern in the transom window.

Recommendation: Staff recommends approval with staff conditions outlined in the staff report.

Applicant: Rita Cheng. Ms. Cheng stated that the mutton pattern could be added if that prevents the door replacement from being approved.

Motion

Commissioner Pearce motioned to approve Door Replacement (Principal) At 108 Church Street, seconded by Commissioner Barrett.

Commissioner Worthington asked if the replacement door would reflect the same finish as the existing door.

Ms. Cheng explained that the exterior of the door would be a white finish with a wood finish on the interior portion of the door.

The motion carried 9-0.

3. Consideration Of Alterations to The Previously Approved Retaining Wall and Fencing At 904 Fair St.; Greg Gamble, Applicant.

Sponsors: Kelly Dannenfelser, Emily Huffer

Project Leader: Emily Huffer. The construction of a retaining wall at 904 Fair Street was previously approved at the March 2024 Historic Zoning Commission meeting. The Certificate of Appropriateness approved fencing around the property that consisted of wood privacy fencing for the rear of the property (with a height of 6') and an iron picket fence for the front and a portion of the side yard fencing. Additionally, the COA approved the construction of a concrete block retaining wall to not exceed 5' in height when 5' from the property line then it will step back from the property line further and be raised to 6' in height. The application came before the HZC during the August HZC meeting but was deferred, and a site visit was scheduled to view the retaining wall. Then the proposal came before the HZC at the October HZC meeting where it was denied. Since the October HZC meeting, the design has been altered based on the feedback from the HZC. Along the side facing the fence and side property line, the wall height will decrease, and the length of the wall will decrease as well from their previous proposal. The wall was built to be 44'-8" in length, but the updated plan includes removing 19'-2" of the existing wall, making

the total length of the wall 25'-6". Additionally, the wall's height will be decreased facing the fence and side lot line, for a decrease in height by 8". As the grade changes, it will stair step from 4'-2" down to 1'-9". The concrete block wall does not meet the Design Guidelines' recommendations, but the Historic Zoning Commission approved its construction as there was a precedent for a white concrete wall on the property previously. Part of this application proposes painting the concrete wall a cream color that will match the existing retaining wall on the property. The rear yard fence height is proposed to be altered from 6' to 7' to minimize the view of the retaining wall from 9th Avenue North. The proposed fence height is appropriate within the Guidelines.

Recommendation: Since the retaining wall style and materials were previously approved by the Historic Zoning Commission, staff recommends approval of the added length of wall with conditions.

Applicant: Greg Gamble. Mr. Gamble stated that by removing 19 feet of the retaining wall and stepping down the wall 8 inches in two different areas, a lower profile wall is created while still allowing the Hardcastle's a flatter area in the backyard.

Citizen Comments:

Kathy Scott, 900 Fair Street. Ms. Scott stated that the most current edit to the retaining wall will not make the retaining wall any more attractive or less intrusive. It's a very unusual and unattractive change to the topography of the property and is visible from their property. The privacy fence is not permanent and could be removed by the next property owners. At some point, the retaining wall should be completed within the requirements of the design guidelines. (Ms. Scott provided photos to the Commissioners and staff)

Steve Scott, 900 Fair Street. Mr. Scott stated that the reduced retaining wall mass is still intrusive and not low profile from his perspective. Nonconforming materials are being used to complete the wall and Mr. Scott is concerned that this is the first step to drastically change the topography of the property. The next step being some sort of impervious groundwork (patio or driveway). Flooding continues to be a concern even with the updated FEMA maps being approved.

Motion

Commissioner Laster motioned to deny Alterations to The Previously Approved Retaining Wall and Fencing At 904 Fair St, seconded by Commissioner Marquardt.

Commissioner Laster stated that the Commission approved 13.6 feet because the Commission was told the area was mostly in the backyard. The entire length of the wall must meet the guidelines which require a stone veneer or brick material with the color being approved by staff.

Commissioner Pearce noted a conference hosted by Franklin Tomorrow on earth movement and the negative impact on community character when the ground is altered. Initially, the use of concrete block was acceptable because the material was existing, and the scale of the project was small with 13.6 additional feet approved. The existing length of the retaining wall is 44.8 feet which was not approved.

Commissioner Thompson asked why the wall was initially approved.

Mr. Gamble explained that the 3.5-foot existing retaining wall failed, so the owner thought why not raise the height to 5 feet and flatten the backyard area while repairs were being made.

Commissioner Pearce noted that proposed changes completely alter the viewshed of the neighboring property and raise the backyard above the adjacent historic property, ultimately changing the character of the property.

Commissioner Orr stated that the problem is that the wall height has been approved.

Ms. Huffer stated that the approved retaining wall height is five feet when setback five feet from the property line.

Commissioner Laster noted that the HZC does not address codes requirements. The applicant has made a positive step in lowering the height of the retaining wall. Also, how will the seven-foot privacy fence be achieved, will the boards be removed and then rebuilt, or will another foot be pieced in to achieve the seven-foot height?

There being no further discussion, Chair LeMarinel asked the members to vote.

The motion to deny carried 8-1 (Commissioner Orr voting against).

4. Consideration Of Fencing (Front Yard and Rear Yard) and Site Alterations At 112 Lewisburg Ave.; Jennifer Lombard, Applicant.

Sponsors: Kelly Dannenfelser, Emily Huffer, Elizabeth Bulay

Project Leader: Elizabeth Bulay. 112 Lewisburg Avenue is a circa 1920 bungalow in the Lewisburg Avenue Historic District. Currently, the applicant has returned to propose a front yard fence, rear yard fence and vehicular gate, lighting, and alterations to the walkway and stoop at the property.

- Front Yard Fencing: The proposed front yard fencing and gate are appropriate.
- Rear Yard Fencing & Vehicular Gate: A wrought iron fence is proposed in the rear yard. On the left side of the building where the proposed gate is located, the fence will be 4' in height to match the adjacent property's fencing. The fencing throughout the remainder of the rear yard will be 6' in height. The gate is proposed to be flanked by two piers with a stone veneer. The design of the fence will continue in the gate with a wrought iron fence at a height of 3'6". The piers will be 4'8" with a 2'x2' stone cap. On the piers, sconce lights are proposed to be installed. The Guidelines recommend the following for fencing:
 - Design fences and walls to be compatible with the architectural style of the building. For example, wood picket fencing is appropriate for vernacular frame houses, while cast-iron fencing and brick columns are more appropriate for more ornate, high-style architecture.
 - Design fences and walls to support the historic character of the district.
 - Use wood picket, vertical wood plank, split rail, horse fencing, brick, cast iron, or similar metal fencing, as appropriate, based on the site and setting. As proposed, the utilization of the wrought iron fence and gate design with stone piers is not appropriate to the principal building. The design of the fence and piers is associated with more high style architecture, such as the Italianate style which is found next door or distinctive architectural styles that are highly ornate, such as a Queen Anne.
- Lighting: New light fixtures are proposed on the piers of the proposed fence and gate. The light fixtures are elongated, gold sconces. The Guidelines recommend the following for lighting:
 - Design light fixtures and their placement to be compatible with and subordinate to historic buildings and the surrounding historic context.
 - If new light fixtures are necessary, use concealed lighting or fixtures that are simple in character but compatible with the placement, design, scale, materials, and quality of lighting on adjacent historic buildings.
 - Use small footlights for residential driveways and walkways instead of large freestanding postmounted lights. The placement of sconce lights on the fence piers is not a traditional location nor seen in the district. The proposed lights are highly visible and not compatible with the lighting of adjacent historic buildings as they appear more contemporary.
- Stoop and Walkway: It is proposed to alter the stoop and walkway to replace the existing stone and concrete with historic brick. The existing stoop is a concrete stoop faced in stone and features a stone apron. The remainder of the walkway to the sidewalk is concrete. It is proposed to remove the stone facing from the stoop to reveal the original concrete stoop and repair it as needed. The walkways and apron are proposed to be replaced with the historic brick from the stoop to the sidewalk. The applicant has noted that the walkway is not historic to the site and maybe a later addition between 1987 and 2008. The Guidelines recommend the following for walkways and stoops:
 - Maintain the location of historic sidewalks and walkways. Replace damaged portions to match the original.
 - Visually connect the street and building with a walkway leading directly from the sidewalk to the main entrance.
 - Use sidewalk materials that were historically typical, such as concrete, brick, and stone.
 - Preserve and maintain original concrete, brick, or wooden stairs. If needed, repair or replace the original wooden, brick, or concrete stairs with matching materials. If pre-cast or pre-formed concrete stairs are desired, use them only where not readily visible from the street. The proposed alteration of the stoop to reveal the historic concrete is appropriate. Removal of the non-historic stone and concrete and

replacement with brick material meets the Guidelines. The use of brick in walkways and sidewalks is seen throughout the Lewisburg Avenue Historic District.

Recommendation: Staff recommends denial of the rear yard fencing, gate, and lighting based on the following Guidelines:

- Design fences and walls to be compatible with the architectural style of the building. For example, wood picket fencing is appropriate for vernacular frame houses, while cast-iron fencing and brick columns are more appropriate for more ornate, high-style architecture.
- Design light fixtures and their placement to be compatible with and subordinate to historic buildings and the surrounding historic context.
- If new light fixtures are necessary, use concealed lighting or fixtures that are simple in character but compatible with the placement, design, scale, materials, and quality of lighting on adjacent historic buildings.

Staff recommends approval of the front yard fencing, stoop, and walkway alterations with the conditions outlined in the staff report.

Applicant: Jennifer Lombard, 906 Studio Architects. Ms. Lombard explained that the owners would have been satisfied with a wood picket fence other than the wood picket fence running parallel to the existing wrought iron fence of the neighboring property. Ms. Lombard noted that the applicant would be willing to adjust the piers and lighting as needed.

Citizen Comments: None

Motion (Front Yard Fencing)

Commissioner Marquardt motioned to approve Front Yard Fencing At 112 Lewisburg Avenue with staff conditions, seconded by Commissioner Pearce. The motion carried 9-0.

Motion (Stoop and Walkway)

Commissioner Worthington motioned to approve Stoop and Walkway at 112 Lewisburg Avenue with staff conditions, seconded by Commissioner Ingram. The motion carried 9-0.

Motion #1 (Rear Yard Fencing and Gate)

Commissioner Marquardt motioned to defer the Rear Yard Fencing and Gate at 112 Lewisburg Avenue to the December 9, 2024, HZC Meeting. Motion dies for lack of second.

Motion #2 (Rear Yard Fencing and Gate)

Commissioner Laster motioned to approve rear yard fencing as shown and utilize a wood material for the vehicular gate for the property located at 112 Lewisburg Avenue, seconded by Commissioner Orr.

Commissioner Laster stated that anything seen from the public right of way should be made of the same material which is wood in this situation. Also, because the wrought iron fencing is in the back with neighboring properties on each side utilizing wrought iron fencing, wrought iron fencing is acceptable for the rear yard.

Ms. Lombard suggested a picket fence in the front with a small area of wrought iron fencing to connect to the adjacent wrought iron fencing.

Commissioner Pearce suggested deferral would be the best option for this portion of the item as the Design Review Meeting is the best environment to entertain ideas and to share design concepts.

Motion #3 (Rear Yard Fencing and Gate)

Commissioner Pearce motioned to defer the Rear Yard Fencing and Gate at 112 Lewisburg Avenue to the December 9, 2024, HZC Meeting, seconded by Commissioner Laster. The motion carried 9-0.

Motion (Lighting)

Commissioner Pearce motioned to defer the Rear Yard Fencing and Gate at 112 Lewisburg Avenue to the December 9, 2024,

HZC Meeting, seconded by Commissioner Laster. The motion carried 9-0.

Commissioner Worthington suggested the applicant provide details about the design ideas suggested during the meeting with a closer view of the piers and how connection to the wrought iron fencing would occur.

Commissioner Ingram suggested that the applicant show how the use of landscaping could transition the subject property to the neighboring front yard.

Commissioner Pearce and Chair LeMarinel noted that the HZC does not provide guidance on landscaping as it is not permanent and could die.

5. **Consideration Of Alterations (Principal) At 324 3rd Ave. S.; Brandon Hutcheson, Applicant.**

Sponsors: Kelly Dannenfelser, Emily Huffer, Elizabeth Bulay

Project Leader: Elizabeth Bulay. 324 3rd Avenue South is in the Downtown Franklin Historic District. The building was constructed circa 1925. The applicant has returned to propose the installation of a chimney and screening-in of the rear covered porch.

- **Chimney:** The proposal is to install a fireplace and chimney on the rear covered porch addition. The chimney will be a brick chimney to match the two existing brick chimneys on the building. As submitted, the chimney meets the recommendations of the Guidelines.
- **Screened Porch:** The enclosure of the rear covered porch with screening is proposed. The rear covered porch is not visible from the public view, as it will face the rear of the property. The rear covered porch was an addition that was previously approved and is not historic. The proposed design of the screened porch is minimal to support the screening. The proposed material of the framing members has not been provided at this time.

Recommendation: Staff recommends approval of the alterations with conditions outlined in the staff report.

Applicant: Brandon Hutcheson. Mr. Hutcheson noted that he could provide the dimensions of the chimney, if necessary.

Citizen Comments: None

Motion

Commissioner Orr motioned to approve Alterations (Principal) At 324 3rd Avenue South with staff conditions, seconded by Commissioner Barrett.

Commissioner Pearce asked for more information about the location of the chimney and noted that a house was lost to a fire in downtown Franklin that had a similarly designed back porch chimney.

Mr. Hutcheson explained that the porch roof is flat, and the chimney is connected to the roof supported with two posts.

Chair LeMarinel noted his concerns about the nontypical form for an historic building. Most similar alterations would have a porch rack, overhang and fascia, but the porch screening and chimney can be supported.

The motion carried 9-0.

6. **Consideration Of Alterations And Addition (Principal) At 111 Winslow Rd.; Kevin Coffey, Applicant.**

Sponsors: Kelly Dannenfelser, Emily Huffer, Elizabeth Bulay

Project Leader: Elizabeth Bulay. 111 Winslow Road features a Tudor revival home constructed circa 1928 with later additions made and a recently added accessory structure. This application is for alterations to the previously approved plans but maintains the existing footprint of the home. The following alterations are proposed:

- Screen Porch Enclosure
- Carriage-style double doors in the enclosed screened porch
- Re-sheathing the T-111 Siding with Lap Siding
- Rear concrete stoop with roof extension and brackets
- Rear Window to door alteration
- Right elevation door-to-window alteration
- Replacement of windows on the rear of the building
- Installation of a new window in the historic opening
- Installation of two new windows at the rear of the building
- Replacing the aggregate front porch slab with a concrete surface
- Replacement of asphalt shingles on side dormers with metal roof material

The proposed alterations meet the recommendations of the design guideline.

- **Fin Wall Demolition:** It is proposed to demolish the fin wall on the right elevation. The wall has been damaged and has started to tilt. The fin wall is related to a fin wall that was part of the accessory structure that was demolished on the property. The left elevation also features a swooping stone wall. The Guidelines recommend:
 - Preserve and maintain the design of historic fences, walls, retaining walls, and gates.

The Guidelines support preserving and maintaining the design of historic walls. There is not enough information in the submittal to sufficiently demonstrate that the fin wall is not historic, and its removal may adversely impact the district as this feature is being replicated on adjacent new construction to further relate their designs to this historic neighborhood.

Recommendation: Staff recommends denial of the removal of the fin wall based on the following Guidelines:

- Preserve and maintain the design of historic fences, walls, retaining walls, and gates.

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

Applicant: Kevin Coffey. Mr. Coffey stated that he agrees with all staff comments other than demolition of the fin wall. The fin wall has lost its meaning once the accessory structure was removed years ago. There is a clear difference between the front left fin wall and the rear right fin wall. The construction and intentionality of the front left fin wall with its stonework seems purposeful. Whereas the rear right fin wall is newer, less historic and made from subpar construction.

Citizen Comments: None

Motion #1 (Fin Wall Demolition)

Commissioner Marquardt motioned to approve demolition of the fin wall for the property located at 111 Winslow Road, seconded by Commissioner Orr.

Commissioner Marquardt stated that the images provided by the applicant speak volumes to the differences in the front and rear fin walls.

Commissioner Orr explained that if the fin wall is preserved, it will not resemble the front left fin wall because space doesn't allow.

Commissioner Laster stated that he believes the fin wall is old enough to be considered historic. The images show that the front steps may have been replaced at one point in time due to damage. It's possible that the fin wall was originally connected to the original steps. Since the accessory building has been removed the fin wall is the only remaining architectural element left relating back to the accessory building. The fin wall is an architectural element, and it should be repaired and preserved.

Commissioner Worthington also noted that any time demolition is considered for a historic property, documentation must accompany to support the need for demolition. Commissioner Worthington stated that she cannot support demolition of the

fin wall.

Commissioner Thompson added that the fin wall is a special architectural feature, and she would hate to see it removed.

Commissioner Pearce stated that stone is available for rebuilding the fin wall and there is not a compelling reason to demolish the architectural element.

Chair LeMarinel stated that the wall is clearly damaged but cannot support demolition of the fin wall.

The motion failed 2-7 (Commissioners Barrett, Ingram, Laster, LeMarinel, Pearce, Thompson and Worthington voting against).

Motion #2 (Fin Wall Demolition)

Commissioner Laster motioned to deny demolition of the fin wall for the property located at 111 Winslow Road, seconded by Commissioner Pearce.

The motion carried 7-2 (Commissioner Orr and Marquardt voting against).

Motion (Other Alterations)

Commissioner Ingram motioned to approve other Alterations And Addition (Principal) At 111 Winslow Road with conditions, seconded by Commissioner Barrett.

Commissioner Laster asked staff for confirmation of the conditions relating to the windows.

Ms. Bulay stated that the condition is for material only and to maintain the historic window opening for the transom.

The motion carried 9-0.

7. Consideration Of New Construction (Principal) At Lot 24 Myles Manor Ct.; Mark Spivey, Applicant.

Sponsors: Kelly Dannenfelser, Emily Huffer, Elizabeth Bulay

Project Leader: Elizabeth Bulay. The subject lot is a corner lot that fronts Winslow Road and Myles Manor Court. This lot is currently vacant and a new principal building is proposed to be constructed. The home is influenced by the Craftsman style. The lot on the corner of Winslow Rd. and Myles Manor Court has a unique topography, with changes in the grade being noticeable. The block of homes located on Myles Manor Court were constructed in the mid-1990s and were not in the Historic Preservation Overlay at the time of construction. This applicant has come to two previous Design Review Committee meetings and has incorporated feedback into the application.

- **Placement and Orientation:** The proposed setbacks show a 30' setback from Myles Manor Court, a 15' setback from Winslow Road, and a 25' rear setback along the rear shared driveway. The established front setback is the setback of existing buildings on the same block face, but no closer to the front lot line than the closest adjacent building and in no case less than 10 feet. This front setback would be applicable to the setback on Myles Manor Court and Winslow Road as this is a corner lot and has two front yards. The established side setback is 7' and the setback along the rear shared driveway is 20'. The Guidelines recommend the following:
 - Maintain the alignment of existing front yard setbacks on the block face while adhering to the Zoning Ordinance setback requirements.
 - Maintain the rhythm of buildings along the street. Space new buildings according to the historic precedent established on the same block face.
 - Locate new buildings to be secondary in prominence to the historic structures on the site or in the district.

The setback along Winslow Road appears to be an average closer to 20' than 15'. The proposed placement would break the rhythm of the buildings along this front. In placing the building closer to the street than the historic buildings, prominence is given to the proposed building. Zoning staff cannot approve the 15' setback without the applicant showing the setbacks of the other homes on the block face and how they determined the setback to be 15'. The lots have never been consolidated by

plat. All setback comments are tentative based on the information provided. Should the survey and plat provide different information, additional comments may be forthcoming.

- **Building Form:** The massing of the left elevation, which will be highly visible, utilizes material changes, roof breaks, and wall breaks to be more sensitive to the surrounding historic buildings on the Winslow Rd. block face. With these implemented in the design, the new construction will read more as additions over time on this front. While the roof breaks and drops in height from the front gable to the rear of the house assists in reducing the height of the building to be more compatible with the surrounding historic buildings, the building still reads as a two-story building on this front. Because this property is a corner lot, the full width of the home, which is 76' long, will be displayed and will be a prominent feature that draws attention to the new construction and away from the historic buildings. The floor-to-ceiling heights have not been provided in this application submittal. The Guidelines recommend the following:
 - Design the massing, size, scale, and proportions of new residential buildings to be compatible with nearby historic buildings.
 - Design new residential buildings to complement rather than detract from the character of the historic district.
 - Make new buildings compatible with adjacent building floor-to-ceiling heights. Appropriate heights for new construction range from eight feet to ten feet.

While the massing and scale are successful, in the context of the historic neighborhood, this proposed infill will appear as more prominent than nearby historic buildings. The height along Winslow Rd. exceeds the 10% recommended height allowance from the average of the block face along Winslow Road. The foundation height measurement was not included in this submittal.

- **Entrances:** At the rear of the building, there is a pedestrian entrance next to the garages. The entrance is a punched opening in the brick and utilizes an arched gate instead of a door. Behind this gate is an entrance to the building under the covered porch. The Guidelines recommend the following for entrances:
 - Design new buildings to have their main entrances located on the front facade. For corner lots, if desired, provide entrances on facades facing both streets.
 - Design new doors and doorways to blend well with other historic buildings on the street, including solid-to-void ratio, rhythm and spacing, and scale and intricacy.
 - Use traditional materials with appearances similar to the doors on nearby historic buildings.
 - Provide casement, trim, transoms or sidelights similar to those seen on nearby historic houses.

The arched gate entrance built in the façade of the building is not a typical configuration and is not seen elsewhere in the historic district. The material specifications of the doors have not been provided at this time.

- **Windows:** The arched gate entrance built in the façade of the building is not a typical configuration and is not seen elsewhere in the historic district. The material specifications of the doors have not been provided at this time. The Guidelines recommend the following:
 - Place windows so that there is proportionate space between the window and the floor level, but do not exceed the height of the entrance features.

The proposed windows between floors break the rhythm and spacing and are not proportionately spaced between the floor level and the height of the entrance features. Additionally, window specs have not been provided in the application.

Recommendation: In addition to project considerations from the zoning administrator, Staff recommends denial of the application based on the following Guidelines:

- Maintain the alignment of existing front yard setbacks on the block face while adhering to the Zoning Ordinance setback requirements.
- Maintain the rhythm of buildings along the street. Space new buildings according to the historic precedent established on the same block face.
- Locate new buildings to be secondary in prominence to the historic structures on the site or in the district.
- Design the massing, size, scale, and proportions of new residential buildings to be compatible with nearby historic buildings.
- Make new buildings compatible with adjacent building floor-to-ceiling heights. Appropriate heights for new construction range from eight feet to ten feet.

- Design for height compatibility with existing historic residential buildings on the same block face as the new residential building.
- Achieve height compatibility by designing within ten percent of the average height of the historic buildings on the same block face.
- Design new doors and doorways to blend well with other historic buildings on the street, including solid-to-void ratio, rhythm and spacing, and scale and intricacy.
- Place windows so that there is proportionate space between the window and the floor level, but do not exceed the height of the entrance features.

If the commission decides to approve this application as submitted, staff recommends conditions outlined in the staff report.

Applicant: Mark Spivey, owner, developer. Mr. Spivey stated that the architect made several changes to the plan but could not attend the HZC meeting.

Citizen Comments: None

Motion #1 (Denial)

Commissioner Worthington motioned to deny the New Construction (Principal) At Lot 24 Myles Manor Courtt because of staff and zoning administrator concerns, seconded by Commissioner Marquardt.

Commissioner Laster noted that this lot is very difficult to situate a home on with two front yards and drastic changes in the topography of the land. The applicant has been willing to make changes to the plan and has been very willing to work with staff. Commissioner Laster suggested a deferral instead of a denial to encourage the applicant to attend the next DRC meeting.

Motion #2 (Deferral)

Commissioner Laster motioned to defer New Construction (Principal) At Lot 24 Myles Manor Ct, to the December 9, 2024, HZC meeting, seconded by Commissioner Pearce.

The motion carried 9-0.

Chair LeMarinel suggested the applicant provide exact setback measurements for neighboring properties. The changes the applicant has made are appreciated and attendance at the DRC meeting would be beneficial.

Commissioner Laster motioned for a short recess, seconded by Commissioner Pearce.

The motion carried 9-0.

8. Consideration Of Preliminary Historic Zoning Commission Recommendation For A Proposed Hotel, Parking Structure, And Partial Demolition At 230 Franklin Rd. (The Factory); Greg Gamble, Applicant.

Sponsors: Kelly Dannenfelser, Emily Huffer

Project Leader: Emily Huffer. The Historic Zoning Commission (HZC) provides preliminary recommendations to other City review bodies on development applications in the Historic Preservation Overlay (HPO), where certain contextually sensitive design features become entitled prior to Certificate of Appropriateness (COA) review. The Historic District Design Guidelines (Guidelines) are used by the HZC to consider exterior alterations that may affect the historic integrity and context of properties within the HPO. The development is proposed at 230 Franklin Road on the site of the Factory Campus. Alterations and partial demolition to two buildings that are listed as contributing on the National Register for Historic Places (NRHP), and the construction of a parking garage and hotel are proposed within the HPO boundaries. The application has appeared before the Design Review Committee to discuss the various portions of the proposal at six meetings, including one site visit early in the process. Not all aspects of the proposal within the application appeared at every meeting to receive feedback.

- Demolition: Part of the proposal includes partial demolition of Building 9 and incorporating Building 10 (which is a stand-alone building on the site) to be enclosed into the proposed new construction of the hotel. The footprint of

the new hotel building will include demolishing approximately fifty percent of Building 9 and then converting the remaining portion of the building into a roofless structure. Of the nine buildings listed on the National Register Listing, six of these buildings on the Factory Campus are considered contributing to the historic fabric of the site at the time it was put on the National Register in 1997. The buildings numbered Building 9 and Building 10 are included as contributing. A building is deemed contributing due to its significance to the site and if its absence would lead to a negative impact on the site. For a building to remain contributing, it should visually read like it did during the period of significance and retain its features and read as it did during the period of significance. As shown in the plans, removing approximately fifty percent of the footprint of the building and removing the roof to be an open-air structure would not meet the Secretary of Interior's Standards nor the Design Guidelines, as it would not retain the features of the building that are considered important to the structure. Demolition is highly discouraged unless there are extraordinary circumstances to maintain the integrity and sense of place associated with Franklin's historic districts. The Guidelines recommend the following for demolition, and the HZC deems one or more of the following conditions met:

- If a building has lost its architectural and historical integrity, its removal will not adversely affect the district's historic character.
- If the denial of the demolition will result in an unreasonable economic hardship on the applicant.
- If the structural instability or deterioration of a property is demonstrated through a report by a structural engineer or architect with demonstrated experience working with historic structures.

Proposed Development

- **Hotel Building:** The average height of the buildings on the Factory Campus is 39'-1/2" in height; with the recommendation of the 10 percent height addition, the height recommended would equate to 42'-11". The proposed height of the three-story building exactly meets the Design Guidelines recommendation and is proposed to be 42'-11". The proposed hotel building will be located fronting Liberty Pike, constructed partially in the footprint of Building 9 in addition to the other Factory Buildings. The footprint of the new building will include demolishing approximately fifty percent of Building 9 and then converting the remaining portion of the building into a roofless structure. Additionally, the new building will involve encompassing Building 10 into the proposed new construction.
- **Parking Garage:** The parking garage is proposed to be located by buildings 3 and 5 on the Factory Campus, which will face the Harpeth Industrial Court. The proposed height of the three-story parking structure mostly meets the Design Guidelines recommendation. It is proposed to be 39'-4" at the top floor level of the garage and will measure 42'-10" at the top floor guard rail. There are two emergency egress stairwells on the structure that will measure 50' in height. The location of one of the egress stairs has been moved so as not to be as visible from Franklin Road. While this has reduced some of the visibility, the updated design of the egress stair covering is introducing a new design that is not seen elsewhere on the site. The design of a more solid brick stair enclosure aligns more with what is seen on the Factory Campus. Information on how the new structure will connect to historic Buildings 3 and 5 has not been provided within this application and is pivotal information to understand if the exterior of Buildings 3 and 5 will be damaged or altered to accommodate this structure. The National Register lists Buildings 3 and 5 as contributing buildings.
- **Scale and Setback:** The height has been stepped back closest to Liberty Pike, but the building, including the Porte cochere, is in line with Building 12, which is known as Liberty Hall. The Guidelines recommend locating new buildings to be secondary in prominence to the historic structures on the site or in the district. New buildings should not block the view of historic buildings from public viewsheds so that the historic buildings retain their prominence. As it is proposed, the viewshed of the historic buildings are being blocked by the proposed hotel from Liberty Pike view perspectives. Architectural Features The Guidelines recommend that architectural features of a new building should be aligned with those of nearby historic buildings. The Guidelines recommend the following:
 - Align the architectural features of the new building with those of nearby historic buildings

The proposed new buildings utilize vertically proportioned windows with traditional spacing patterns and alignment created by upper story windows of the nearby historic buildings at the Factory. However, the measurements of the historic buildings have not been provided within this submittal to analyze if they align with the Design Guidelines. The proposed Porte cochere element is not seen elsewhere on the Factory Campus and the proposed size is not seen elsewhere in the historic districts in Franklin.

Recommendation: It is recommended that the HZC make a preliminary recommendation for denial of the proposal to the

Franklin Municipal Planning Commission and the Board of Mayor and Aldermen for the elements of the proposal related to the Historic District Design Guidelines. Specifically, the elements of this proposal that do not meet the Guidelines are:

1. Demolition of half of the contributing Building 9 is not supported by the Guidelines: Demolition is highly discouraged unless there are extraordinary circumstances, to maintain the integrity and sense of place associated with Franklin's historic districts.
2. Incorporation of Building 10 into the new hotel without definitive evidence that Building 10 was once inside another building.
3. New buildings should not block the view of historic buildings from public viewsheds so that the historic buildings retain their prominence.
4. Additional information is needed to understand the impacts of the proposal to attach the parking structure to the adjacent contributing Buildings 3 and 5.
5. The egress stair towers of the parking structure exceed the recommended height for new commercial buildings.

Please note that at this preliminary stage, the HZC is providing an initial recommendation to FMPC and BOMA on whether this conceptual proposal, as presented today, meets the intent of the Guidelines. If the development plan is approved by the Board of Mayor and Aldermen, the HZC will further review the proposal for consideration of a Certificate of Appropriateness prior to site plan approval.

Applicant: Greg Gamble, representing Holladay Properties. Mr. Gamble explained that the development plan is being revised to include a hotel at the Factory. Recently, Envision Franklin was updated to include hotel as an accepted building use within the Factory District. Mr. Gamble provided a proposed overview of plan submittal timeline. A neighborhood meeting is planned for December 3 or 4, the initial submittal would be presented December 9, presentation at Joint Conceptual Workshop on December 12. If all goes according to plan, the revised development plan would be submitted to the FMPC in January paving the way for the BOMA hearings in February, March and April. The team has tried to incorporate as many suggestions as possible from the DRC meetings and request a favorable preliminary recommendation to FMPC.

Benton Smothers, Holladay Properties. Mr. Smothers highlighted changes made to the development plan (hotel) based on feedback from the DRC meetings. Regarding height and massing, the east elevation façade was revised so that the façade appears to be multiple buildings with changes made to the height reflecting the design guidelines. From the historical viewshed of Franklin Road, the hotel nor the garage can be seen and are subordinate to the Factory buildings. Also, within the guideline recommendations, the hotel and garage footprint equate to 13 % (each) of the Factory's historic footprint. Mr. Smothers discussed the history of buildings 9 and 10. Building 10 was a room inside a building and Building 9 was used to dry lumber. There are several structural concerns about building 9 with the only remaining usable portion being the south elevation, which is incorporated into the hotel design. With the number of modifications needed for building 9, a total rebuild would be required to the point not much historic fabric is left.

As requested by the HZC, the team presented the findings of buildings 9 and 10 and the preliminary hotel design to the State Historical Society. Considering the secondary uses of buildings 9 and 10, alterations to these buildings would not affect the National Register of Historic Places status. Also, the proposed hotel would not affect the National Register of Historic Places status.

Gina Emmanuel. Ms. Emmanuel stated that at the last DRC meeting the team brought the garage design forward. The garage placement evolved to the current location in part to meet the fire codes. The Factory is considered a covered mall meaning that a fire truck should be able to easily drive around the entire building. The garage would need to be set back 40 or 60 feet from the buildings which was difficult given the current configuration of the Factory campus. The architectural design on the building is meant to mimic the existing design of the Factory. The base of the garage building is all brick with the same type of openings as the other buildings of the Factory. The stair tower has been revised to reduce visibility and to not "peek" out from different vantage points. The question regarding impact of the hotel and garage on the Factory can better be addressed at the next step in the development plan process, should a favorable recommendation be granted from the HZC.

Citizen Comments:

Matt Brown, Franklin Alderman District 2. Mr. Brown stated that it takes diligence and tenacity to preserve historic Franklin, while continuing to look forward and consider new projects. Continuing to consider new ideas that not only preserves Franklin's history but encourages thoughtful growth and development. An effective process has been established to protect and preserve the city's history and when paired with forward-thinking, Franklin will continue to be successful. Holladay

properties have a respect for Franklin and a respect for the city's focus on historic preservation. Thoughtful preservation and growth at the Factory by Holladay Properties shows a commitment to the city. The building height of the proposed hotel falls within the design guidelines along with a reasonable number of proposed hotel keys and preservation of the historic viewsheds (Franklin Road). Alderman Brown encouraged the Commission to provide a favorable recommendation so that the project to move forward to the FMPC and BOMA.

James Blair, Nashville, TN. Mr. Blair stated that he has a very personal connection to the Factory and has been in favor of the changes to the Factory over the last few years. Initially, Mr. Blair was skeptical of the hotel but considering the plan revisions, the hotel is shaping into an appropriate project that will support the success of the Factory. Mr. Blair noted that he agrees with Mr. Smothers regarding conditions of buildings 9 and 10. The building height of the garage is the only concern with consideration of two parking levels, suggested by Mr. Blair. Mr. Blair ended by thanking Benton, Allen, Gina and Greg for their efforts to preserve the Factory.

Chair LeMarinel reminded the Commissioners that it is a preliminary recommendation to the FMPC and BOMA. A motion to recommend approval, recommend denial or a motion to defer are acceptable motions.

Motion (Denial)

Commissioner Laster motioned to deny Preliminary Historic Zoning Commission Recommendation to the FMPC/BOMA For A Proposed Hotel, Parking Structure, And Partial Demolition At 230 Franklin Road, seconded by Commissioner Marquardt.

Commissioner Laster stated that his motion is based on staff recommendation along with the need for more information regarding the demolition of building 9. The height of the hotel is finally at an acceptable height after six DRC meetings. The idea of the garage is somewhat new to the proposal and appears be visible from Franklin Road. More details are needed about the demolition and the garage height so that the Commission can decide and decide what (we) are comfortable with. In the past, decisions have been made without enough detail with a result of unintended consequences.

Commissioner Marquardt agreed with Commissioner Laster and added that staff analysis stated that the viewshed of the historic Factory buildings from Liberty Pike is blocked. Protection of historic viewsheds is what the HZC does so that the public can enjoy historic buildings from Liberty Pike even if it's not the primary viewshed.

Commissioner Pearce stated that she would be comfortable deferring the application to the next voting meeting. The main area of concern is the garage, and the Commission would rather error on the side of caution and carefully consider all aspects of the garage rather than hastily make a regrettable decision. The garage is clearly needed for the Factory, but more details and discussion are needed. This is a great project, and the Commission is grateful for work and care the development teams have put into the project.

Commissioner Orr stated that he is comfortable with the project as it stands and considers the primary viewshed to be from Franklin Road.

Chair LeMarinel stated that the viewshed is important and he is unsure if the garage located in the best area as the viewshed from Liberty Pike would be blocked. Chair LeMarinel stated for these reasons he is not comfortable recommending a preliminary recommendation to the FMPC.

Commissioner Barrett stated that the design is sensitive to scale and height and feels like the HZC should allow the project to move forward to the next level. The applicant has attended six DRC meetings relating to the hotel and garage.

Motion (Deferral)

Commissioner Pearce motioned to defer Preliminary Historic Zoning Commission Recommendation For A Proposed Hotel, Parking Structure, And Partial Demolition At 230 Franklin Road.

Commissioner Thompson asked what the applicant would need to present to the Commission differently than they've already presented.

Commissioner Pearce stated that she can appreciate the proposed changes to buildings 9 and 10 and comfortable with what the design team has presented. Redevelopment will occur all around the Factory, the HZC needs to carefully look at massing and scale.

Commissioner Laster stated that the purpose of deferral is to have discussions at a DRC meeting prior to the next voting HZC meeting.

Commissioner Worthington stated that staff had carefully analyzed the areas where the project does not meet the design guidelines. The applicant could focus on reducing the number of areas where the project does not meet the design guidelines.

The motion to defer carried 6-3 (Commissioners Marquardt, Orr and Laster voting against).

OTHER BUSINESS

Commissioner Pearce announced that an effort to raise money for the preservation of the American Legion Post, specifically built for African Americans who served in WWII, is going on now.

RECEIPT OF ADMINISTRATIVE COA APPROVALS ON BEHALF OF THE HZC

9. **Signage (Window and Projecting) At 339 Main St.; Forrest Moodie, Applicant**

Sponsors:

10. **Wall Sign At 214 2nd Ave. S.; Travis Braud, Applicant.**

Sponsors:

11. **Minor Alteration (Rear Non-Historic Door Replacement) At 230 Franklin Rd. (Building 11); David Click, Applicant.**

Sponsors:

12. **Rear Fencing/Screening At 230 Franklin Rd. (Building 13); David Click, Applicant.**

Sponsors:

13. **Rear Yard Fencing At 149 Splendor Ridge Dr.; Chad Gore, Applicant.**

Sponsors:

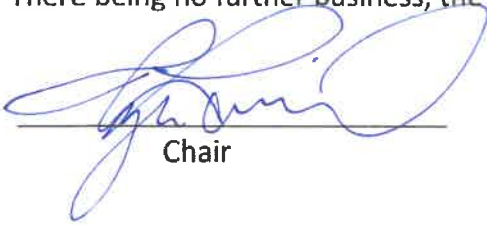
14. **Signage (Projecting Sign) At 317 Main St.; BriBo LLC., Applicant.**

Sponsors:

15. Signage (Projecting Sign Reface) At 435 Main St.; David Thompson, Applicant.**Sponsors:****ADJOURN**

Commissioner Orr motioned to close the November 11, 2024, HZC meeting, seconded by Commissioner Laster. The motion carried 9-0.

There being no further business, the meeting adjourned at 7:20 PM.

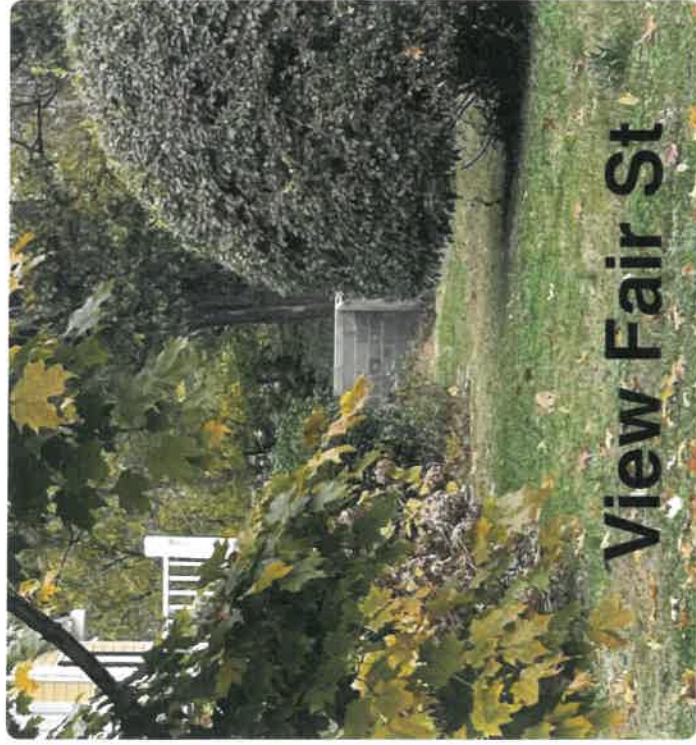


Chair

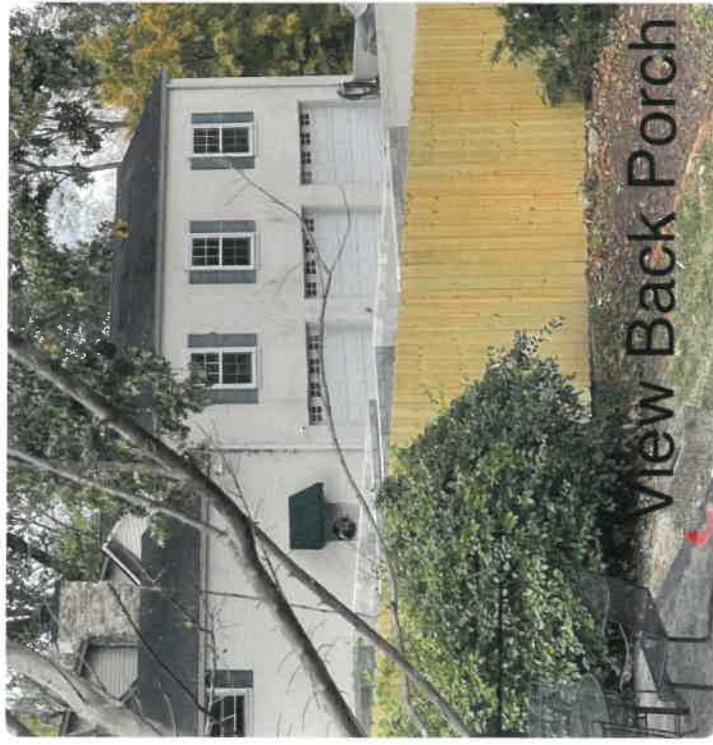
12/9/2024
Date



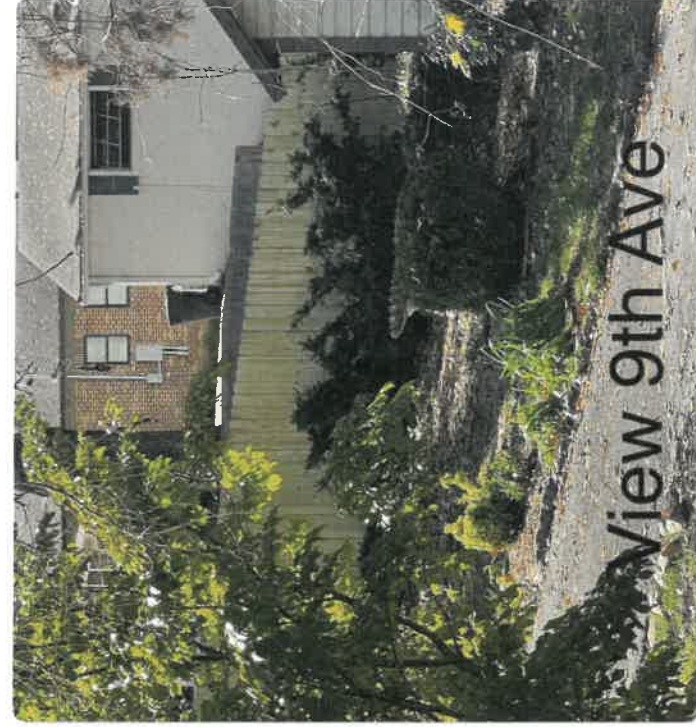
STEVE SCOTT
 900 FAIR ST.
 PUBLIC COMMENT
 FOR 904 FAIR ST.
 11/11/24



View Fair St



View Back Porch



View 9th Ave



View Window

KATHY SCOTT
900 FAIR ST.
PUBLIC COMMENT
FOR 904 FAIR ST.
11/11/24