



City of Franklin

109 3rd Ave S
Franklin, TN 37064
(615) 791-3217

Meeting Minutes

Historic Zoning Commission

Monday, December 9, 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@franklintn.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: Bob Barrett, Brian Laster, Tyler LeMarinel, Madalyn Ingram, Mary Pearce, Lisa Marquardt, Holly Thompson, and Michael Orr

Commissioners Absent: Kathy Worthington

Staff 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.)

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@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.

1. Public Comment- 904 Fair St

Sponsors:

None.

APPROVAL OF MINUTES

2. Consideration Of Approval Of Minutes

Sponsors:

Commissioner Orr motioned to approve the November 11, 2024, Meeting Minutes, seconded by Commissioner Barrett. The motion carried 8-0.

ANNOUNCEMENTS

The deadline to submit for the January 13th HZC is December 27th. This is the last Historic Zoning Commission meeting of the year.

APPLICATIONS

3. Consideration Of Window Alterations At 347 Main St.; Dawn Craig, Applicant.

Sponsors: Kelly Dannenfelser, Emily Huffer, Elizabeth Bulay

Project Leader: Elizabeth Bulay. 347 Main Street is a commercial building located on the southeastern corner of Main Street and 4th Avenue. This storefront is a part of the Moore Block, a two-story commercial building built circa 1890. The windows on the side of the building fronting 4th Avenue South, on the first floor, are single-lite windows with a transom above the window. The proposal includes replacing the glass pane with an in-kind, clear-tempered pane. Additionally, on the middle window located on the first floor of this façade, it is proposed to repair and replace the deteriorated bottom rail with in-kind materials and profiles. As proposed, the proposal to replace the glass pane and repair the windows aligns with the recommendations of the guidelines and preserves the original windows.

Recommendation: Staff recommends approval of the window alterations to repair the windows with conditions.

Applicant Presentation: Dawn Craig, 347 Main Street. Ms. Craig did not have new information to add to staff's presentation.

Citizen Comments: None

Motion

Commissioner Marquardt motioned to approve Consideration Of Window Alterations At 347 Main Street with staff conditions, seconded by Commissioner Laster.

The motion carried 8-0.

4. Consideration of Alterations (Door Replacement) At 1368 Eastern Flank Cir.; Brian Walker, City of Franklin, Applicant.

Sponsors: Kelly Dannenfelser, Emily Huffer, Elizabeth Bulay

Project Leader: Elizabeth Bulay. 1368 Eastern Flank Circle is a non-historic building located on the site of the locally designated landmark site of Carnton and the Eastern Flank Battlefield Park. This building previously served as a clubhouse when the battlefield was a golf course. The event facility is residential in form. During the transition to new city hall, the facility will be utilized for commission meetings as well as additional meeting space for staff and the public. The proposal includes the replacement of three doors on the building: one on the front, side, and rear of the building. The proposed doors are intended to ensure ADA compliance and provide added security to the building. As noted, the current doors are not compliant with current codes and do not meet the required security standards. Additionally, employee access card readers will be added to all three entrances.

The Guidelines recommend the following for non-historic building entrances:

- Design doors and doorways to an addition to be compatible with the historic district.

Front Entrance: The existing front entrance features a double door with sidelights and a transom. The proposed replacement

door will be a double door with sidelights. The proposed doors will not utilize a transom window and will instead utilize taller doors to fill in the opening. The proposed doors will be 30 ½" X 78" glass doors. The proposed material is metal. The proposed front full-lite double doors and sidelights are appropriate and are secondary in detailing to the nearby historic Carnton.

Rear Entrance: The existing rear doors are not original to the building and were installed circa 2012. The existing design features a 15-lite double door. The proposed replacement doors are full-lite metal, double doors. The doors will not utilize the muntin pattern and will have a built-in blind. The applicant has expressed that with the new push bars that are needed for operation, blinds or curtains would interfere with the operability of the push bar, and the built-in blinds are needed as the sun interferes with events and presentations in the main meeting space. The proposed replacement doors are appropriate for the rear of the building. The removal of the muntin pattern is appropriate as no other door or window on the building utilizes a grid muntin pattern. The utilization of a built-in blind is not a common feature; however, the overall door is compatible with the historic district.

Side Entrance: The existing side entrance is a 6-panel door. The proposed replacement door will maintain the 6-panel door design with a metal door. The proposed replacement door is appropriate.

Recommendation: Since this is a City project, staff does not make a recommendation, but here are some potential conditions should the HZC approve the proposal outline on the staff report.

Applicant Speaker: Kevin Lindsey and Trevor French were present to answer questions.

Citizen Comments: None

Motion

Commissioner Orr motioned to approve Alterations (Door Replacement) At 1368 Eastern Flank Circle, seconded by Commissioner Thompson.

Chair LeMarinel expressed initial concerns about the blinds inside the window of the rear entrance door but considering the building is contemporary and a non-contributing structure, the blinds provide a functional use.

Mr. Lindsey confirmed that the only door that will have blinds inside the windowpane is the rear entrance door.

The motion with Staff Conditions carried 8-0.

5. Consideration Of Site Alterations (Walkway, Patio, Driveway, And Parking Pad) At 328 Franklin Rd.; Ernie Reynolds, Applicant.

Sponsors: Kelly Dannenfelser, Emily Huffer, Elizabeth Bulay

Project Leader: Elizabeth Bulay. 328 Franklin Road is in the Franklin Road Historic District. The principal building is a circa. 1951 ranch-style home located along the scenic corridor and gateway to the downtown area. This proposal previously received feedback at the November 2024 Design Review Committee Meeting, and that feedback was incorporated into this application. A series of site alterations are proposed:

- Installation of a sandstone walkway
- Installation of a sandstone terrace
- Installation of two parking pads
- Replacement of the concrete driveway

Walkway: The proposed location and configuration of the walkway is appropriate and relates to the pattern of walkways in the historic district. The utilization of sandstone as the walkway material is not common in the district.

Terrace: A sandstone terrace is proposed to be installed in the front yard in front of the breezeway. The Guidelines recommend the following:

- Avoid the use of large pavers or boulders, asphalt, or other impervious surfaces where they were not located historically.
- For residential buildings, provide a landscaped front yard and minimized paved or hardscape areas. Do not fully remove and replace traditional lawn areas with hardscape.
- 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.

The proposed location of the terrace is not a traditional location for this feature in the Franklin Road Historic District. Supporting materials have not been provided to support the placement of this terrace in the front yard with historic documentation. The utilization of sandstone as the terrace material is not common in the district. The proposed terrace does not align with the Guidelines.

Parking Pads: The proposed locations of the parking pads are appropriate and align with the Guidelines. The proposed materials are also appropriate and are seen throughout the district.

Driveway: The existing driveway is proposed to be replaced with a new concrete driveway. The existing driveway is concrete. The proposed material of the driveway is appropriate and aligns with the Guidelines.

Recommendation: Staff recommends denial of the sandstone terrace based on the following Guidelines:

- Avoid the use of large pavers or boulders, asphalt, or other impervious surfaces where they were not located historically.
- For residential buildings, provide a landscaped front yard and minimized paved or hardscape areas. Do not fully remove and replace traditional lawn areas with hardscape.
- 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.

Staff recommends approval of the walkway, parking pads, and driveway with conditions.

Applicant Speaker: Ernie Reynolds. Mr. Reynolds asked for reconsideration of the use of sandstone as it makes a better, safer pathway than limestone. The use of sandstone was intentional to bring out the limestone on the bib of the existing building. The terrace would serve as a breezeway for entering and exiting the building and if necessary, the owner is willing to consider a different material.

Citizen Comments: None

Motion #1

Commissioner Thompson motioned to approve the application as submitted with conditions, except for condition number 1.

Commissioner Thompson stated that she believes sandstone is a better choice of material and appears more historic giving the building a needed update.

The motion died from lack of second.

Motion #2

Commissioner Ingram motioned to approve Site Alterations (Walkway, Patio, Driveway, And Parking Pad) At 328 Franklin Road with staff conditions, seconded by Commissioner Marquardt.

Ms. Bulay clarified that the location of the terrace and the use of sandstone do not follow the recommendations of the Historic Design Guidelines. Additionally, sandstone is not a typical material seen in the Franklin Road Historic District as large stones or pavers add to the hardscape of the front yard.

Commissioner Pearce stated that she does not have an issue with the use of sandstone because of the large lot and the style of the home. This could be considered a "one off" situation.

Amendment #1 to Motion #2

Commissioner Pearce amended the motion to allow sandstone to be used for the walkway and to strike condition #1, seconded by Commissioner Marquardt.

Commissioner Thompson stated that even if the terrace is not approved, the owners could still place a rug with furniture in the front yard.

Commissioner Pearce explained that construction of a terrace is a permanent structure whereas furniture or a rug in the front yard is not permanent.

The motion carried 8-0.

Amendment #2 to Motion #2

Commissioner Ingram amended the motion to approve the terrace with a different material and to be approved by staff, seconded by Commissioner Thompson.

Chair LeMarinel and Commissioner Orr stated that the amendment back tracks to the original motion approving the terrace with sandstone as the material.

Commissioner Orr stated that it isn't appropriate to have a terrace or patio in the front yard and he cannot support the amendment.

Commissioner Ingram stated her concerns about the width of the sidewalk and that the sidewalk doesn't lead to anything. Ms. Ingram asked the applicant about plans for transitioning the sidewalk, otherwise without the terrace.

Chair LeMarinel asked the applicant if there was a landing or porch in front of the doors.

Mr. Reynolds stated that although not illustrated well in the documents, there is an eight-foot landing in front of the doors. A loose stone path with organic grout could provide a transitional pathway.

The motion fails 1-7 (Commissioner Ingram voting in favor).

Overall Motion As Amended

The motion as amended carried 7-1 (Commissioner Thompson voting against).

6. 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 length of the approved wall was 13'-4" along the setback line. The wall was constructed, and the length of the wall exceeded the approved COA. The property was issued a Notice of Violation and a Stop Work Order. An 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 and November HZC meetings, where it was denied at both meetings. The built wall exceeds what was previously approved in terms of the length along the property line. Since the November 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 22' of the existing walls, making the total length of the wall 22'-8". (The October submittal removed 19'-2" of the 44'-8" 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 two CMU blocks, which is 16". Along the side facing the rear property line, the height of the wall decreased from the previous 5' in height, to a maximum of 4'-4" facing the rear property line. 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.

Rear Yard Fence: 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 and added fence height with conditions.

Applicant: Greg Gamble. Mr. Gamble explained that the proposed retaining wall height has been reduced 16 inches with a height of 2 feet at the finished grade along the back and 3 feet 8 inches in height at the corner of the wall. Through conversations with the neighbors about the reduction in retaining wall height, the neighbors are pleased with the new proposal. Although the proposed retaining wall length is 22 feet 8 inches in length, the overall visibility of the retaining wall has been reduced along with the overall square footage.

Citizen Comments

Chair LeMarinel stated that a letter from Steve Scott was received indicating his support of the revised proposal.

Commissioner Orr motioned to approve Alterations to The Previously Approved Retaining Wall and Fencing At 904 Fair Street with staff conditions, seconded by Commissioner Barrett.

Commissioner Pearce stated that the HZC does not address color, but she recommended a retaining wall color that would further reduce the visibility of the wall.

Commissioner Laster noted the positive changes the applicant has made to the proposal. Originally, the applicant received a COA for a retaining wall of 13 feet, considering the additional length requested and the recommendations of the Historic Design Guidelines, the wall should be constructed using brick or stone, following the design guidelines.

Ms. Dannenfelser explained that the HZC does not review lap siding color on residential buildings. Because this application is tying into an existing concrete block wall with material not recommended by the guidelines, staff has placed a condition for the color to be cream.

Commissioner Laster asked the applicant for details about the privacy fence, specifically how the additional height will be added.

Mr. Gamble explained that the fence would look the same other than the replacement of six-foot wood board with seven-foot wood boards.

The motion carried 6-2 (Commissioners Laster and Pearce voting against).

7. Consideration Of Refuse Relocation And Signage At 94-98 E. Main St.; Mark Kozevski, Applicant.

Sponsors: Kelly Dannenfelser, Emily Huffer

Project Leader: Emily Huffer. The building on this site (closest to the intersection of East Main and 1st Avenue) has historically been a service station for vehicles since the late 1950s with the addition of the two adjoining buildings, closest to the Harpeth River, estimated to have been constructed in the 1970s. The proposal includes the following alterations:

- Relocating the refuse area
- Signage for the historic service station (closest to the intersection of East Main and 1st Avenue)

Refuse Area Relocation: The existing refuse area is located behind the building, closest to the Harpeth River. The existing

refuse area utilizes metal panels for all sides of the enclosure, which are elevated off the ground not to impede flood waters if there is a flood. Based on information from previous meetings, the refuse area is proposed to be expanded to accommodate the new businesses in the buildings. Since the refuse area is in the Flood Fringe Overlay (FFO), the structure is deemed non-conforming as it is existing. The proposal is to relocate the structure to a landscape pad that fronts 1st Avenue North. The refuse area will be a dark screening that is utilized to screen the back-of-house equipment at the rear of the buildings. No material specifications were provided. The Z.O. requires the following for refuse areas:

- Refuse areas, such as dumpsters, trash compaction, garbage or recycling collection, and other similar service areas shall be located away from frontages and to the side or rear of the building, and at least five feet from any lot line.
- Walls shall be provided to fully screen refuse areas from public view and be no less than six feet in height. The walls shall be opaque and constructed of brick or stone materials that complement the main colors and materials of the associated building they serve. Gates shall be opaque and designed to complement the wall materials. To allow dumpster gates to remain closed as often as possible, either a pedestrian door, wall offset for pedestrian access, or self-closing gates shall be provided.

The Guidelines recommend that 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. As proposed, the location is not permitted by the Zoning Ordinance and not appropriate per the Design Guidelines.

New Signage: New signage is proposed on the building that was historically the filling station that will be closest to the intersection of East Main Street and 1st Avenue. The sign is proposed to be 27.53 sq. ft. and will be composed of aluminum letters. The letters of the sign will be 0.25" in thickness. The sign is proposed to be situated above the two garage doors, to the right of the main entrance to the building. Most of the sign will be situated in the white area of the facade while the bottom part of the sign will be in the blue banding. There is an existing gooseneck light above the garage doors that may be utilized to illuminate the sign. The Guidelines recommend the following for wall signs:

- Use traditional sign placement to enhance architectural elements of the facade.
- Sign area: 9 square feet and proportionate to the building facade and other signage
- Sign thickness: Maximum of 2 inches
- Projection from wall: Maximum of 6 inches
- Height from grade: Maximum 12 feet
- Color: Maximum of 3 colors, and with a darker background color than the lettering color. Use muted colors that complement the facade, although vibrant colors may be considered as an accent.

The sign exceeds the sign area maximum recommended by the Guidelines. However, the proposed sign size does meet Zoning Ordinance requirements for wall signs. Additionally, the Guidelines recommend utilizing vibrant colors as an accent and utilizing muted colors for most of the sign. As proposed, the red color is used as the entire letter color on a portion of the sign, and it is not utilized as an accent. Additionally, the sign is not situated between the blue banding of the building, which goes against the Guideline's recommendation of utilizing traditional sign placement to enhance the architectural elements of the facade of the building.

Recommendation: Staff recommends denial of relocating the refuse area based on the following grounds:

1. Per the Zoning Ordinance, refuse areas, such as dumpsters, trash compaction, garbage or recycling collection, and other similar service areas shall be located away from frontages and to the side or rear of the building.
2. Per the Zoning Ordinance walls shall be provided to fully screen refuse areas from public view and be no less than six feet in height.
3. Per the Design Guidelines, site and setting alterations should be considered as appropriate when they are undertaken in locations that are not visible from public view.
4. The Design Guidelines recommend a maximum sign area for wall signs on commercial buildings to be 9 square feet and proportionate to the building facade and other signage.
5. The Design Guidelines recommend using traditional sign placement to enhance architectural elements of the facade.
6. The Design Guidelines recommend utilizing a maximum of 3 colors and with a darker background color than the lettering color. Use muted colors that complement the facade, although vibrant colors may be considered as an accent.

If the HZC were to approve the refuse relocation and signage, conditions are recommended.

Applicant: Tyler Ichien. Mr. Ichien stated the reasons for relocation of the refuse area. The refuse area is near the main entrance and is not large enough to accommodate the oil waste and the trash waste. The refuse area cannot be in the flood zone, and it cannot be situated in one of the parking spaces leaving option B as a possible location. Regarding the signage, Mr. Ichien indicated that the sign is proposed to be in the same location as the previous owners. Per the zoning ordinance, Mr. Ichien stated that he believes that a band sign is the most appropriate type of sign for this location. To reduce the sign to nine square feet, would reduce the visibility of the sign to potential customers.

Citizen Comments: None

Motion (Refuse Location)

Commissioner Laster motioned to deny the relocation of the refuse area At 94-98 East Main Street, seconded by Commissioner Pearce.

Commissioner Laster explained that option C would move the refuse area close to the river near remnants of the old Harpeth River Bridge, abutments and pylons. At some point in the future, this area may become a river overlook and it is also in the floodway. The first Harpeth River Bridge was built in the 1920's with eight different bridges being constructed over the years. The existing location of the refuse area is the best option.

Commissioner Pearce stated that with the highly visible site, the most invisible area for the refuse is the existing location. Option B, area closest to the road, would not be recommended because of the lot size, although she is sensitive to the problematic situation. The materials proposed for the refuse enclosure are appropriate.

Chair LeMarinel stated that he is sympathetic to the situation and understands the applicant's concern about the existing location of the refuse area. The commission must also consider the interests of the community. The existing location appears to be the best option. The commission has approved refuse enclosures, at the Factory, that are somewhat close to the street but considering the massive scale of the Factory, it is an entirely different situation compared to 94-98 East Main Street. The size of the lot, the corner location and the closeness of Bridge Street and East Main Street make it a cozy location for placement of the refuse area near Bridge Street.

Commissioner Orr stated that the existing location, option A, is the best placement even though the enclosure is near the entrance.

Commissioner Ingram agreed that the existing refuse area is the most appropriate location.

The motion carried 8-0.

Motion (Signage)

Commissioner Marquardt motioned to defer the signage to the next Historic Zoning Commission meeting on January 13th, 2025. The motion died due to lack of a second.

Commissioner Orr motioned to approve signage at 94-98 East Main Street as submitted, seconded by Commissioner Thompson.

Commissioner Orr stated that if the proposed sign was placed above the entrance, the sign would have low visibility. The proposed location is practical and appropriate for the business.

Commissioner Thompson stated that the proposed sign is appropriate and reasonable as the building represents a different historical period than other downtown Franklin buildings. The colors work well creating a playful midcentury look of the 1950's where colors were not meant to be muted.

Commissioner Ingram agreed that the colors are right for the building.

Commissioner Pearce suggested the red color could be approved by staff.

Ms. Huffer asked for clarification of the motion relating to conditions 3, 4 and 5.

3. The sign area should be situated in the white part of the building and not encroach into the blue striping of the building.

4. The red color on the sign should be darkened to align with the Guidelines.

5. The sign finish must be a matte finish to align with the Guidelines.

Commissioner Orr stated that he was fine with keeping condition five (signage must be a matte finish), and the removal of conditions three and four.

Amendment (Signage)

Commissioner Pearce amended the motion to allow for encroachment of the signage into the blue striping of the building and the red color of the signage be approved by staff to ensure the color is as submitted, seconded by Commissioner Ingram.

Chair LeMarinel stated that he is cautious about putting this responsibility on the staff as a pantone deck is the only way to confirm the color. It's difficult to judge a color based on a printed piece of paper or how the color looks on a computer screen.

Amendment Vote (Signage)

The motion carried 6-2 (Commissioner Thompson and Chair LeMarinel voting against).

Commissioner Laster stated his concerns about the size and scale of the sign. The recommended size is nine square feet with twenty-seven square feet being quite a bit larger.

Chair LeMarinel added that if the sign was placed over the front entrance, the size would be acceptable. Because the building is from a different generation, there isn't a problem with the lettering encroaching into the blue area. The only concern is the verification of the red color which will probably be very bright which, in this case, is appropriate.

Main Motion as Amended (Signage)

The motion as amended 6-2 (Commissioners Marquardt and Laster voting against).

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 HZC provides a preliminary recommendation at an early stage in the review process for development plans. These recommendations are then provided to the FMPC and BOMA. The HZC reviews the proposals in light of the Guidelines for consistency with the historic district and potential impact to historic resources within the district. Considerations include building locations, the rhythm of buildings along streetscapes, setbacks, building types, and their height, massing, and scale. Locations of proposed parking, drive aisles, and landscape and hardscape features are also reviewed. The development is proposed at 230 Franklin Road at The Factory of Franklin. 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. The Factory at Franklin is listed on the NRHP for its significance in the areas of commerce and industry. The application has appeared before the Design Review Committee to discuss the various portions of the proposal at seven 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. Throughout attending these DRC meeting, the applicant has incorporated feedback into each application to better meet the intent of the Historic District Design Guidelines. Part of the proposal includes partial demolition of Building 9 and incorporating Building 10 (which is a stand-alone building on the site) to have the non-historic additions to be removed and to be partly enclosed into the proposed new hotel building. 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 an open air, mostly roofless structure. 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. SHPO indicated the building is still

contributing as it still retains its historic features. 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 a large part of 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.

The Guidelines state that demolition is highly discouraged unless there are extraordinary circumstances to maintain the integrity and sense of place associated with Franklin's historic districts. Demolition may only be approved if the HZC deems one or more of the following conditions met:

Building 9

Condition: If a building has lost its architectural and historical integrity and its removal will not adversely affect the district's historic character. Loss of integrity must be substantiated with photographic documentation and a physical description of the property that addresses relevant issues.

Staff Analysis: The proposal states the building has lost its architectural and historical integrity; however, the State Historic Preservation Office (SHPO) provided recent feedback that Building 9 was considered contributing and has not lost its historical integrity and its removal would have a negative impact to the site. The demolition and wholesale replacement/alterations to the remaining portion of the structure could lead to potential removal of the building's status as a contributing structure to non-contributing. Staff agrees with this assessment.

Condition: If the denial of the demolition will result in an unreasonable economic hardship on the applicant as determined by the HZC. In reviewing an application to remove a historic structure, the HZC may consider economic hardship based on the following information:

1. Current level of economic return.
2. Any listing of the property for sale or rent, price asked, and offers received, if any, within the previous two years, including testimony and relevant documents.
3. Feasibility of alternative uses for the property that could earn a reasonable economic return.
4. Expert testimony or opinion on the feasibility of rehabilitation or reuse of the existing structure by an architect, developer, real estate consultant, appraiser, and/or other real estate professional experienced in historic properties and rehabilitation.

Staff Analysis: The proposal includes a cost comparison to both (1) rehabilitate Building 9; and to (2) demolish the building and rebuild it completely for several use concepts. To rehabilitate the building with tenants, the estimated cost would be a minimum of \$2.5 million based on one of the reports submitted by the applicant. A second report comments, "Costs to repair and reconstruct the building for use as a leasable asset therefore range from 3.4-4.2 times the building value." With rehabilitating the building to suit the needs of potential tenants ranging from office use to restaurants/brewery, the estimate of the rehabilitation ranges from 3.7 million - 4.3 million. The as-is value of the building is \$1,051,032. Within the reports, there is not documentation that notes the pricing of if the building was wholesale demolished and reconstructed exactly as it stands. The documentation that is within the application shows three potential options for tenants and how the building would need to be retrofitted to accommodate these new uses.

Condition: 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.

Staff Analysis: A structural engineer's report was included within the application that notes how the building does not meet today's requirements and code regulations. Elements could be replaced in-kind as part of rehabilitation of the building to maintain the building's contributing status and original form.

Building 10

Demolition of non-historic additions are proposed to building 10. The non-historic additions are appropriate to be removed as they were added circa 2015. They were reviewed by the Historic Zoning Commission at the time.

Farmer's Market Pavilion

The existing pavilion structure where the farmer's market is held is not shown in the plans, and it appears that it is not drawn

in the plans on the site. While it does appear to be a modern structure, a COA will be required prior to any demolition.

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 of a much larger scale building. The circa 2015 addition on Building 10 will be removed to show the historic form of the building and will be adaptively reused partially within the new hotel building.

Proposed Development 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 43'-8" in height and 47' in height. Both stair towers exceed the Design Guidelines recommendation for height of new structures. The location of one of the egress stairs has been moved so as not to be as visible from Franklin Road. At certain vantage points, the parking garage is visible from Franklin Road and from Liberty Pike, but the feedback from the November HZC and DRC meetings have been incorporated into the design to reduce the height of the stair towers. Additional renderings have been provided to show how far back the parking garage will be set back from Franklin Road and how the structure will appear with cars on it. Information on how the new structure will connect to historic Buildings 3 and 5 has been provided within the application. The renderings show that flashing between the new parking garage and the existing buildings 3 and 5 will connect the buildings. Further information on the flashing that will connect the new structure to the historic buildings will need to be provided when seeking a COA from the HZC to ensure proper drainage and maintain the long-term health of the historic 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 from the East and Southeast are being blocked by the proposed hotel from Liberty Pike view perspectives. The updated renderings within the application show views from Franklin Road looking down to the new hotel building, showing that the new building does not block the views of the historic buildings on the Factory Campus from the West from Franklin Road. Further, across the railroad tracks, which is outside the Historic Preservation Overlay, the height of the multifamily buildings are also taller than what is proposed at the Factory. While the application notes that Liberty Pike is not a historic road, the Zoning Ordinance and Design Guidelines determine that the public viewshed is from the road and the age of the road does not affect this determination.

Architectural Features

Architectural detailing will be further reviewed as part of the COA application, and below are advisory comments, outlined in the staff report, that should be addressed prior to the COA and Site Plan approval.

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. New buildings should not block the view of historic buildings from public viewsheds so that the historic buildings retain their prominence.
3. 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 Presentation: Greg Gamble. Mr. Gamble stated that the request is for a favorable recommendation to the Planning Commission related to the site plan/master plan considering location, mass, height and scale. The team believes the hotel and garage building locations are secondary and subsidiary to the other Factory buildings. Future landscaping will also provide view barriers. Part of the site plan includes a variance request to the BZA for 14 parking spaces along Liberty Pike.

Benton Smothers. Mr. Smothers thanked the Commissioners for their attendance and discussions at the previous DRC meetings. Instead of five areas of concern, there are three areas of concern which are being addressed. The team is working through the process of providing the appropriate documentation for the demolition of building 9. Mr. Smothers referred to the staff report rebuttal document regarding new construction in an established block face. Lastly, Mr. Smothers discussed the height reduction of the garage and the stair tower modifications.

Gina Emmanuel. Ms. Emmanuel discussed the redesign of the garage to meet the requests of the Commission along with possible element changes to reduce the massing of the stair tower.

Chair LeMarinel reminded the Commission that this is a preliminary recommendation to the Planning Commission and BOMA that signifies whether the site plan is moving in the right direction as it relates to historic zoning.

Motion #1

Commissioner Marquardt motioned to deny a favorable recommendation to FMPC and BOMA for For A Proposed Hotel, Parking Structure, And Partial Demolition At 230 Franklin Road. (The Factory)

No Second
Motion Dies

Motion #2

Commissioner Orr motioned to provide favorable recommendation to FMPC and BOMA for For A Proposed Hotel, Parking Structure, And Partial Demolition At 230 Franklin Road. (The Factory), seconded by Commissioner Barrett.

Commissioner Orr stated that although he respects staff's opinion and analysis of the project, the applicant's presentation is right in line with the intent of the guidelines.

Commissioner Pearce asked if the Factory's nomination to the National Register for Historic Places (NRHP) included the entire Factory campus.

Ms. Huffer stated yes, and six to nine of the buildings are considered contributing to the historical designation.

Commissioner Pearce explained that because the addition of the garage and hotel doesn't contribute to more than 50% of the existing buildings, the Factory can tolerate the additions without the historical status being threatened. Commissioner Pearce stated that she could support the plan moving forward with some reservations.

Ms. Huffer noted that after meeting with the State Historical Preservation Office, the final historical status couldn't be determined until after the additions are complete.

Commissioner Laster stated he will be voting in favor of the recommendation to FMPC and BOMA so that the project can move forward. There continue to be several issues with the height of the garage. Specifically, the visibility of cars on the top level of the garage from Franklin Road.

Chair LeMarinel agreed and added that the viewshed issues can be dealt with by using parapets and can be discussed once the applicant applies for a Certificate of Appropriateness.

Commissioner Thompson explained that the overall experience of the Factory is what people like but if there isn't enough

parking available, the experience would be less enjoyable. The applicant has done a nice job on the overall design and their willingness to accommodate suggestions from the HZC.

Commissioner Orr asked if the applicant had height details of the parapet height.

Mr. Smothers and Ms. Emmanuel explained that even with the parapet, the overall height of the garage is less than what is recommended by the guidelines. One stair tower is 43 feet and the other is 47 feet, differing because of the location of stair tower on the ramp of the garage.

Commissioner Barrett thanked the applicant for their adaptability and redesigns of the buildings at the request of the HZC. The applicant's use of similar materials seen throughout the Factory will help mitigate concerns of the Board.

The motion carried 7-1 (Commissioner Marquardt voting against).

OTHER BUSINESS

Ms. Huffer asked the Commissioners to check their calendar availability for upcoming annual training dates and let her know by December 16, 2024.

Commissioner Laster shared a comment he read in the Calgary Herald. *"Stepping onto Main Street in Franklin, TN, I half expected a camera crew to announce we were disrupting the filming of a Holiday Hallmark movie. The meticulously preserved historical buildings with enchanting boutique storefronts seem almost too curated to be real."*

Commissioner Laster stated that people all over the world are noticing that the reason the buildings are curated is because Franklin has a Historic Zoning Overlay.

RECEIPT OF ADMINISTRATIVE COA APPROVALS ON BEHALF OF THE HZC

9. Administrative COA At 420 Bridge St. For Signage (Hanging Reface, Post-and-Arm, and Window)

Sponsors:

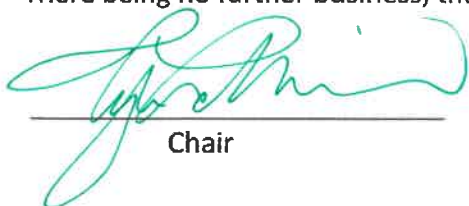
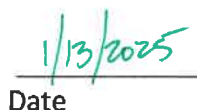
10. Administrative COA At 230 Franklin Rd. Minor Alteration (Non-Historic Canopy Removal Bldg. 1)

Sponsors:

ADJOURN

Commissioner Orr Motioned to adjourn the December 9, 2024, HZC meeting, seconded by Commissioner Laster. The motion carried 8-0.

There being no further business, the meeting adjourned at 6:57 PM.


Chair
Date

