



City of Franklin

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Franklin, TN 37064
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Meeting Agenda

Special Design Review Committee

Thursday, March 27, 2025

4:00 PM

Eastern Flank Event Facility

MEETING LOCATION

Eastern Flank Event Facility
1368 Eastern Flank Circle

Notice is hereby given that a meeting of the Design Review Committee will be held on the date, time, and location listed above. You may call 615.791.3212 for additional information. 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 view the meeting. The public may view the meeting 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. • Attend in person at Eastern Flank Event Facility.

CALL TO ORDER

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.)

Comments on agenda items may be made in person 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.

APPLICATIONS

1. Discussion of The Preservation Plan Update.

ADJOURN

Anyone needing accommodations due to disabilities please contact the ADA Coordinator at 615-791-3277 at least 24 hours prior to the meeting.

HISTORIC PRESERVATION PLAN

Franklin, Tennessee



Prepared For
The City of Franklin

Prepared By
Mary Means & Associates, Inc.

November 2001

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Introduction

Franklin's history and historic resources are fundamental components of the community's character. Historic resources, including historic buildings, archaeological sites, and historic landscapes, give a community a sense of identity, stability and orientation. Franklin's reputation as a small town of great charm and character is founded on its physical setting. People choose to live here because of it. As the area grows and new development takes place, Franklin's popularity is accompanied by a rising concern among residents that important aspects of community character may be at risk.



Balancing Preservation and Development

Savvy communities have realized that the question is not preservation vs. development. Rather, the issue is achieving a balance: retaining those elements deemed by the community as important to identity and character, while managing the pace, scale and impact of new development in ways that are sensitive to context. Achieving balance is difficult to accomplish without conscious planning and public policies that support preservation goals. Having a plan is essential. The purpose of a preservation plan is to clearly articulate the community's preservation goals and to develop a set of strategies that will help the community to achieve those goals.

Why does Franklin need a Preservation Plan?

Franklin and Williamson County residents voice strong concern for maintaining the community's heritage. During the last decade especially, a healthy economy and growing population has led to significant growth and suburban development. The rapid pace of change is heightening the risk of losing important historic buildings and landscapes. Respondents to the City's annual opinion survey have strongly (better than 90%) indicated preservation of historic character as a top concern. And, in the recent Franklin Tomorrow public forums, 'preservation of our small town character' was among the top priorities.

In response, the Board of Mayor and Aldermen called for a plan for preservation. Timing is appropriate, for within the year, the City of Franklin will be engaged in a major update of its long-range plan and land use policies. The preservation plan is envisioned as informing the long range plan; the strategies of this plan enable historic resource preservation efforts to be undertaken in a more

coordinated fashion. Having a cogent preservation policy and plan will help the City balance decisions to accommodate both preservation and development.

Planning Process

To assist with the plan's development, the City retained Mary Means & Associates, a community planning and heritage development firm from Alexandria, Virginia. During a six-month period, the consultants worked with an ad-hoc committee of residents appointed by the Mayor to develop this plan. Bob Martin, City Planning Director, and Jay Johnson, City Administrator, were active participants. A public workshop held mid-way through the planning process provided valuable community insight into the draft goals and strategies, and helped to shape the plan recommendations.

Plan Timeline



City of Franklin: A Rich and Deep History

For a community relatively small in size, Franklin has a remarkable history of local, state, and national significance. Franklin is located in Williamson County in Middle Tennessee approximately fifteen miles south of Nashville. The Town of Franklin was established by Act of the Tennessee legislature on October 26, 1799 and later incorporated in 1815. Abram Maury laid out Franklin, the County seat of Williamson County, using a grid system around a public square. Franklin was named after American Patriot Benjamin Franklin, a close friend of Dr. Hugh Williamson, a member of the Continental Congress for whom Williamson County was named.

Many of the historic homes in Franklin and the surrounding countryside were built in the decades preceding the Civil War, during a time of agricultural prosperity. The town's first subdivision, Hincheyville, was named after Hinchey Petway, a wealthy merchant living in Alabama who purchased the land for the purpose of forming a subdivision and reselling it as town lots in 1819. Although the ninety-acre subdivision, located between 5th and 11th Streets and Main and Fair Streets has existed since 1819, most construction took place in the latter half of the 19th century. Today there remains a wealth of gingerbread porches, gabled roofs and a mixture of styles all demonstrating the eclecticism of the neighborhood.

The Town of Franklin is known for a number of firsts in Tennessee history. Williamson County's first courthouse was a log building built in 1800 in the center of Franklin, replaced nine years later by a

brick structure. The third courthouse, completed in 1858, is one of seven remaining antebellum courthouses in Tennessee. It was used as the Federal headquarters during the Civil War and as a hospital after the Battle of Franklin. In 1823 construction began on the first Masonic Lodge in Tennessee. The Gothic style temple was built using funds from the first legal lottery in Tennessee history. The Lodge was the first three-story building in the State and the tallest building west of the Allegheny Mountains. In 1827, Bishop James H. Otey organized the St. Paul's Episcopal Church in the Lodge. St. Paul's the first Protestant Episcopal Church in Tennessee, moved to its own building on Main Street in 1831, the oldest Episcopal church in continual use west of the Appalachians.

The Civil War put Franklin in the middle of conflict. After the fall of Nashville in early 1862, Franklin became a Federal military post. During the late summer of 1864, the Confederate forces mounted a great drive. Under the command of General John Bell Hood, the Army of Tennessee moved up through Georgia and Alabama, crossed the Tennessee River, and then entered Tennessee. The November 30, 1864 Battle of Franklin, located on the banks of the Harpeth River, has been called both "the Gettysburg of the West" and "the bloodiest hours of the American Civil War."

Franklin was one of the few night battles in the Civil War. It also took place on one of the smallest battlefields, a mere 2 miles long and 1½ miles wide. The main battle lasted about five hours, during which Federal forces lost 2,500 casualties and the Confederates lost

another 7,000 as casualties. The nearby 1830 Carter House was used as Federal Headquarters during the Battle. The Confederate Army used Carnton Plantation as a field hospital during and after the Battle. The Courthouse, the First Presbyterian Church, and St. Paul's Episcopal Church all served as hospitals.

Reminders of the Battle of Franklin and the Civil War remain throughout the City. The ladies of Chapter 14 of the United Daughters of the Confederacy (UDC) raised more than \$2,700 to purchase and erect a forty-three foot tall monument in the center of the town's public square. From atop a tall column, the statue of a Confederate infantryman gazes wearily to the South. The monument was unveiled on November 30, 1899. Ten thousand people traveled to Franklin for the ceremony.

As the twentieth century began, Franklin remained a small country town that increasingly seemed to be less isolated from the world. Franklin's rural location was served by the railroad, and gradually



as the century turned, other hallmarks of modernity arrived – motorcars, telephones and electricity. In 1901 most of the dirt or loose macadam roads leading in and out of Franklin were officially known as turnpikes and were private toll roads. Overseers were appointed for county owned roads, the maintenance of the turnpikes was primarily a private concern, as were the amount of tolls charged. The 1920s saw a movement to eliminate the toll roads gathering momentum despite worries over tax burden. By 1924 the Williamson County government had begun the slow process of purchasing the various toll roads. Throughout the 1930s, 40s and 50s, Franklin remained a farming community with an economy based primarily on agriculture with tobacco as the dominant cash crop. By the 1960s, highways from Nashville were starting to bring new development to the region. The construction of Interstate 65 in the 1960s accelerated the pace of change and development as farming became less attractive economically than housing and commercial development.

Similar to what was taking place in many older historic cities and towns around the country, the rapid change fostered by I- 65 sparked an active historic preservation movement in Franklin and Williamson County. A small group of citizens recognized the need for an organization to protect and preserve the area's architectural, geographic and cultural heritage. The Heritage Foundation of Franklin and Williamson County was founded in 1967 to perform activities such as: survey historic resources, nominate properties to the National Register of Historic Places, sponsor educational programs, and buy and sell historic buildings.



In 1960 four properties associated with the Battle of Franklin were designated National Historic Landmarks. In 1972 the Franklin Historic District, the original sixteen-block town plat, was listed on the National Register of Historic Places for its architectural significance. Architectural surveys completed in 1976 and 1982 in Williamson County noted 37 rural properties in the City of Franklin. In 1982, the area known as Hincheyville was listed on the National Register of Historic Places. In 1986 the first survey of architectural resources was completed for Franklin and resurveyed in 1999. As a result of the 1999 survey, the Franklin Historic District was expanded, and several other properties were listed on the National Register including the Adams Street Historic District.

Today visitors to Franklin enjoy an award-winning Great American Main Street town. The Franklin Main Street program began in 1978 as a project of The Heritage Foundation of Franklin and Williamson County. The Foundation, concerned about economic decline and disinvestments in the downtown area, organized field trips to learn how other cities were dealing with downtown revitalization. Property owners completed twenty-eight building rehabilitation projects stimulated by 25% Federal Tax Credits. The Foundation assisted with renovation projects by advocating for money to replace broken sidewalks and curbs and by organizing volunteers to donate materials and labor. The downtown buildings were marketed to investors who renovated them to house restaurants, shops and professional offices.

The preservation community's efforts were recognized when Franklin became an official Tennessee Main Street Town in 1984. Today, the Victorian commercial district, with commemorative brick sidewalks and beautifully renovated historic buildings housing elegant shops is the heart of Franklin and Williamson County. A once solely agricultural community, Franklin has gradually evolved into an active suburb of Nashville. The area still retains strong vestiges of its agricultural roots – farm implement dealers, horse farms, and fields of corn and beans. Along with the concentrations of historic buildings and sites, these surrounding landscapes are also important elements in the historic character of Franklin.

Historical Timeline for the City of Franklin

- 1799** Town of Franklin established
- 1799** Williamson County's first Courthouse is built in Franklin
- 1815** Town of Franklin is incorporated
- 1819** 1st subdivision (Hincheyville) is laid out southwest of town
- 1823** Construction of the first Masonic Lodge in Tennessee begins
- 1823** Carnton Plantation is built
- 1830** President Andrew Jackson travels to Franklin for the Treaty of Chickasaw negotiations
- 1830** Carter House is built
- 1859** Completion of the Tennessee and Alabama Railroad
- 1862** Franklin becomes a military post after the fall of Nashville
- 1864** Battle of Franklin
- 1899** Confederate statue unveiled in the middle of the public square
- 1960** Four properties associated with the Battle of Franklin are designated National Historic Landmarks
- 1967** Heritage Foundation of Franklin & Williamson County founded
- 1972** Original 16-block town plat is listed on National Register of Historic Places
- 1976** First inventory of historic properties in Williamson County is conducted
- 1978** Carnton Plantation opened to the public
- 1982** Hincheyville District is listed on the National Register of Historic Places
- 1982** A survey of 726 historic properties in Williamson County included rural sections of Franklin
- 1984** Franklin becomes a National Main Street Town
- 1986** Historic Preservation Ordinance creating Historic Zoning Commission enacted
- 1986** Multi-resources nomination submitted to the National Register of Historic Places
- 1988** Franklin Historic District expanded
- 1988** Lewisburg Avenue District listed on the National Register of Historic Places
- 1999** First thorough inventory of historic properties in Franklin updated
- 2000** Franklin Historic District expanded
- 2000** Adams Street District listed on National Register of Historic Places
- 2001** City of Franklin Historic Preservation Plan completed

Franklin's Historic Preservation Context

Franklin has a long history of preserving its historic resources. For decades, Franklin's citizens have taken steps to protect and celebrate their historic resources, using tools that range from recognition to regulation. The framework for preservation includes policies and programs at the federal, state and local levels. Following is a brief overview of the policies and programs currently affecting historic resource preservation in Franklin.

Federal Policies & Programs

The federal government, chiefly through the National Park Service, provides several policy and program guidelines that seek to encourage historic preservation, principally through incentives rather than regulation. Key federal programs that Franklin has participated in are:

- National Register of Historic Places
- Historic Preservation Tax Incentives Program
- Certified Local Government Program

National Register of Historic Places

The National Register of Historic Places, authorized under Section 101 of the National Historic Preservation Act, is the Nation's official list of cultural resources worthy of preservation. The National Register is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect historic and archaeological resources. The National Park Service, under the Secretary of the Interior, is charged with maintaining and expanding the list of properties including, sites, buildings,

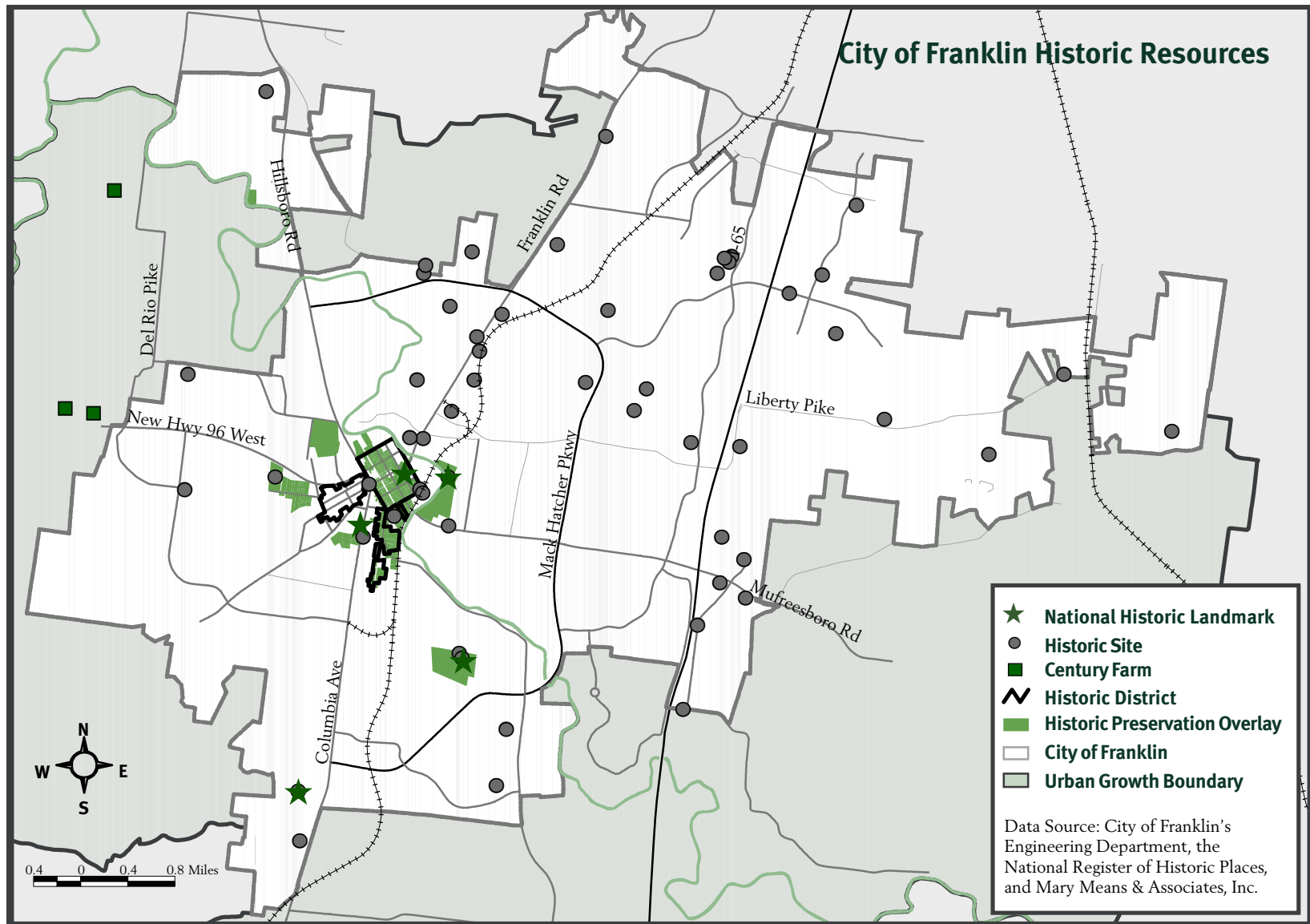
structures, objects, and districts that are significant in American history, architecture, archaeology, engineering, and culture.

National Register properties are distinguished by having been documented and evaluated according to uniform standards. Listing in the National Register contributes to preserving historic properties in a number of ways:

- Recognition that a property is of significance to the Nation, the State, or the community.
- Consideration in the planning for federal or federally assisted projects.
- Eligibility for Federal tax benefits.
- Qualification for Federal assistance for historic preservation, when funds are available.

Listing on the National Register does not place federal restrictions on what the owner may do with the property, unless the owner receives a federal grant or tax benefits.

Franklin has actively pursued listing its historic resources on the National Register. Within the City limits there are four National Register Historic Districts, two National Historic Landmarks, and more than sixty individually listed National Register Properties. The greatest concentration of these properties is in and around the original 16-block plat for the City. Information about these properties was compiled by the Heritage Foundation in a 1995 book entitled, *National Register Properties, Williamson County, Tennessee*.



Preservation Tax Incentives

Federal tax incentives are available through the Federal Historic Preservation Tax Incentives Program, also administered by the National Park Service. The tax credit program was created to encourage private investment in the rehabilitation of historic buildings, and to promote economic revitalization. Specifically, a property owner can receive a:

- 20% tax credit for the “certified rehabilitation” of “certified historic structures,” or
- 10% tax credit for the rehabilitation of non-historic, non-residential buildings built before 1936.

The tax credit program reduces the amount of federal income tax owed by the property owner. A “certified historic structure” includes buildings that are designated as a National Historic Landmark, listed on the National Register of Historic Places, identified as a contributing building in a National Register Historic District, or located in a local historic district that is certified by the National Park Service. Furthermore, the tax credit is available for buildings that will be used for commercial, industrial, agricultural, or rental residential purposes, but is not available for buildings used exclusively as the owner’s private residence. In order to receive the tax credit property owners must submit an application that is reviewed by the State Historic Preservation Office and the National Park Service to ensure that the rehabilitation work is done in accordance with the “Secretary of Interior’s Standards for Rehabilitation.” The IRS generally requires that a minimum of \$5,000 be spent on rehabilitating a building in order to qualify for the tax credit. Approximately forty-five properties have been rehabilitated federal preservation tax

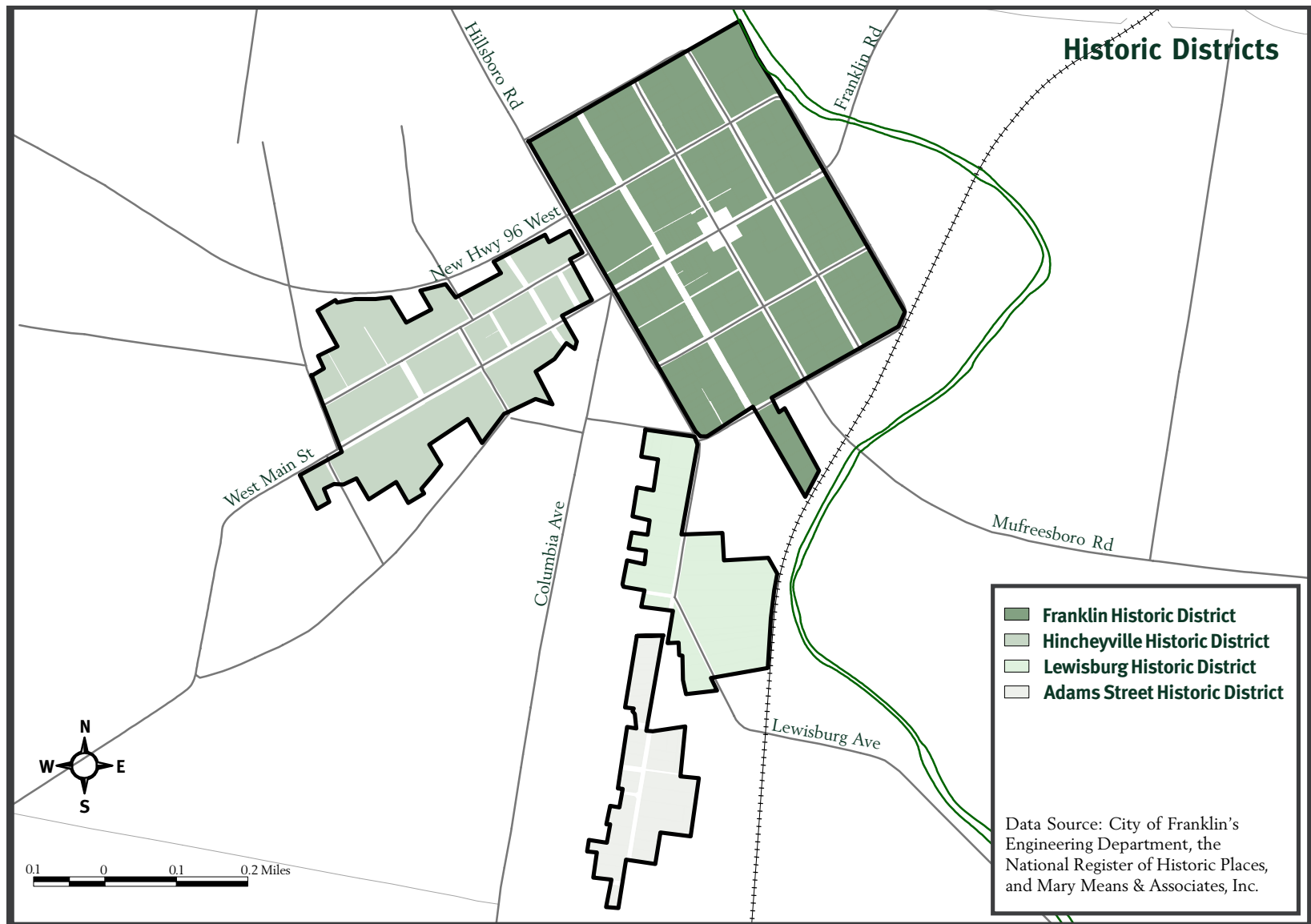
incentives, particularly to defray the costs of rehabilitating buildings along Main Street.

Certified Local Government Program

The Certified Local Government (CLG) program integrates local governments with the national historic preservation program through grassroots preservation activities. The Program, jointly administered by the National Park Service and State Historic Preservation Offices (SHPOs) provides technical assistance and small matching grants to communities whose local governments are taking steps to preserve for future generations what is significant from their community’s past. Once CLG status is attained from the National Park Service, local governments are required to enforce State or local legislation for the designation and protection of historic properties, establish and maintain a qualified historic preservation commission, and maintain a system for survey and public participation. Projects eligible for funding and the criteria used to select them are developed annually by the SHPO. Funding decisions are made by the State not the National Park Service. Franklin has been a member of the CLG Program since 1990.

State Policies & Programs

The Tennessee Historical Commission is the primary state agency in the areas of history and historic preservation. The mission of the Tennessee Historical Commission (THC) is to “record, preserve, interpret, and publicize events, persons, sites, structures, and objects significant to the history of the State and to enhance the public’s knowledge and awareness of Tennessee history and the importance of preserving it.” The Commission also carries out activities and programs authorized under federal legislation, namely the National



Historic Preservation Act. These programs are under the direction of the State Historic Preservation Officer (SHPO), an official appointed by the Governor to administer the Act.

Tennessee Register of Historic Places

In 1994, the State passed legislation requiring that properties listed on the National Register of Historic Places simultaneously be listed on a Tennessee Register of Historic Places. The Tennessee Register of Historic Places is a listing of historic sites, landmarks, districts and zones. Consent of the owner is required for listing, and the state register provides no protection for the historic property. All properties listed on the Tennessee Register of Historic Places are also listed on the National Register of Historic Places.

Historical Markers

One of the most highly visible programs of the THC is the Historical Markers Program. The program, which began in the 1950s has erected over 1400 markers commemorating and marking the locations of sites, persons, and events significant in Tennessee history. The THC publishes a Tennessee Markers Guide that is valuable in introducing travelers to Tennessee history. The Commission has published the 9th edition of the guide. In addition to the THC Historical Markers, the Daughters of the American Revolution, the United Daughters of the Confederacy, the Heritage Foundation of Franklin and Williamson County, and the Williamson County Historical Society all have their own marker programs. The Williamson County Historical Society produced a comprehensive guide to all County historical markers in 1999.

Local Policies & Programs

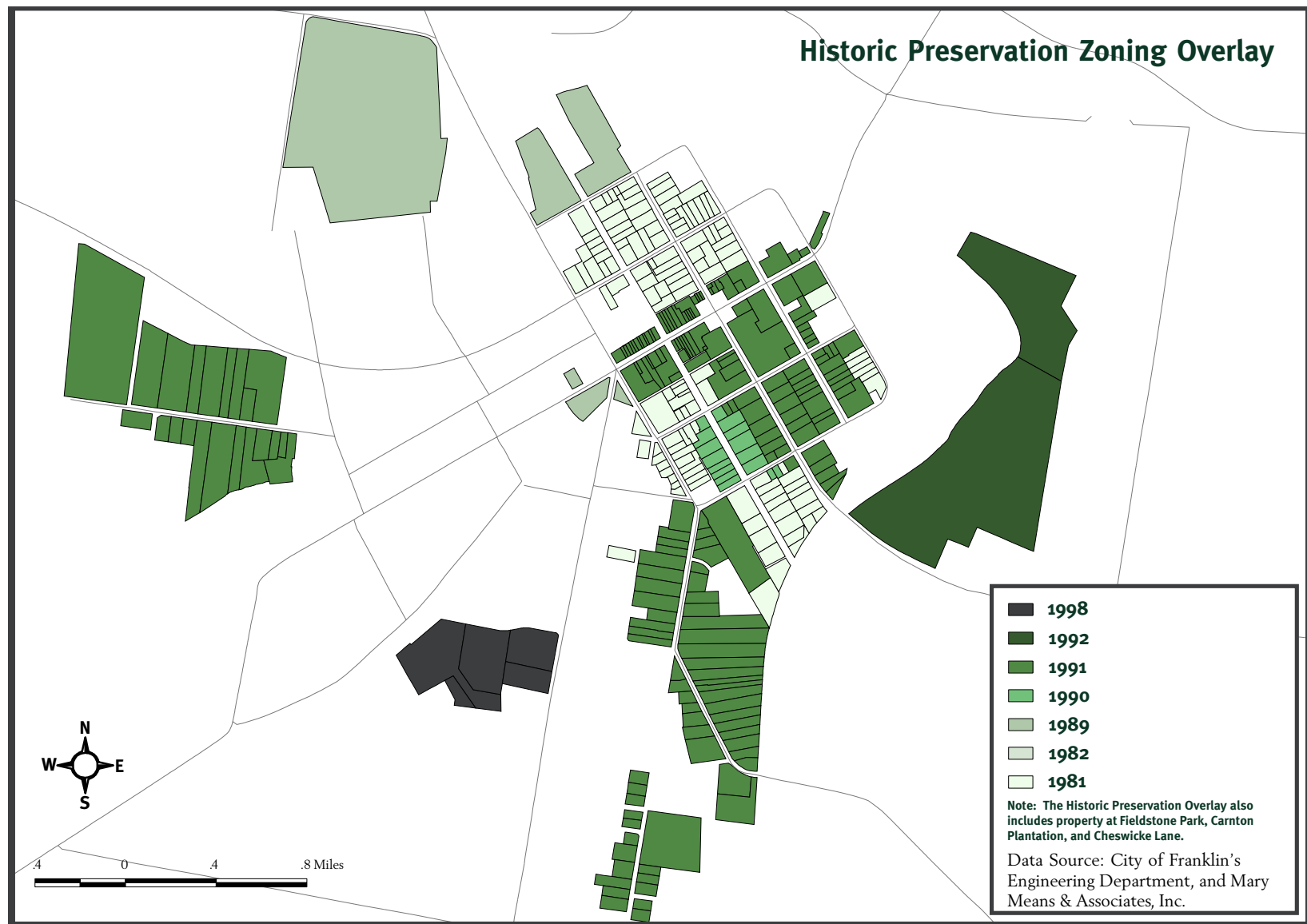
The City of Franklin and interested citizens have taken steps to assure that preservation remains a priority in Franklin. Local tools include historic district zoning, the Historic District Commission, the National Register of Historic Places, the Tennessee Register, and the Franklin and Williamson County register.

Zoning Ordinances

Historic Preservation Overlay Districts

The City's zoning ordinance includes a historic preservation overlay district (Section 6.7.1). The purpose of the district is to preserve Franklin's historic resources by assuring that changes to the historic fabric are compatible, to enhance property values and stimulate the local economy, and to promote education and understanding among Franklin's citizens about the City's heritage. Historic zoning districts can only be designated at the request of property owners and by the approval of the Board of Mayor and Aldermen.

A Historic Zoning Commission comprised of nine residents appointed by the Mayor, including one member of the Planning Commission, is responsible for ensuring compliance with the historic preservation ordinance. The Director of the Codes Department and one of his staff assists the Commission in its duties. No permit can be issued by the Codes Department for construction, alteration, rehabilitation, moving, or demolition for a property within the Historic Preservation District until the project has been submitted to, and receives a written certificate of appropriateness from, the Historic Zoning Commission. The Historic Zoning Commission reviews only those proposed changes to the exterior appearance of



historic properties that are visible to the public. Anecdotal evidence suggests that the most common issues that come before the Commission involve signs, additions and accessory buildings.

The Commission routinely provides free architectural advice to property owners, and Codes Department staff often will refer property owners to the Heritage Foundation, which has members who are architects and willingly provide free design assistance. Residents who fail to comply with the findings of the Historic Zoning Commission must correct their work, and may be subject to fines. The Heritage Foundation, Historic Zoning Commission, and the City of Franklin are working to develop a brochure about the historic preservation overlay district for distribution to local property owners to clarify the process and extent of regulation within the overlay district.

Farmstead Preservation Ordinance

The City's zoning ordinance also provides design guidelines for shaping the character of new development located on, next to, or across the street from National Register sites (Section 4.10). The Planning Department and Planning Commission, as part of the standard site plan and subdivision review process, oversee compliance with the ordinance. Historic sites that the Tennessee Historical Commission deems eligible, but that have not been formally listed on the National Register, are also subject to the farmstead preservation ordinance. City planners rely upon the National Register site survey information that is collected and updated by the Heritage Foundation to provide relevant information. Appropriate remedies include landscape buffering, cluster development, and architecture that is compatible in style and scale. The City has contracted with the

Nashville architecture and planning firm, Looney Ricks Kiss, to provide design review assistance on an as-needed basis.

Archaeological Site Preservation Ordinance

Archaeological sites within the City limits are protected under Section 20-301 of the Zoning Ordinance. The City adopted the archaeological statutes developed by the Tennessee Historical Commission and granted the Codes Director responsibility for maintaining records identifying the location of archaeological resources. The Codes Department is also responsible for ensuring that construction or excavation activities do not adversely impact archaeological sites, artifacts, burial objects, burial grounds or human remains.

City Planning

Long Range Plan

The city's Long Range Plan serves as a policy framework for land use issues in the City of Franklin. Historic preservation is among the issues addressed in the plan. The plan recognizes the region's historic character as an important factor in the quality of life for residents, identifying historic character as "perhaps the single most important factor that distinguishes the area from other competing markets." Many of the plan's recommendations recognize the important role played by private organizations such as the Heritage Foundation in educating residents about preservation issues and advocating on behalf of Franklin's preservation interests. Policies articulated in the Long Range Plan emphasize the need to avoid unduly burdensome regulation on private property owners and developers. The Long Range Plan recommends that "the City and private organizations concerned with the economic development of the area should

adopt a program for managing historic resources as important community-wide assets, recognizing that, like other assets, the historic resources can be enhanced and marketed or mismanaged and depleted.”

Design Standards

Franklin is considering the adoption of design standards that would amend the City’s zoning ordinance to encourage development consistent with the City’s unique community character. Specifically, the design standards seek to:

- Encourage high quality development as a strategy for investing in Franklin’s future
- Emphasize Franklin’s unique community character
- Maintain and enhance the quality of life for Franklin’s citizens
- Shape the City’s appearance, aesthetic quality and spatial form
- Reinforce civic pride of its citizens through appropriate development
- Increase awareness of aesthetic, social, and economic values
- Protect and enhance property values
- Minimize negative impacts of development on the natural environment
- Provide property owners, developers, architects, builders, business owners and others with a clear and equitable set of parameters for developing land
- Encourage a pedestrian and cyclist-friendly environment
- Enhance the City’s sense of place and contribute to the sustainability and lasting value of the city.

If approved by the Board of Mayor and Aldermen, the Planning Department and Planning Commission would be responsible for ensuring consistency with these standards.

Franklin Tomorrow Vision Plan

Franklin Tomorrow is a community wide effort designed to allow interested individuals an opportunity to shape the future of Franklin. The visioning process includes a look at growth and development trends over the next twenty years, community values and priorities, and seeks a citizen-based consensus on Franklin’s future. The final vision plan is scheduled for public release in November 2001. A preliminary report has identified historic preservation and retaining the region’s unique “community character” as major concerns of the community.

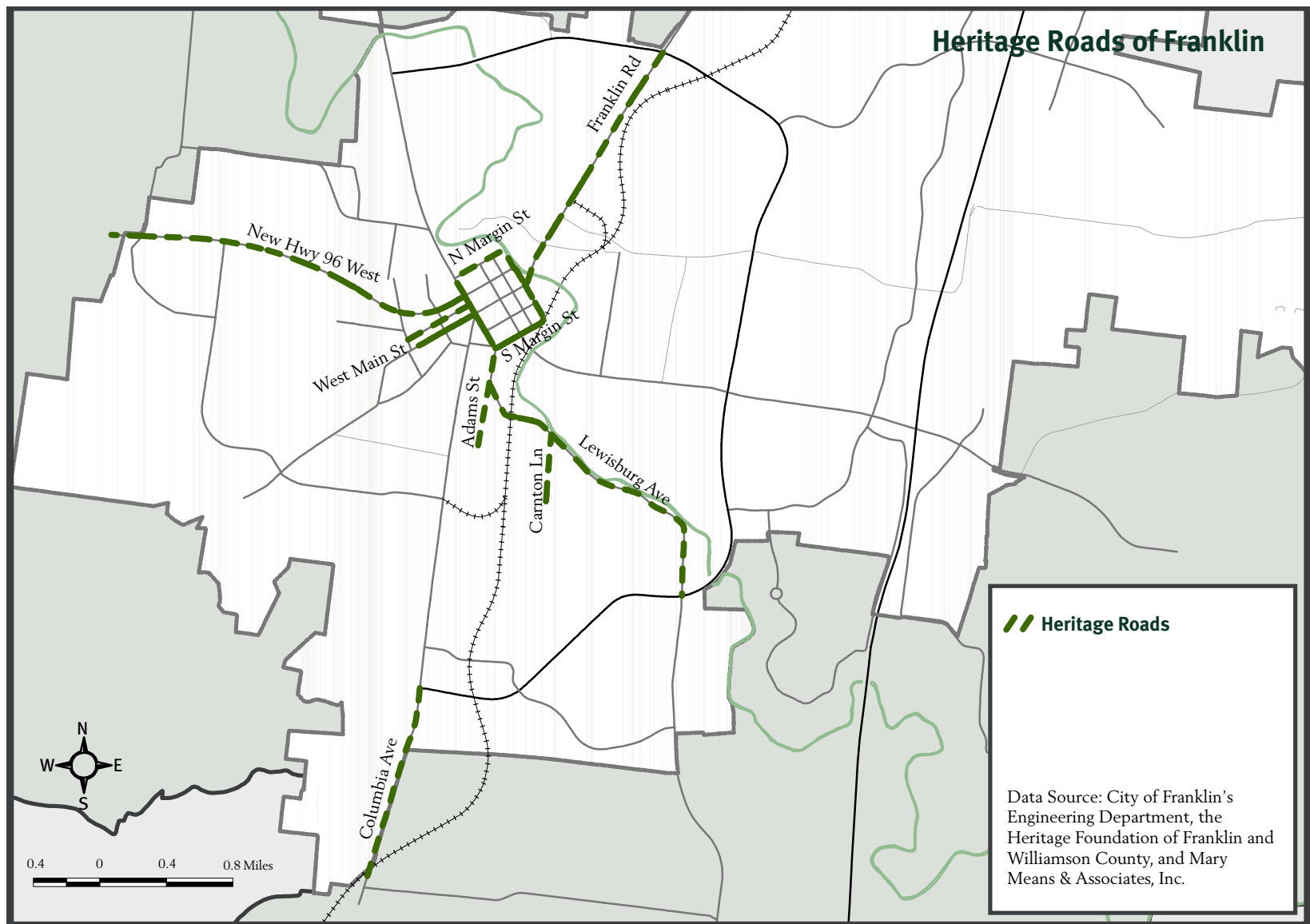
Historical Register of Franklin & Williamson County

The Historical Register of Franklin and Williamson County provides another means of recognizing important historic community assets. The primary criteria for listing on the Historic Register of Franklin and Williamson County Structures are that the structures must have been built before 1940, have local historical or architectural significance, and have no major facade changes. The Heritage Foundation of Franklin and Williamson County maintains this list.

Heritage Roads Identification Program

The City of Franklin has adopted a list of roads that have been identified as the Heritage Roads of Franklin. These historic roads were identified by the Heritage Foundation according to the following criteria:

- The road must be located in an area where natural, agricultural, or historic features are predominant.
- The road must be narrow, intended for predominantly local use; or a historic gateway.



- The road must possess one of the following characteristics:
- Provide access to historic resources, follow historic alignments, or highlight historic landscapes.
- Outstanding natural features along its borders, such as vegetation, tree stands, or stream valleys.
- Provide outstanding views of farm fields and rural landscape or buildings.

There are no guidelines or standards in place to specifically protect these listed historic roads.

Main Street Program

The Main Street Program is a comprehensive, strategic public/private approach to downtown revitalization that encompasses organization, promotion, design, and economic restructuring. Franklin has been a Main Street town since 1984. In 1995, Franklin was honored as one of the best downtowns in the nation when it received one of the five “Great American Main Street” awards in the first year of the annual national competition. Through a combination of public and private funds, approximately \$3 million was invested along Franklin’s Main Street in the 1980s to improve facades and to add street trees, parking, appropriately scaled and styled furnishings, lighting, hanging planters, and banners. Upper story apartments were renovated, restaurants and shops opened, and pedestrian traffic increased significantly. Downtown retail businesses experienced a rebirth.

However, in recent years markets have changed and downtown retail has a lot more competition in the region. Changing retail demands and retail development along the I-65 corridor have led to a gradual shift of more tourist-oriented offerings away from

downtown. Markets for professional offices, partly drawn by the county courthouse, have increased pressure to convert first floor space from retail to office. While this provides building owners with rental income, office uses tend to dampen the lively pedestrian environment in which retail store windows are a major component. There is concern about the long-term economic viability of Main Street. Economic Research Associates (ERA) recently completed a retail study of downtown, commissioned by Downtown Franklin Association and The Heritage Foundation of Franklin and Williamson County. ERA concluded that there is significant regional demand and opportunities to attract new retailers to the downtown shopping district that would service local residents. Retaining economic viability is an important precursor to preservation. Restoration and adaptive reuse retain the practical relevancy that historic resources have in a community.

The Downtown Franklin Association (DFA) provides marketing and management services for Franklin’s Main Street program. Unlike many other Main Street communities across the country, Franklin’s Main Street does not currently receive funding support from the City. Franklin has benefited from participation in the Tennessee Main Street program, but state budget constraints eliminated the State Main Street program.

Issues Affecting Historic Preservation

An important part of any planning process is to assess the existing resources and the larger trends about community capacity, land use patterns, demographics, and the economy in order to craft an appropriate response. There are several issues worth noting that influence preservation in Franklin:

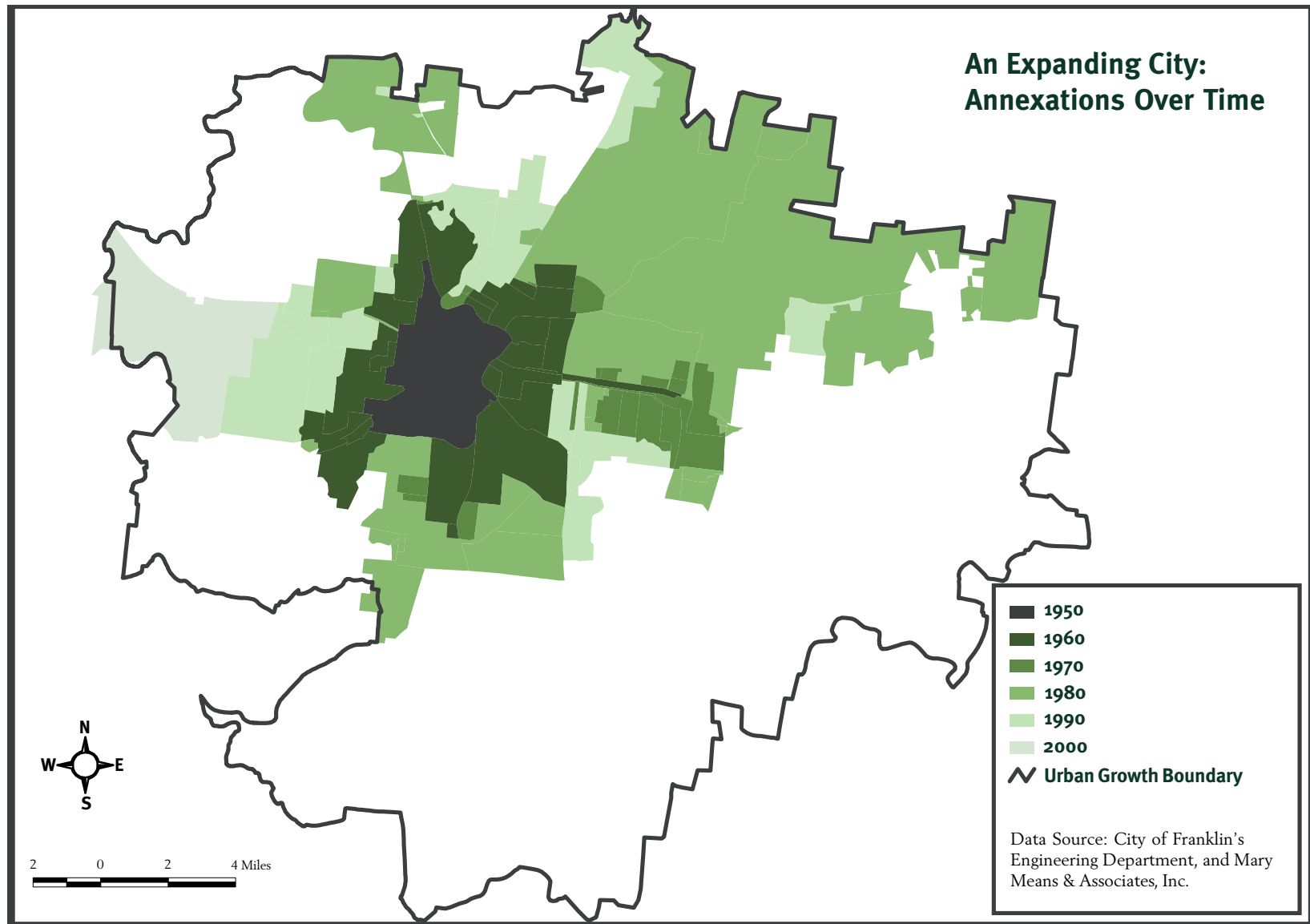
- Outstanding quality of historic resources
- A community preservation ethic and legacy
- Active preservation organizations
- A range of preservation tools in place
- Increasing growth pressure, historic resources at risk
- Determining sites for new public facilities
- Preservation responsibilities and public perceptions

Outstanding Quality of Historic Resources

There is a wonderful array of historic resources in the City of Franklin, ranging from the charming 19th and early 20th century commercial buildings along Franklin's historic Main Street, to the historic African-American Toussaint L'Overture Cemetery, to working farmsteads set amidst the rolling countryside, to the Civil War battlefields where important military and political events took place. Together, these tell an evocative story of Franklin's past, present and future potential. The core of Franklin is comprised of mostly pre-World War II housing stock in an array of architectural styles including Federal, Greek Revival, Italianate, Victorian, Colonial Revival, and Bungalow styles. The scale of the buildings, modest lot sizes, sidewalks, and mature landscaping create a charming small town atmosphere.

Much like the pattern in other communities, Franklin's preservation movement focused its initial efforts on the city's oldest buildings and on its remarkably intact downtown. Not surprisingly, National Register recognition seems to have focused on the better-preserved, traditionally affluent neighborhoods. One can get a more complete picture of the City's developed form, however, by examining a series of maps that depict the City's boundaries at various points in time. The City had several significant bursts of geographical expansion with neighborhoods quickly filling in the landscape. Most of these late 19th century, early to mid-20th century neighborhoods are characterized by





orderly elements of comfortable street widths, sidewalks, street trees, and building size and lot setbacks characteristic of 'traditional town' design. Today, these pre-WWII neighborhoods comprise the older core of the city.

A number of these neighborhoods have interesting histories or possess distinctive character. An example is Hard Bargain, a traditionally African-American neighborhood whose continuity is visible in the mix of very early stone or frame houses and the occasional well-scaled contemporary house or even an occasional mobile home. Community institutions like churches and fraternal orders are anchors. An important house built by a former slave, Harvey McLemore, is being renovated and restored as a museum highlighting African-American heritage in Franklin.

A Community Preservation Ethic & Legacy

Franklin has a widespread community preservation ethic. For more than fifteen years, historic preservation has been an underlying current among community activities. Most of the historic Main Street and downtown neighborhoods have been restored and are in active use. Recent community events surrounding the Franklin Tomorrow Community Vision Plan confirmed that residents continue to feel a tremendous source of pride in Franklin's distinct community character, which many specifically describe as 'historic downtown Franklin.' Moreover, there seems to be growing recognition that the rural landscapes and roads that link the countryside to the downtown are all part of what makes Franklin special.



Active Preservation Organizations

Franklin's legacy of preservation is due in large part to the efforts of non-profit organizations that have played a critical role in preserving the heritage resources of Franklin. There are several preservation organizations in Franklin, an indication of the strong level of commitment by local residents to preserve their community's historic resources. Local preservation organizations include:

- **The Heritage Foundation of Franklin & Williamson County.** The oldest preservation organization in Franklin, the Heritage Foundation is committed to protecting and preserving the architectural, geographic, and cultural heritage of Franklin and Williamson County. In addition, the Foundation strives to promote the ongoing economic revitalization of historic downtown Franklin. The non-profit organization has a full-time

staff. Its preservation activities include public education, resource surveys and plans, easement acquisition, property acquisition, and advocacy.

- **African-American Heritage Society.** This non-profit volunteer organization works to preserve and celebrate Franklin's African-American heritage. The Society is currently working to restore the home of the former slave, Harvey McLemore, which will become a museum/education center.
- **Save the Franklin Battlefield.** A non-profit volunteer organization working to preserve portions of the Franklin Battlefield and other Civil War sites in Williamson County through public education and property acquisition. The purpose of Save The Franklin Battlefield, Inc is to focus the national attention of all concerned citizens on the need to save this Civil War Site. The organization's activities include a monthly newsletter, public education events, battlefield tours, and interpretive panels. Save the Franklin Battlefield also collaborates financially with other non-profit groups to buy battlefield parcels.
- **Downtown Franklin Association.** Founded in 1984, the Downtown Franklin Association is now part of the Heritage Foundation. Since its inception, it has worked to revitalize Franklin's historic downtown using the principles of the National Main Street Program.
- **Carnton Association, Inc.** This non-profit organization serves as steward of one of Franklin's most historic sites, Carnton Plantation. Located near the Franklin Battlefield, the Carnton

Plantation House served as an observation post, hospital and temporary morgue during the Civil War battle. Since 1978, the Association has worked to restore, maintain and interpret the plantation.

- **The Carter House.** Caught in the center of the Battle of Franklin, the Carter House served as the command post for the Union Army during the bloody battle. The homestead, which is comprised of the 1830 Classical Revival brick house and several outbuildings including slave quarters, has been restored and operates as a non-profit museum and interpretive center for the Battle of Franklin.
- **Williamson County Historical Society.** The County Historical Society is the principal steward of Franklin's historical records, and works with individuals and organizations to research and share information about local history. Among its many activities is its annual journal featuring aspects of history in the City of Franklin and Williamson County.

These organizations play a critical role as stewards, educators and advocates for historic preservation in Franklin.

A Range of Existing Preservation Tools in Place

As noted earlier, there are number of policies and programs in place at the federal, state and local level that seek to preserve historic resources in Franklin. Relative to many other communities, Franklin has been proactive in pursuing local regulatory mechanisms to facilitate historic resource preservation. Recent efforts to adopt design standards should further these efforts.

Among the local preservation organizations, the Heritage Foundation has been especially active in educating residents about preservation issues in Franklin and Williamson County, ranging from local workshops to publications to school history programs. What appear to be less available are local incentive programs such as low-interest loans, grants, and tax incentives.

Increasing Growth Pressure, Historic Resources At Risk

Projections for continued population growth and demand for housing and jobs will result in development pressure that may be at odds with preserving the sites and settings of Franklin's historic resources. Over the next twenty years, the population is expected to almost double, increasing from 42,000 to 78,000. The City is likely to expand in size through annexation, taking in land that includes significant historic resources. Rapid growth increases the risk of changes that will erode the special qualities valued by residents and visitors.

Despite a legacy of preservation, many of the community's historic resources face an uncertain future. A report for Franklin Tomorrow warns that Franklin's historic properties may not survive periods of rapid growth similar to those Franklin is currently experiencing. Moreover, the report observes that, "as the area grows it will be increasingly difficult to physically distinguish the City of Franklin from surrounding jurisdictions." For a community that takes enormous pride in its distinctive character and preserving its historic resources, this does not bode well. Moreover, according to the preservation report prepared by Thomason and Associates, it is the rural historic resources that are at greatest risk of degradation



or destruction. This is not surprising given that new development predominately occurs in the "green fields" beyond existing urban areas where there tend to be fewer development constraints.

Areas adjacent to I-65 have experienced the most recent losses of historic resources. There, several properties have been demolished or damaged beyond repair in order to make way for new development. An inventory completed in 1982 identified 37 properties of historic significance within what are now Franklin's City limits. Of these, seventeen were demolished because they stood in the way of new development. Determining how and where growth should be accommodated appears to be an issue very much in the minds of local residents.

Determining Sites for New Public Facilities

Schools, libraries, fire stations, and civic buildings all represent significant investment of public funds. Traditionally, civic buildings play symbolic roles as well, often sited in prominent locations or intentionally used for place making. Increasingly, communities are viewing historic buildings as assets for public uses, and are considering how public facilities can be catalysts for revitalization and/or neighborhood stabilization.

A preservation plan is intended to enable a longer-term view, to reduce the incidents of case-by-case, seemingly last minute efforts to influence development decisions. Public facility issues in Franklin and Williamson County often are accompanied by conflict and sometimes result in lost opportunities. The issue of public facilities is one that merits a more conscious approach by city and county government, and the two school boards.

Williamson County is an owner of historic property in the City, including the fine 1858 Courthouse. The County is planning a significant expansion project, yet there would not appear to be a consultation process about the design, massing and configuration of servicing and parking facilities. The County Board of Education's recent experience in selecting the site for a new elementary school has been filled with an unfortunate level of conflict.

Preservation Responsibilities & Public Perceptions

There would seem to be little clarity about what it means to be in the historic district covered by the Historic Zoning Commission, and how the Commission operates. The visibility of the Heritage Foundation with its activist profile, causes it to be seen by some as the arbiter of preservation decisions in the City. The official mechanism for design and development review in the historic district is the Historic Zoning Commission. The City does not have a trained preservation planner on staff. While generous on the part of its architect members, the practice of the Heritage Foundation providing no-cost design advice to HZC applicants can lead to misunderstandings, even conflicts of interest.

Historic Preservation Goals

In response to the issues, trends and opportunities, the following goals were recommended and adopted:

Goal 1: Celebrate and promote the diverse history and culture of Franklin.

Goal 2: Preserve Franklin's significant historic sites, settings and linkages in ways that assure retention of long-term residents, affordable housing choices, and diversity.

Goal 3: Maintain an accurate and easily accessible inventory of Franklin's historic resources, including buildings, sites and landscapes.

Goal 4: Increase awareness of preservation incentives and regulations.

Goal 5: Enhance downtown management and marketing efforts to enable downtown Franklin to remain competitive in the regional market place while preserving the historic resources that provide its distinctive identity.

Goal 6: Promote heritage tourism that is compatible with community interests and capacity.

Goal 7: Enhance the capacity of Franklin's preservation community.

These goals serve as the organizing framework around which the preservation strategies for Franklin have been developed.



Franklin's Strategies for Historic Preservation

Following are strategies, organized around the goals, for continued preservation of Franklin's historic resources. These strategies should not be seen as actions to be undertaken solely by the City of Franklin, rather, they presume a community-wide response as appropriate

Goal 1: Celebrate and Promote the Diverse History and Culture of Franklin

Historic preservation is not simply about preserving old buildings. Historic preservation is also about identifying and celebrating a community's history, which in turn provides greater understanding of a community's past, as well as a context for making decisions about the future. Franklin's historic resources are tangible reminders of a way of life that has shaped what the City is today. Bringing more attention to the history and culture of Franklin is an important step toward increasing awareness and appreciation for preserving its historic resources.

Organize an Annual Franklin Heritage Festival

An excellent way to celebrate and promote the unique history and culture of a place is to create an annual Heritage festival. In addition to giving residents and visitors of Franklin a fun-filled day of activities, a heritage festival provides an opportunity for community building. The Downtown Franklin Association, a division of the Heritage Foundation of Franklin and Williamson County, currently sponsors an annual Main Street festival. This

festival could be enhanced to more directly reflect the history and heritage of Franklin while still achieving its goal of raising funds for continuing economic revitalization of the downtown. The Heritage Festival could include living history, arts and crafts, historic architecture, music, and food related to Franklin's heritage.

Actors portraying residents from the past can bring history to life. The historic architecture of Franklin can be highlighted through walking tours, games such as architectural bingo, lectures etc. At the King County, Washington Annual Heritage Festival one of the highlights is a genealogy search. Festival participants are assisted by the Seattle Genealogical Society to discover their heritage through the Internet and CD-roms. In addition to special appearances by descendents of Thomas Jefferson and Sally Hemings the festival includes talks from genealogy experts throughout the festival.

Strategies to Celebrate and Promote the Diverse History and Culture of Franklin

- Organize an Annual Franklin Heritage Festival
- Publish a calendar of heritage events
- Document the History and Culture of Franklin: An Oral History Project
- Create a Community Heritage Center

Publish a Calendar of Heritage Events

With so many museums and historical societies in the area, there are many opportunities to learn more about facets of Franklin's history and to even unearth your own family genealogy. A quarterly calendar of heritage events published in the local newspaper would provide both residents and visitors with ready access to the myriad of opportunities. It could also provide greater visibility and increase visitation at sites such as Carnton Plantation.

Document the History and Culture of Franklin: An Oral History Project

The City of Franklin has a long and diverse history. Many of the previous efforts to document the history and culture have focused mainly on the Civil War. While an important part of Franklin's history, there is a need to support efforts for documenting local history beyond this short period of time. Projects such as oral histories and history-related public events should be used to document topics such as the Revolutionary War, African-American heritage, and agricultural history.

The culture and history of traditional African American neighborhoods like Hard Bargain largely remain in the memories of long-time residents. Oral histories are spoken memories, stories, and personal commentaries of historical significance that living individuals tell about their own past. The histories may include anecdotes, family traditions, songs, and information associated with pictures, documents, and other records. Because those who provide the information are generally elderly members of the community, both their lives and their memories are at risk of being lost to time. Oral histories are



particularly useful when the information does not exist anywhere else. Therefore, oral histories should be carefully researched, tape-recorded, and transcribed creating an archival history intended for the widest possible use. These oral histories could be especially useful for the African American Heritage Society's museum/education center currently being developed.

Create a Community Heritage Center

With a history as rich and lively as Franklin, one would expect to have a centrally located museum or center that orients residents and visitors and provides programming on local heritage. Yet, such a facility is lacking in Franklin. How can a new resident, a visitor –

or a native, for that matter, find their place and understand what Franklin and Williamson County are all about?

Community Heritage Centers provide exhibits, workshops, and educational programs about important themes in a city's history. A center for the community can be a place to share and collaborate to advance knowledge and understanding. A heritage center in Franklin could perhaps be combined with efforts to create a county museum.

A working group should be convened to explore creating a community heritage center at an appropriate location in Franklin. The working group should include historians with diverse interests, educators, museum directors, and representatives from the Convention & Visitors Bureau. The Franklin story is much more than the Civil War battle. Exhibits and programs at this location afford the opportunity to include the perspectives of all races, all social classes and economic levels. A good example is the Massie Heritage Interpretation Center in Savannah. The Center, housed in c.1855-56 buildings, is owned by the Savannah-Chatham County Public Schools and includes exhibits of Savannah's City Plan, Savannah in the Victorian Era and elements of Savannah architecture.

Franklin's community heritage center could also serve as an expanded visitor center, providing visitors with an orientation to Franklin's unique heritage, as well as information about things to see and do. The Heritage Center needs to be in close proximity to Franklin's Main Street, in a location that affords visibility, convenience and nearby parking.

Goal 2: Preserve Historic Sites, Settings & Linkages

Franklin's significant historic sites, settings and linkages need to be preserved in ways that assure retention of long-term residents, affordable housing choices, and diversity. The following strategies seek to accomplish this.

Develop a Master Plan for Downtown Franklin

Residents have identified downtown Franklin as the heart of the City. Much has been invested in its revitalization, which brought it back to life in the 1980s. Since that time, it has become a symbol of the City's identity. It is also an important portion of the City's tax base, representing significant public and private investment. Since the original revitalization effort, the regional market has changed and there is significantly more competition for downtown. Fortunately, the regional market is an affluent one in terms of disposable incomes, meaning there are unmet

Strategies to Preserve Historic Sites, Settings & Linkages

- Develop a Master Plan for Downtown Franklin
- Develop a Neighborhood Conservation Program
- Conserve Historic Landscapes
- Evaluate the Effectiveness of Design Standards
- Explore Financial Incentive Programs
- Enhance Historic Cemeteries
- Develop Corridor Management Plans for Historic Roads
- Improve Gateways and Linkages

opportunities for downtown—if there is a conscious strategy in place.

A strategic plan is needed for downtown, the commercial and office heart of the City. It should address:

- Present and future land uses
- Under-utilized parcels and opportunities for redevelopment
- Market opportunities for specialty retailing, restaurants
- Upper story uses
- Public facilities and services
- Parking (long and short-term) and circulation
- Pedestrian amenities
- Transition to adjacent residential neighborhoods
- Gateways and entrance corridors



- Sources and uses of funds for capital improvements, management services
- Implementation strategies

Develop a Neighborhood Conservation Program

Within the City limits there are long-standing pre-World War II neighborhoods that represent important aspects of Franklin's history, but may lack the degree of architectural integrity required to become National Register Historic Districts. These neighborhoods, like Hard Bargain, are important heritage resources and could benefit from targeted assistance in the form of a neighborhood conservation program that would engage residents of older neighborhoods in community-based planning.

Such a program should focus on identifying funding sources and providing technical assistance to help stabilize neighborhoods and rehabilitate heritage resources in a manner that retains affordability and ensures social cohesion. In addition, the program should seek to preserve historic fabric by fostering rehabilitation and new construction that is compatible with the neighborhood's character. The program should also provide a framework for the City to provide targeted and coordinated investment in public infrastructure. Thus, the focus would be on retaining community character rather than on meeting more stringent historic preservation guidelines. The program could be a partnership between City agencies, preservationists, local non-profit service providers and community leaders.

It is recommended that the Natchez Street and Hard Bargain neighborhoods be considered as early opportunities for the

neighborhood conservation program. In addition to these established neighborhoods, pockets of deterioration and poverty in housing projects and trailer parks near Franklin's historic areas should be included in early opportunities.

An initial step would be to convene representatives from City departments to explore the types of technical and financial assistance that might be available, and to identify how they might work together in a coordinated effort in a pilot neighborhood conservation program. Meetings should also take place between city staff, community organizations, preservation organizations, and social service organizations.

Conserve Historic Landscapes

The historic cultural landscapes throughout the City of Franklin and surrounding County are as much a part of the City's history as its buildings. The National Park Service defines cultural landscapes as, "a geographic area (including both cultural and natural resources and the wildlife or domestic animals therein), associated with a historic event, activity, or person or exhibiting other cultural or aesthetic values. There are four general types of cultural landscapes, not mutually exclusive: historic sites, historic designed landscapes, historic vernacular landscapes, and ethnographic landscapes." Finding ways to stem the loss of Franklin's cultural landscapes, particularly remnants of the Franklin Battlefield, should be a high priority.



Strategies to conserve Franklin's historic landscapes include:

- Conduct a broad survey to identify the location, historical importance, and degree of threat to Franklin's historic landscapes within the City limits and urban growth boundary. Set conservation priorities based upon historical significance and degree of threat. The survey also should identify the range of conservation tools that are available, including easements, acquisition, zoning changes, conservation development models, and transferable development rights.

Strategies to Conserve Historic Landscapes

Communities across the country have utilized tools ranging from incentives to regulation to conserve historic landscapes, which Franklin may want to consider implementing. A brief description of some of these tools follows. Note: Many of these tools have been developed for natural resource conservation purposes. However, they may be adapted to suit the needs of conserving historic resources.

Recognition Programs

Raising awareness and appreciation for historic landscapes can be a powerful approach toward building support for a regulatory approach to conservation. Tennessee's Century Farms Program identifies, documents, and recognizes farms that have been owned by the same family for 100 years or more. Three Century Farms have been identified in Franklin (River Grange, Gentry Farm, and Short Farm) and others may be eligible. A local program could be developed, perhaps recognizing 50-100 year old family farms, focusing on raising awareness about the history and importance of farming to Franklin's landscape and culture.

Conservation Easements

Another successful tool for preserving historic landscapes is a preservation easement program. A preservation easement is a voluntary legal agreement that provides assurance that a historic resource will be preserved through subsequent ownership, while providing tax benefits to the property owner. A qualified community land trust or preservation organization is typically responsible for developing and operating an easement program.

Land Banking

In some instances it may be preferable to pursue the outright purchase of key historic landscapes by a nonprofit organization or public agency that will ensure the lands are never developed. In many cases a land trust fills this need by negotiating with the landowner, raising funds, administering the easement, and maintaining the property. In some instances, these properties are transferred to a public agency for maintenance as part of a public parks system that allows access, typically in the form of passive recreation.

Conservation Development Guidelines & Standards

A technique also known as cluster development, open space preservation, and landscape preservation, conservation development techniques seek to conserve natural resources while allowing meaningful economic return for sensitive development of the land. The process typically involves the creation of a site analysis map that identifies historical, cultural and natural resources, potential open space corridors, views, etc. that should be preserved, and excludes these areas from development and targets construction on the rest of the parcel. In communities where this analysis is compulsory, it is typically limited only to certain zoning districts or when particular resources are present, such as a significant historic landscape.

Real Estate Transfer Tax

Residents of some fast growing communities have voted to establish a transfer tax (typically 1% of the selling price) that is levied on the sale of certain types of property for the purposes of land conservation. The tax can be levied on the seller, or the buyer. Reviews have been mixed on the effectiveness of such a tax. According to the Trust for Public Land, "At the local level, the real estate transfer tax can create substantial funds for park and open space acquisition, particularly in fast-growing communities. On the other hand, it can also inflate real estate values and slow the market."

Transferable Development Rights (TDRs)

The Tennessee State Legislature recently passed legislation authorizing localities to establish TDR programs. Under a TDR program, development rights are transferred from "sending zones" that are designated for protection to "receiving zones" that are designated for future growth. Conservation easements provide permanent protection from development in the sending zone. Communities have used this approach with mixed success, largely because it can be politically and physically challenging to identify receiving zones where more dense development can occur.

- Undertake more detailed cultural landscape studies for high priority historic landscapes. The studies should include a thorough understanding of the site's history, assess notable landscape features, evaluate the condition of the site, and recommend strategies for conserving the historic landscape.

Evaluate the Effectiveness of Design Standards

The City will soon adopt new urban and suburban design standards that focus on ensuring that compatible new development will take place. Once the standards have been in place for two years, the City might appoint an independent citizen advisory committee to evaluate the effectiveness of the new design standards, especially as they relate to the local historic districts, and recommend modifications if warranted.



Examples of Financial Incentives

Property Tax Abatement

Property tax abatement exempts all or part of the increase in the value of improvements and personal property, except inventory and supplies. Tax abatement may begin when a city or county designates a particular area as a "reinvestment zone"—an area where private investment will promote economic development and public welfare. A property owner within the zone who makes specified improvements receives an exemption for all or part of the value of the new improvements.

Property Tax Freeze

An alternative to the property tax abatement program is a property tax freeze. A property tax freeze program typically provides that property tax assessments are frozen at pre-rehabilitation values for a certain period of time. During this period, taxes may increase annually due to fluctuations in the tax rate. Unlike a 100 percent abatement program, the taxpayer will pay some taxes annually during the period of the property tax freeze but will not pay property taxes on the increased value resulting from the rehabilitation of the property. The Oregon Special Assessment of Historic Property Program, administered by the State Historic Preservation Office, offers a 15-year property tax freeze on the true cash value of property listed on the National Register of Historic Places. The purpose of the program is to encourage owners of historic property to preserve or improve the condition of the property without incurring an increase in property taxes.

Easements

Historic Preservation easements, also known as Conservation or Façade easements, are a voluntary method to preserve valuable resources including significant historic, archaeological, or cultural resources. Under the terms of an easement, property owners donate or sell a portion of their rights in perpetuity to a non-profit or government agency whose mission it is to protect those resources. The easement can be tailored to fit an owner's needs and assures the owner that their property will be cared for even after a transfer of ownership. In most cases the easements are donated rather than sold. In exchange for giving away a portion of their property rights an owner may be eligible for tax benefits including reduced federal income, estate, and gift taxes.

Investment Tax Credit for Low-Income Housing

The Investment Tax Credit for Low-Income Housing provides a tax credit for the acquisition, construction or rehabilitation of low-income housing and can be applied to historic structures. This tax credit rewards property owners for providing low-income housing to the community. Franklin should use the Ellen Wilson Neighborhood Redevelopment project in Washington, DC as a case study for compatible mixed income housing. The Ellen Wilson Community was an abandoned public housing site surrounded by the Capital Hill Historic District. Neighborhood residents concerned about the crime and drugs at the site formed a corporation and secured a \$25 million Hope VI grant to redevelop the site. The result is 134 townhouses for households earning 25% to 115% less than the area's median income.

Explore Financial Incentive Programs

Today historic districts and sites throughout the country are experiencing unprecedented revitalization as communities use their cultural monuments as catalysts for neighborhood and commercial revitalization. Frequently, efforts to preserve and revitalize historic buildings run up against financial obstacles that create challenges in preserving and reusing historic buildings. Fortunately there are a variety of financial incentives offering tangible advantages to historic property owners. Incentives help offset additional costs sometimes incurred by property owners to comply with the preservation ordinance and its design guidelines. In addition, there are instances where denial of a Certificate of



Appropriateness could be considered an unconstitutional undertaking, and incentives may help mitigate economic hardships that could constitute a taking. Incentive programs are also a useful mechanism to enable older or less affluent residents to remain in neighborhoods that might otherwise not be affordable.

The City should appoint an advisory committee to identify and evaluate potential financial incentive programs to encourage the rehabilitation of historic buildings. Initially, incentives should be targeted to the neighborhood conservation program and to encourage ground floor retail on Main Street. Preservation incentive programs are widely used throughout the country to offset the cost of preserving historic sites and buildings by providing income and property tax reductions. Local incentive programs may include tax abatement, tax freezes, tax credits, grants, and low-interest loans.

Enhance Historic Cemeteries

Franklin has a number of historic cemeteries scattered throughout the City that constitute an important feature of Franklin's heritage. Most prominent are Toussaint L'Overture, McGavock Confederate, Rest Haven, Mt. Hope, and Old Franklin cemeteries; two of these, Toussaint and McGavock are listed on the National Register of Historic Places. There are many more small family cemeteries scattered throughout the City and urban growth boundary. These historic settings yield valuable information about social, religious, artistic and cultural heritage while simultaneously providing a wealth of genealogical information. Unfortunately, many threats (weathering, commercial development, neglect, vandalism, and theft) face historic cemeteries.

Greater attention to these historic resources is warranted. At a minimum:

- Preservation organizations could inventory historic cemeteries in the City and urban growth boundary.
- The City could add this information to its GIS system, and share the data with the Williamson County Planning Department.

Additional actions could include:

- Enhance the physical setting of the recognized historic cemeteries, Toussaint and McGavock, with landscaping, fencing and interpretation. The historic setting of both of these cemeteries has been compromised by adjacent development. Local preservation organizations could assist the cemetery owners with raising awareness and funds, while the City could contribute by planting trees and shrubs to screen their maintenance yard located next to Toussaint.
- Organize a special event tour of the City's historic cemeteries around Halloween to raise awareness and funds for preservation.

Develop Corridor Management Plans for Historic Roads

The City of Franklin has adopted a list of roads that have been identified as the Heritage Roads of Franklin. Although not formally designated as scenic byways, these roads have met criteria similar to those for the Tennessee Scenic Byway program. The Heritage Foundation selected the roads for their access to historic resources, outstanding natural features, and scenic views. Franklin should work with the Tennessee State Scenic Byway Coordinator to designate these roads as scenic byways.



After designation as a state scenic byway, corridor management plans and policies should be developed to preserve historic resources along Franklin's most significant and intact historic roads. Corridor management plans can be used to identify strategies to enhance key gateways to downtown Franklin as well as connections between historic districts and sites. Completion of a corridor management plan makes the byway eligible for grant funding under the National Scenic Byway Program. Unlike other transportation grant programs, byway grants require localities and organizations to pay only a 20% match in funds. Scenic byway's inclusion on state and national maps and guides supports local efforts to strengthen local economies through heritage and eco-tourism.

Improve Gateways and Linkages

Roads leading into historic Franklin have gradually become corridors of spotty commercial development, for the most part indistinguishable from most of the rest of the country. In particular, sections of Columbia Road (which links several

important historic sites—downtown Franklin, Carter House, and Winstead Hill) and 5th Avenue (between N. Margin Street and the historic Toussaint L'Overture Cemetery) are characterized by a physical appearance that erodes the historic context. More and more, communities that seek to retain their identity and compete for investment take steps to enhance the appearance of gateways and important thoroughfares.

Doing so takes a combination of public and private actions. There are regulatory approaches that can lead to better site planning, building and sign design, and landscaping for new development. What about existing development? Some communities have made significant headway through voluntary actions guided by a broadly supported vision and plan. Along the Midlothian Turnpike west of Richmond, Virginia, for instance, a well-developed landscape and beautification plan sparked citizen activists and land owners to engage in voluntary efforts that over a five-year period have led to dramatic improvements. Similarly, along Williamson Road in Roanoke, Virginia, the city offered to fund public improvements at key eyesore intersections if private owners pitched in on their properties. Two years later, six of the corridor's worst concentrations of 'road rash' had been transformed.

The City has commissioned a gateways and corridors study, which is intended to lead to standards. In addition, the Heritage Foundation commissioned designed standards for Columbia Avenue. It is recommended that the City convene business and civic groups and explore the collaboration necessary to implement a gateways and corridors enhancement program. Enhancing Franklin's gateways and linkages between sites that are an important part of the community's identity could go a long way toward stemming

the erosion of historic character now taking place along the important entrance corridors.

Goal 3: Maintain an Updated and Accessible Inventory of Franklin's History Resources

Opportunities for preservation vs. development conflicts increase when there is uncertainty. Early knowledge is important. The following strategies seek to ensure that historic resources are identified and that this information is readily accessible to the public.

Update the Historic Resources Inventory

The City of Franklin needs to maintain an accurate and easily accessible inventory of the City's historic resources, including sites and landscapes. Through the on-going efforts of individuals and local preservation organizations, many of the City's historic resources have been identified and nominated to the National Register of Historic Places. To date, the Heritage Foundation has taken the lead in maintaining and updating an inventory of historic resources. However, this is more typically a role for local

Strategies to Maintain an Updated and Accessible Inventory of Franklin's Historic Resources

- Update the Historic Resources Inventory
- Create a digital inventory
- Identify and nominate historic landscapes
- Periodically evaluate local historic district overlay zone boundaries

government. Once the City hires a preservation planner, the planner should work in partnership with the Heritage Foundation to update the historic resources inventory. The most recent inventory, completed in 1999, identified several concentrations of pre-1950 properties along Columbia Avenue, Franklin Road, and Natchez Street that have not yet been recorded. It is estimated that up to two hundred properties could be eligible for inclusion on the local and National Register. These areas should be the focus of future survey efforts as well as potential National Register nominations.

Create a digital inventory

With technology, the historic resources inventory can be made more accessible to property owners, City staff, and developers. Currently, this information is available in paper form on USGS maps. As the City implements its ambitious GIS program, information on historic resources can be field checked, digitized and a computer database developed that is compatible with the City's GIS software. The database could link inventory information (property name, date of construction, architectural style, condition, etc.) with tax assessor data (owner, appraised value, etc.). The data could also be linked to a digital photo archive, all of which could be made accessible to the public via the City's web site.

Identify and nominate historic landscapes

For the purposes of the National Register a rural historic landscape is defined "as a geographical area that historically has been used by people, or shaped and modified by human activity, occupancy, or intervention, and that possesses a significant concentration, linkage,

or continuity of areas of land use, vegetation, buildings and structures, roads and waterways, and natural features". Historic landscapes have developed and evolved in response to both the forces of nature and the need to make a living. Historic landscapes are listed on the National Register as sites or districts and include farms, battlefields or designed landscapes. Today the rural character of Franklin is threatened by growth and development. Fortunately there are still a number of historic landscapes within Franklin's urban growth boundary that remain intact. These sites should be carefully inventoried and studied to determine eligibility for listing in the National Register.

Periodically evaluate local historic district overlay zone boundaries

Once the inventory is updated, the City should reassess the extent of the local historic district overlay zones and identify areas of possible expansion. This reassessment should include a look at properties that have previously been deemed "non-contributing" or otherwise excluded to see if these should now be included in the overlay. The Hiram Masonic Lodge on Second Avenue South (a National Historic Landmark) is one such property that is not part of the overlay zone, but logically should be. Once identified, the City should work with local preservation organizations on education and outreach to residents in the potential expansion areas.

Goal 4: Increase Awareness of Preservation Incentives & Regulations

Often, people want to do the right thing, they just aren't sure what that is. There is a wealth of information currently available from a variety of sources that describe available incentives, demonstrate best practices, and illustrate the "don'ts" of preservation. Much of this information could be consolidated and made easily available to residents in a variety of ways.

Send an Annual Notice

The City should, via the Historic Zoning Commission, send a letter annually to notify property owners about their inclusion in the historic preservation district overlay zone and advise them of actions that may warrant review by the Commission.

Create a Historic Zoning Commission Web Site

More and more cities are using the Internet as an easy way to provide information to residents. Franklin already has an official City site. The Zoning Commission should develop a web page as part of the City's web site to serve as a one-stop-shop for residents who are rehabilitating historic buildings. Information that could be

Strategies to Increase Awareness of Preservation Incentives & Regulations

- Send an Annual Notice
- Create a Historic Zoning Commission Web Site
- Develop an Updated Visual Reference Guide
- Host an Orientation Program

posted includes basic material about the historic district overlay zones, meeting dates, and links to other resources on the web like This Old House, the National Park Service Preservation Briefs, Illustrated guidelines for Rehabilitating Historic Structures, Old House Journal, Books on Restoring and Preserving Old Houses, Old House Chronicle Magazine, and Preservation Web.

Develop an Updated Visual Reference Guide

The Historic Zoning Commission has compiled a visual guide for residents in the historic overlay districts to illustrate "appropriateness" with regard to issues such as scale, architectural style, building materials, signs, and landscape treatments. This material should be updated and made readily available at City Hall and on the Internet.

Host an Orientation Program

Sometimes residents, particularly newcomers, are not aware of the implications of owning property in a historic district. This may result in confusion about permitting procedures for work done on their property and lack of information about resources that may be available, including financial incentives and technical assistance. To alleviate this problem, the Historic Zoning Commission, in partnership with local preservation organizations, could host a bi-annual historic district orientation program targeted to homeowners, builders and developers to share information about financial incentives, code requirements, review processes, and success stories. These events should be open to anyone in the City and County who is interested, particularly property owners who may be considering petitioning for the creation of a new historic district overlay zone or working on new developments.

Goal 5: Enhance Downtown Management & Marketing Efforts

The economic health of downtown Franklin got its first boost in the 1980s when a substantial investment was made in the physical appearance of Franklin's Main Street. These efforts, combined with the establishment of the Downtown Franklin Association, were critical to improving the condition of this community asset. Sustaining and building on commitments heretofore made to downtown Franklin on the part of the private and public sector will be critical to its continued preservation. Thus, downtown management and marketing efforts should be enhanced to enable downtown Franklin to remain competitive in the regional market place while preserving the historic resources that provide its distinctive identity.



Strategies to Enhance Downtown Management and Marketing Efforts

- Encourage Ground Floor Retail on Main Street
- Invest in Downtown Marketing and Management

Encourage Ground Floor Retail on Main Street

The viability of Franklin's Main Street as a retail destination and activity generator plays a critical role in the overall health and preservation of downtown Franklin. A healthy downtown must have a solid retail core. The presence of retail businesses, rather than offices, on the ground floor of Main Street's buildings is an important factor in generating economic activity. According to a 2001 study of downtown retail commissioned by the Heritage Foundation, downtown Franklin is experiencing pressure to convert first floor retail spaces into professional offices. Moreover, as the study points out, the relocation of traditional activity centers like the County library away from downtown places even greater import on retaining ground level retail that will facilitate a good pedestrian environment for downtown shoppers. Working in partnership, the City and Downtown Franklin Association should make a commitment to encouraging ground floor retail along Main Street by:

- exploring possibilities for tax incentives.
- identifying alternate locations for commercial office space.
- developing an Internet-accessible database of market-oriented information on downtown properties and use it to attract targeted retail niches as identified in the 2001 retail study.

Invest in Downtown Marketing and Management

Building on success, a more aggressive downtown management and marketing program seems in order. Some of the more successful Main Street programs have a well-researched market strategy and pro-actively seek businesses that would complement the mix of downtown offerings. Some even have a fund that can ‘hold’ prime locations—paying the owner for the several months it might take to find the right tenant. Downtown Franklin provides important services. With additional resources, including public support, the Main Street marketing and management activities could be brought into scale with the need.

Goal 6: Promote Heritage Tourism

Heritage tourism is travel experiences that build on the arts, history and special character of a place. It differs from other types of tourism in that it has higher appeal for discerning visitors, those who appreciate and understand history and who seek authenticity. Heritage tourism offers genuine opportunities for both the cultural and tourism industries to work together and, over time, to build business, stimulate economic growth, showcase resources and encourage international and domestic visitors to explore America by experiencing the richness of its culture. Franklin has the right mix of assets that makes it an ideal experience for heritage tourists.

Economic impact studies show that the typical heritage tourist shops more, spends more, stays in hotels more often, travels longer and visits more destinations than typical travelers. They are often referred to as “high yield” tourists; fewer tourists spending more money, and, therefore, resulting in less impact on the local

community but a high economic return. Communities that have preserved their historic buildings and rural landscapes, tell compelling stories about their history and culture, and provide opportunities for “outsiders” to experience the uniqueness of a region are more successful at attracting heritage tourists, often for repeat visits. Heritage tourism is important for the local economy. The money spent on heritage tourism translates directly into revenue for localities in the form of sales and hotel taxes, as well as jobs and wages.

Create the Franklin Heritage Trail

There are several historic sites scattered throughout Franklin that would enjoy greater visitation and visibility if marketed as part of a larger experience. Franklin is already a part of two other larger trail systems; the Antebellum Trail and Tennessee’s Civil War Heritage Trail. However, both of these focus only on Franklin’s Civil War history. The Heritage Foundation’s downtown walking tour highlighting the historic homes near Main Street could be refreshed and made part of an expanded self-guided heritage tourism experience. The system should include development of an interpretive information system – with informative and well-designed kiosks and interpretive panels in historic neighborhoods, near ‘landmark’ buildings, and where important events took place.

Strategies to Promote Heritage Tourism

- Create the Franklin Heritage Trail
- Enhance the Visitor Center
- Market the Heritage Tourism Experience

Once the Heritage Trail is established, travelers need information about the locations of attractions, operating hours, what to expect when they arrive, the availability of restrooms, and the distance and time it takes to get there. A coordinated set of informative, fun and concise print and web information, including a map, about Franklin's history and heritage sites and events is required.

Enhance the Visitor Center

The current downtown visitor is quite modest, serving primarily as a place for visitors to ask directions and pick-up brochures. There is an opportunity to make much more of it as a place to orient visitors to Franklin's rich history and heritage sites. Ideally, visitor center functions could be incorporated into the Community Heritage Center described earlier.

Market the Heritage Tourism Experience

While overall tourism has been impacted significantly by world events, industry experts predict that travel will recover, and that heritage tourism will be especially strong, especially where there are good 'drive' markets like middle Tennessee. Franklin is perfectly situated to take advantage of the region's sizable tourist population. According to the Nashville Convention and Visitors Bureau, more than 10.5 million people visited Nashville in 2000, which resulted in over \$2.7 billion in revenues for the city. Franklin could package its heritage tourism experience as an intriguing day trip or weekend getaway and market it through the Nashville CVB and high-end hoteliers who cater to leisure and business travelers.

Goal 7: Enhance the Capacity of Franklin's Preservation Community

Implementing the Preservation Plan will take actions by both the City and Franklin's preservation organizations.

Strengthen City Capacity

Among the recommendations for the City are:

- Strengthen the role of the City in setting preservation policies and administering the preservation review process. It is time for the City to have a professionally qualified preservation planner on staff. Among the preservation planner's responsibilities will be to provide technical preservation information and support to citizens, businesses, architects, building contractors, and owners of historic properties. After an appropriate transition period, the City should no longer rely on the Heritage Foundation for pro bono services.
- Incorporate the preservation plan into the City's Long Range Plan, and assure that other plans (open space, housing, public facilities, etc.) are compatible with preservation goals.
- Imbue a preservation ethic throughout the City. Provide training and other learning activities for City staff, planning commissioners, historic zoning commissioners and City Council members, to increase awareness of nation-wide best practices and encourage greater understanding of the important role historic buildings and preservation play in Franklin's identity and economy

- Convene a roundtable meeting between City and County planning staff to share inventory information and to identify historic resources and preservation issues in the UGB but outside of City limits.
- Convene a series of meetings involving City Council and the County Commissioners to find common ground around preservation issues, especially regarding the preservation of historic sites and compatibility of new development within the urban growth boundary. With commitment and persistence, these discussions could ideally lead to a memorandum of agreement and a more coordinated approach that could head off avoidable conflicts.

Strengthen Local Capacity

Franklin would not be what it is had not a handful of caring people banded together to form the Heritage Foundation of Franklin and Williamson County. The Heritage Foundation and the region's other not-for-profit preservation organizations are essential partners to government in caring for heritage. As such, they should continue their essential roles as stewards, educators and advocates for historic preservation in Franklin.

The Heritage Foundation has played the seminal role in the creation of the historic district and the revitalization of the downtown. Members of its board and its supporters have generously supported production of handsome publications and well-attended public events celebrating Franklin's heritage. It has provided expertise and been a powerful advocate for preservation sometimes when it was not the popular thing to do.

As the City hires additional staff and takes on official responsibility for maintaining historic inventory records, overseeing the design review process, and otherwise implementing the public policy aspects of the Preservation Plan, the role of the Heritage Foundation will inevitably need to change. Its Board is wisely engaged in strategic planning, and the many recommendations for enhanced interpretive and heritage activities presented here provide important opportunities for leadership from the Heritage Foundation.

Additionally, the Heritage Foundation is enhancing its advocacy efforts on behalf of preserving the remaining battlefield lands, particularly those that lie between Carnton and the Battleground Academy. This major project should receive the strongest possible support by the City and County. The opportunities for honoring the bravery on both sides, for interpreting and exploring the consequences of the Civil War in American life merit significant investment.

The stewardship provided by the owners of Carnton Plantation and other historic sites is also vital to preservation. Support from the City, county, state and philanthropic community will accelerate the development of enhanced interpretive program and restoration at these important historic sites.

Action Agenda

WHO					WHAT	WHEN		
City	CVB	DFA	HF	PO		YR 1-2	YR 3-4	YR 5+
Goal 1: Celebrate and Promote the Diverse History and Culture of Franklin								
○	○	●	⊙	⊙	Organize an Annual Franklin Heritage Festival		◆	◆
	○	●	⊙	⊙	Publish a calendar of heritage events		◆	◆
			●	○	Document the History and Culture of Franklin: An Oral History Project	◆	◆	
⊙	⊙	○	●	⊙	Create a Community Heritage Center	◆	◆	◆
Goal 2: Preserve Historic Sites, Settings and Linkages								
●		○			Develop a Master Plan for Downtown Franklin	◆		
●			○	○	Develop a Neighborhood Conservation Program	◆		
●		○	○		Explore Financial Incentive Programs			◆
○			●	⊙	Conserve Historic Landscapes	◆	◆	◆
⊙			●	○	Enhance Historic Cemeteries			◆
●					Develop Historic Roads Corridor Management Plans		◆	
●					Improve Gateways and Linkages	◆		
Goal 3: Maintain an Inventory of Franklin's Historic Resources								
●			⊙	○	Update the Historic Resources Inventory			◆
●			⊙		Create a digital inventory	◆		
			●	○	Identify and nominate historic landscapes	◆		
●					Periodically evaluate local historic district overlay zone boundaries			◆
Key								
City: City of Franklin			DFA: Downtown Franklin Association			PO: Other Preservation Organizations		
CVB: Convention & Visitors Bureau			HF: Heritage Foundation of Franklin & Williamson County			● Lead ⊙ Partner ○ Involve		

WHO					WHAT	WHEN		
City	CVB	DFA	HF	PO		YR 1-2	YR 3-4	YR 5+
Goal 4: Increase Awareness of Preservation Incentives and Regulations								
●					Send an Annual Notice	◆	◆	◆
●					Create a Historic Zoning Commission Web Site		◆	
●			○		Develop an Updated Visual Reference Guide		◆	
●			○		Host an Orientation Program			◆
Goal 5: Enhance Downtown Management and Marketing Efforts								
○		●			Encourage ground floor retail on Main Street	◆	◆	◆
○		●			Invest in Downtown Marketing and Management	◆	◆	◆
Goal 6: Promote Heritage Tourism								
○	⦿	○	⦿	⦿	Create the Franklin Heritage Trail		◆	
	●	○			Market the Heritage Tourism Experience		◆	◆
○	●	⦿	○	⦿	Enhance the Visitor Center		◆	
Goal 7: Enhance the Capacity of Franklin's Preservation Community								
●					Hire a City preservation planner	◆		

In Conclusion

In approaching the Preservation Plan, the intent has been to reach beyond a traditional regulatory policy approach. The City of Franklin has many of the needed regulatory tools in place or under consideration. Rather, the intent has been to look more broadly at what is being preserved and for what purpose. This is a community that knows why it values historic buildings and their settings. The goals and strategies articulated in the plan will assure that generations from now, Franklin's exceptional heritage will remain a strong part of its identity.

Acknowledgments

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Special Recognition

This Preservation Plan for the City of Franklin was prepared through the funding and assistance of the Tennessee Historical Commission and the City of Franklin.



F r a n k l i n B a t t l e f i e l d

P r e s e r v a t i o n P l a n

S e p t e m b e r , 2 0 0 4

h e r i t a g e F o u n d a t i o n
o f
F r a n k l i n & W i l l i a m s o n

Acknowledgements

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Mary Lankford	Eddie Martin	Joy Morris
Curtis Nicholson	Damon Rogers	Debbie Smith
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Source: The Confederacy's Last Hurrah - Wiley Sword



Old Dog Harvey - Bulldog mascot of Company F, 104th Ohio Infantry, who served bravely at Franklin. His collar's brass plaque was inscribed: "I am Company F's, 104 O.V.I. dog. Who's dog are you?"

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"Wounded boys creeping to the rear, their screams, their curses all around me. Some crying for water, some praying their last prayers; some trying to whisper to a friend or to me their last message..... Franklin, Tennessee..... A name that will haunt me for the rest of my days and nights."

- Adam J. Weaver, Co. I, 104th Ohio Infantry

This report has been produced for the Heritage Foundation of Franklin and Williamson County through a grant from the United States Department of the Interior, National Park Service. Any opinions, findings, conclusions or recommendations expressed in this material are those of the authors and do not necessarily reflect the views of the Heritage Foundation and the United States Department of the Interior. Under Title VI of the Civil Rights Act of 1964, as amended; Section 504 of the Rehabilitation Act of 1973, as amended; and the Age Discrimination Act of 1975, as amended; the Department of the Interior prohibits the discrimination on the basis of race, color, national origin, handicap, or age in its programs. If you believe you have been discriminated against in any program, activity, or facility of the Department of the Interior, or you desire further information, please write: Director, Equal Opportunity Program, Department of the Interior, National Park Service, 1849 C. Street, NW, Washington, DC 20240.

PLAN PURPOSE & GOALS

PLAN PURPOSE

The Battle of Franklin occurred on November 30, 1864, and it was significant in two key regards. First, the level of carnage was considerable based upon the numerous fruitless charges made by the Confederate Army of Tennessee, the effectiveness of the Union forces, and the resulting casualties. Secondly, the battle marked the beginning of the end for the Western Theater of the Civil War, as Hood's Army of Tennessee was crippled to an extent that it would never recover to perform as an effective fighting force.

Despite the importance of this sacred land, it has been carved away by development over the past century, and now only random remnants survive. It is the purpose of this plan to summarize the historic significance and key themes of the battle, delineate the battlefield area, and lay out a strategy to preserve and enhance those portions of the battlefield that can still be salvaged or reclaimed.



Columbia Pike's appearance could benefit from design guidelines and streetscape improvements.

PLAN GOALS

The following general goals will be followed by this plan:

- To prepare a plan based upon accurate historical research.
- To prepare a plan that reflects public input and a community consensus.
- To prepare a plan that identifies and prioritizes the most significant properties and resources associated with the battle.
- To prepare a plan that is economically and politically realistic.
- To prepare a plan that furthers both preservation and heritage tourism objectives.

"We won't be able to save all of these battlefields. We won't be able to save many of the most important battlefields... But just as those armies of dedicated men went from a terrible defeat forward with a hope of victory, a success, because they believed themselves to be in the right, that's what we have to do - march ahead, fight in the next battle, hopefully to win. So we'll win, and we'll lose, but we'll always keep fighting."

- Brian Pohanka, Civil War Historian



New commercial development continues to steadily march forward on Franklin's most hallowed ground.

The Franklin Battlefield was listed among the country's Top Ten Most Endangered Civil War Battlefields in 2004 by the Civil War Preservation Trust.



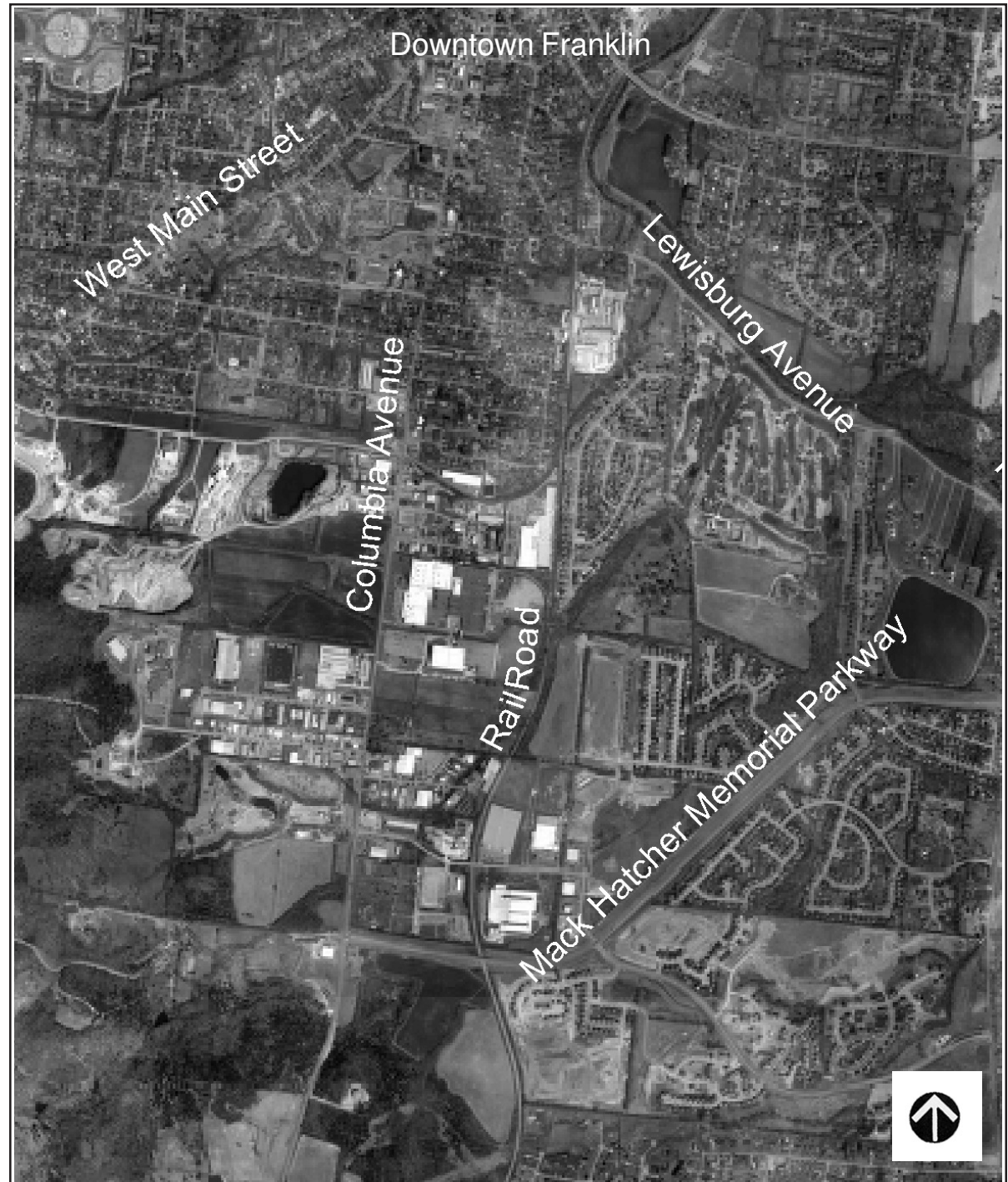
This marker, identifying the Union entrenchments at Columbia Avenue, has completely lost the integrity of its context.

STUDY AREA OVERVIEW

The study area for this plan includes all portions of Franklin that played a role in the November 30, 1864, Battle of Franklin. While the plan focuses on the actual battlefield area as delineated on page 30 based upon historic records, it also addresses various scattered sites, such as Ropers Knob and the many historic buildings that served as officers' headquarters and post-battle hospitals.

The battlefield is located on the south side of Franklin approximately one half mile south of Columbia Avenue's intersection with the "Five Points" area of downtown. Starting at the north near the Carter and Lotz Houses, the battlefield extends south to Winstead and Breezy Hills, west to Carters Creek Pike and east to Lewisburg Pike and the Harpeth River. Bisected along a north-south axis by Columbia Avenue, the area is, topographically, relatively flat with some gently rolling terrain.

The battlefield area also represents a wide range of existing land uses and development densities. The northerly portion of the battlefield includes relatively high-density commercial and residential development, while the southerly portions are less dense and include industrial uses and some undeveloped open spaces. Mack Hatcher Parkway, a high-capacity highway, traverses the southerly portion of the battlefield. It currently accesses only the eastern half of the battlefield, but it will soon be extended to the west. A railroad line, which has existed since before the battle, extends along a meandering north-south axis to the east of Columbia Pike.



PLAN METHODOLOGY

The following four-step process was used to create this plan:

<u>Task 1.0</u>	<u>Background Research</u>
Task 1.1	Project “Kick-Off” Meeting
Task 1.2	History & Historic Resources Review
Task 1.3	Development Context Review
Task 1.4	Field Survey
<u>Task 2.0</u>	<u>Stakeholder Meetings</u>
Task 2.1	Heritage Foundation Representatives
Task 2.2	City & County Officials
Task 2.3	Property Owners
Task 2.4	Battlefield Preservationists
<u>Task 3.0</u>	<u>Preparation of Draft Plan</u>
	I. Overview
	II. Historic Significance of the Battle of Franklin
	III. Analysis of Existing Conditions
	IV. Battlefield Preservation & Enhancement Strategy
	V. Plan Implementation
<u>Task 4.0</u>	<u>Plan Review & Revisions</u>
Task 4.1	Draft Plan Submission
Task 4.2	Draft Plan Presentation
Task 4.3	Plan Revisions

Stakeholder Participation

The following groups have participated in the creation of this plan through either attendance at meetings or discussions with the plan’s authors:

- Franklin Mayor and Aldermen
- Williamson County Mayor and Commissioners
- Franklin Planning Commission and staff
- Williamson County Convention and Visitors Bureau
- Williamson County Chamber of Commerce
- Williamson County Historian
- The Heritage Foundation of Franklin and Williamson County
- Tennessee Historical Commission / Tennessee Wars Commission
- Tennessee Civil War Preservation Association
- Tennessee Civil War National Heritage Area / MTSU Center for Historic Preservation
- Central Franklin Area Plan Battlefield Committee
- Save the Franklin Battlefield, Inc.
- The Carter House Museum
- Carnton Plantation
- The Lotz House
- Local Real Estate Representatives
- Property Owners



Project team member meeting with the Carter House’s staff to review maps.

“A crucial aspect of Civil War battlefield preservation is the fact that we have so little time to accomplish what needs to be done. We really have just a very few years before the urban growth that is taking place on so many key places overwhelms some of the best sites that remain.”

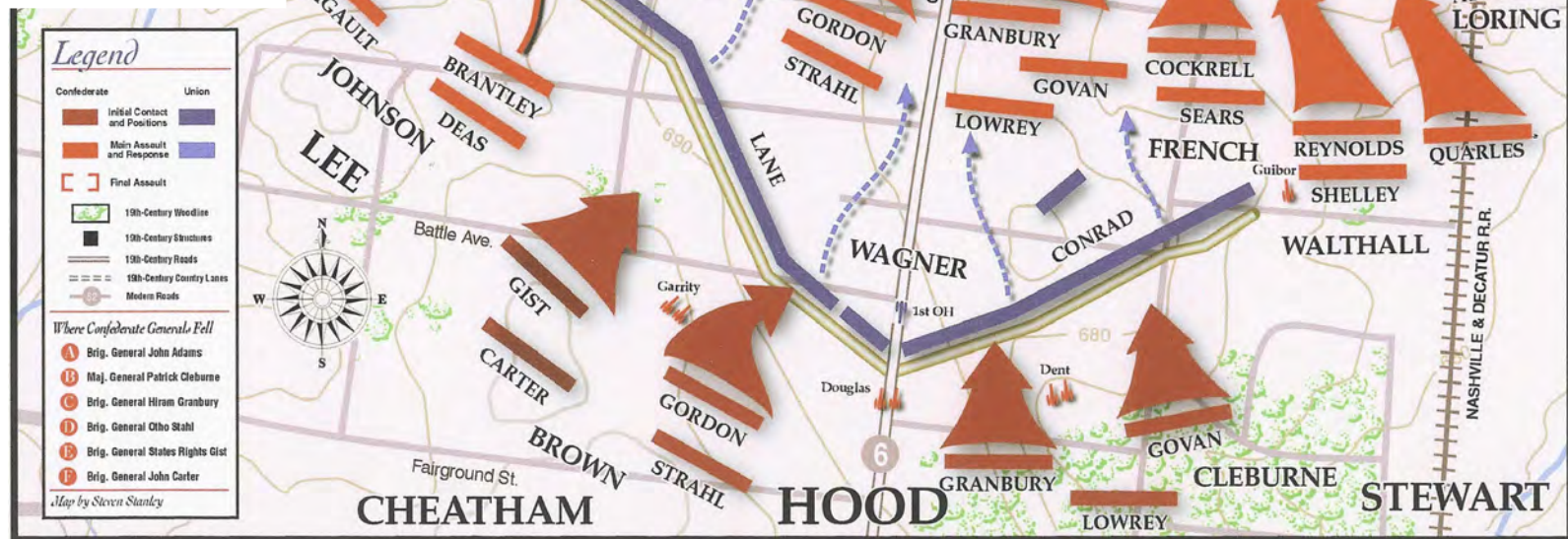
- Gary W. Gallagher, Penn State University

“We used to have a brown cultural sign on I-65 advertising the ‘Franklin Battlefield,’ but we got so many complaints from tourists who were disappointed to find no battlefield that we had to change it to ‘Battle of Franklin.’”

- Herbert Harper, Executive Director
Tennessee Historical Commission

BATTLE SUMMARY

The map at right provides a visual overview of the Battle of Franklin's progression near the Columbia Pike, minus the east and west flanks. Prior to the Army of Tennessee's arrival in Franklin from the south, Union forces hastily erected breastworks in the form of an arch centered on Columbia Pike on the south side of town. Those works included both forward lines and more substantial inner works to the north. The battle, which did not begin until approximately 4:00 PM on November 30, 1864, consisted of a series of frontal assaults by General Hood's Confederate army over open grounds. Although the charges lasted until well into the night, the Confederate forces were ultimately unsuccessful because of fierce resistance by Union forces. By the next morning Schofield's Union forces had slipped across the Harpeth River headed toward Nashville. The following pages provide more detail on the battle.



This map is provided courtesy of the Civil War Preservation Trust

BATTLE OVERVIEW

THE ROAD TO FRANKLIN

Following the fall of Atlanta, Georgia, in September 1864, Confederate fortunes in the West were at a lower point than at any other time in the war. In a desperate attempt to reverse the advantages gained by the successful Federal summer campaign, Confederate General John Bell Hood, Commander of the Army of Tennessee, began a series of maneuvers in late September against the Union line of supply and communications running from Atlanta through northwest Georgia, north Alabama, middle Tennessee, and into Nashville.

John Bell Hood had risen from the rank of Lieutenant in the Confederate Army to that of Lieutenant General by 1864. Hood had gained prominence through a record of determined assaults and hard fighting, and his reputation as an aggressive, determined warrior was rightfully deserved. Hood had performed superbly as a division commander in the Army of Northern Virginia. However, his relatively low academic standing at West Point suggested that he was not blessed with an imposing intellect. Additionally, he had sustained two grave wounds during the course of the war, a crippled left arm at Gettysburg, and the loss of his right leg at Chickamauga. His performance as a corps commander with the Army of Tennessee under General Joseph Johnston had been less than stellar.

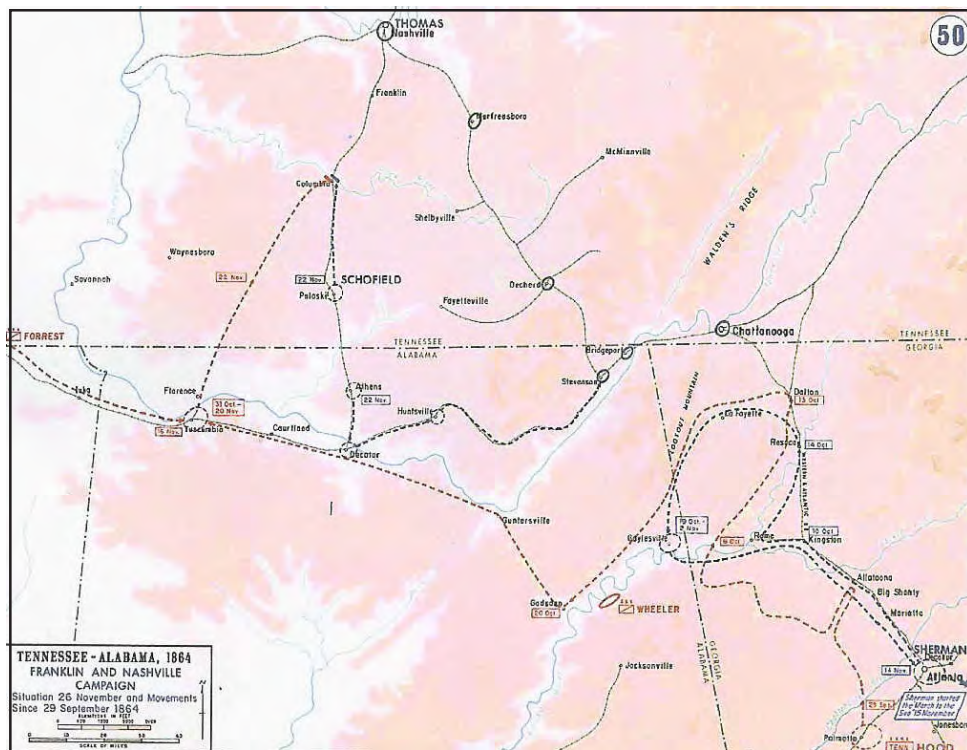
Nevertheless, because of his reputation as a fighter, President Jefferson Davis hand-picked Hood as the successor to Joseph Johnston in July of 1864. Promoted to the temporary rank of full General, Hood had dutifully assumed the offensive in a flurry of hard

casualties upon his own army. Hood was easily outmaneuvered in late August by Federal commander William T. Sherman, and Atlanta was evacuated on September 1st.

Hard marches and occasional hard fighting in late-September and throughout October had failed to draw Sherman out of Atlanta or achieve any gains of substance. October 31st found Hood's Army at the Tennessee River crossing at Tuscumbia, Alabama. Here, heavy rains and a dismal supply situation had further delayed him for three long weeks. Thus, the objectives of Hood's subsequent operations were born in his frustration to save Atlanta through a summer of fighting, or regain it through a fall of maneuver. From Tuscumbia, Hood determined to continue his campaign into Middle Tennessee.



General John Bell Hood
Army of Tennessee - CSA



This map is provided courtesy of the U.S. Military Institute

BATTLE OVERVIEW

Hood intended to interpose his 32,000 man army between the 30,000 men of Major General John M. Schofield's Union Fourth and Twenty-Third Army Corps located in the vicinity of Pulaski, Tennessee, and the roughly 30,000 man garrison of Nashville under Schofield's immediate superior, Major General George H. Thomas. Hood was confident that he could defeat the two Federal forces in detail, resulting in the capture of the massive Northern supply depot at Nashville. With dual victories to bolster his reputation, and with his army re-armed and equipped at Union expense, Hood could then continue the offensive into Kentucky and Ohio. Hood surmised that such an incursion into Federal territory would result in a Confederate resurgence and a Northern panic, diverting resources from the siege of Petersburg in Virginia, and prompting a recall of Sherman's forces from Georgia.

PRELUDE: SPRING HILL

Hood's initial series of flanking maneuvers forced Schofield to precipitately retreat from Pulaski to the Duck River crossings at Columbia, Tennessee. Encouraged by this first step of the campaign, Hood marched his army around Schofield's left (eastern) flank and seize the turnpike in Schofield's rear at Spring Hill. Forrest's cavalry had the first role in this maneuver and crossed the Duck River ten miles upstream at Huey's Mill on November 28th. In a series of feints and fights, Forrest drove the Union cavalry towards Nashville and away from Schofield, effectively removing the Yankee horsemen from the scene. Having accomplished this, Forrest turned for Spring Hill.

Leaving Stephen D. Lee's Corps and the bulk of the artillery on the south bank of the Duck River to hold Schofield's attention at Columbia, Hood's remaining two corps marched east to cross the Duck at Davis Ford, approximately three miles east of town. Hood had succeeded in slipping around Schofield's flank, and began the race to Spring Hill on the Davis Ford Road, a badly rutted country road abandoned even by local farmers.

Although Hood had a lead in the "Spring Hill Races," Schofield had not been completely deceived. Receiving early morning reports that Hood's infantry was crossing the river, Schofield telegraphed Thomas at Nashville and received orders to withdraw to Franklin to protect the Harpeth River crossings there. Schofield accordingly started his withdrawal by sending his 800 wagons and most of his artillery up the Columbia-Nashville Turnpike with a guard of Brigadier General George Wagner's division, the whole under the command of Major General David S. Stanley.

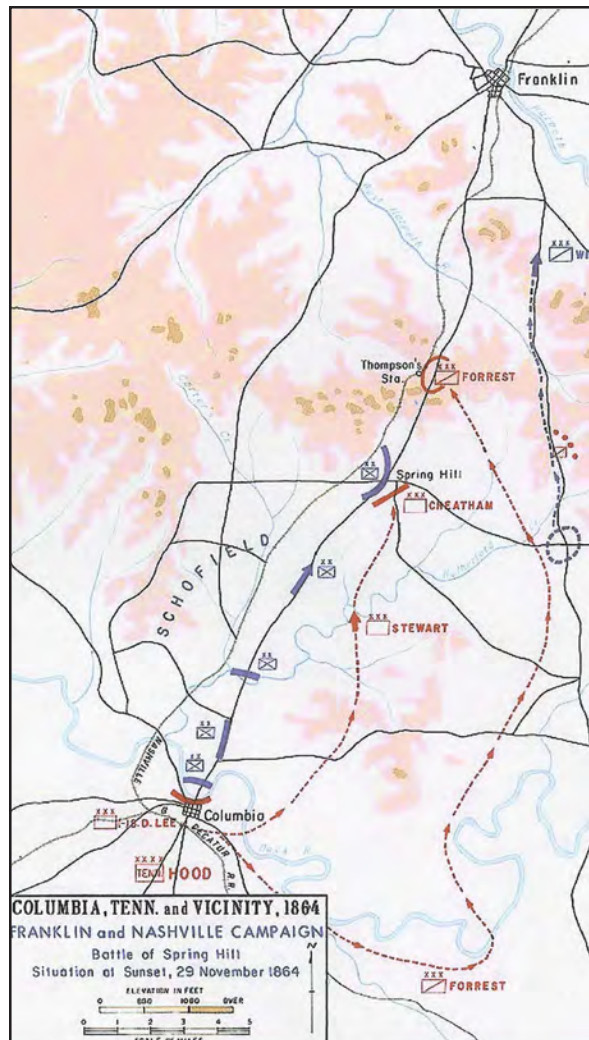
Early in the afternoon, about 12:30 p.m., the lead elements of Wagner's division began entering Spring Hill from the south. Colonel Emerson Opdycke's veteran brigade moved through the town, and occupied a ridge just north of Spring Hill. Colonel John Q. Lane's brigade came next, and continued Opdycke's line east of town. Brigadier General Luther P. Bradley's brigade assumed the critical defensive position on a knoll south of town. The 103rd Ohio Infantry and a section of Battery A, 1st Ohio Light Artillery were placed across the Columbia and Franklin Pike. Eighteen artillery pieces were emplaced on a prominent ridge on the

southern outskirts of the town. With Major General Patrick Cleburne's division of Major General Benjamin Franklin Cheatham's corps in the advance, Hood gave Cleburne and Cheatham orders to cooperate with Forrest's cavalry, and "take possession of and hold that pike at or near Spring Hill." Cleburne's division moved west, from the Rally Hill Pike, at approximately 4:00 p.m. Cresting the large hill just west of the pike, they crossed a light strip of woods and moved into an open field.

The Confederate line of march took them across the front of Bradley's Union brigade, which raked the exposed right flank of Brigadier General Mark Lowrey's brigade with "a very destructive fire and somewhat staggered them in front." Lowrey's brigade was stunned by the violence of Bradley's initial fire, but many of Bradley's men were inexperienced and poorly drilled recruits in their first fight, and they were opposed by hardened veterans who were among the toughest fighters in the Army of Tennessee. As Govan and Granbury wheeled their Confederate brigades and came on line with Lowrey, Cleburne's entire division moved forward en mass, and the result was inevitable.

Cleburne's advance rolled north in pursuit of Bradley's retreating brigade, which fled north of McCutcheon Creek to establish new lines at the southern edge of town. Cleburne's pursuit was brought to a sudden halt by massive volleys from the artillery and the 103rd Ohio Infantry positioned across the Columbia-Franklin Pike. Cleburne's veterans pulled up short and sought cover under an intense and deadly accurate barrage from the well positioned Union artillery. It was now

BATTLE OVERVIEW



Map provided courtesy of the U.S. Military Institute

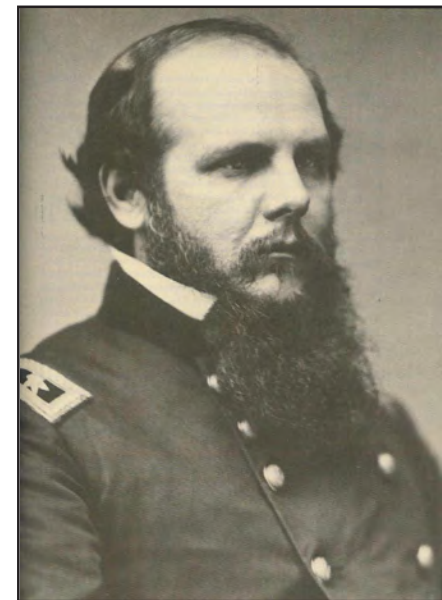
nearly 5:00 p.m., sunlight had faded into sunset (sunset was 4:49 p.m.), and Cleburne had run into unexpectedly heavy opposition. He called for support and instructions. Hood established his headquarters at the Absalom Thompson House near the Rally Hill Pike. In the post-twilight darkness, the Confederate

plans began to quickly fall apart. Hood appeared to be confident that Forrest held the pike north of Spring Hill, and thus was not unduly concerned with cutting the pike south of town. To add to the confusion, division commanders also began to receive conflicting orders from Hood and Cheatham. While Cheatham's orders were aimed at an assault on Spring Hill to the north, Hood continued to issue orders directly to Cheatham's divisions orienting their actions west toward the pike. After a number of confused attempts at continuing their advance, the entire Confederate army sat down for the night, cooked supper, and went to sleep. Hood's soldiers were understandably exhausted, having marched more than fifteen miles on unbelievably bad roads. A feeble attempt would be made by Forrest late that night to cut the turnpike north of Spring Hill at Thompson's Station, but the appearance of Federal infantry at the vanguard of Schofield's column rapidly cleared the road. Confederate activities halted for the night as an inexplicable lethargy settled over their commanders.

While the Confederates rested on their laurels, real or imagined, the Federal army performed a well-planned and well-executed, albeit late, retreat. Schofield and his subordinates made their headquarters in the saddle, and issued clear, certain instructions. All that evening and past midnight the Federal wagons, artillery, and long columns of infantry marched north toward Franklin on the dark road. By dawn the last blue clad soldiers had marched north from Spring Hill. Opdycke's Brigade of Wagner's Division covered the withdrawal. The Union army may have lost the race to Spring Hill, but they had escaped

the trap unscathed.

The morning of November 30, 1864 found Schofield's army at Franklin, digging in to cover the Harpeth River crossings. John Bell Hood awoke to discover that the Union army had slipped through the trap, and he was infuriated. A Confederate staff officer wrote that "He is as wrathful as a rattlesnake this morning, striking at everything." In a morning breakfast at the Nathaniel Cheairs Home, Hood lashed out angrily at his commanders, heaping abuse upon them and condemning their failures.



*Major General John M. Schofield
XXIII Army Corps - USA*

BATTLE OVERVIEW

THE BATTLE OF FRANKLIN

On the morning of November 30th Hood's army continued its march north. Climbing Winstead and Breezy Hills astride the Columbia-Nashville Pike just south of Franklin, Hood was surprised to discover that Schofield remained in Franklin. The reason was the 800 wagons of the two Army Corps. There were three crossings of the Harpeth River at Franklin, a ford, a railroad bridge, and the remnants of a wagon bridge. The railroad bridge could not be crossed by horses and wagons until it was planked, the sides of the ford were steep and would have to be improved, and the wagon bridge would have to be reconstructed. Accordingly, Schofield had no choice but to defend Franklin until the wagon train could cross the Harpeth River. Schofield's 30,000 men occupied entrenchments previously constructed on high ground south of Franklin, with both flanks anchored on the Harpeth River. They rapidly improved their works, adding headlogs and a formidable abatis.

Hood's combat experienced officers carefully viewed the Federal position and were impressed with its strength, so they were amazed when Hood issued orders for a general assault. As an alternative, Forrest proposed a flanking movement, but Hood was concerned that this would be his last chance to defeat Schofield in detail, before he could join with Thomas behind the fortifications of Nashville. Additionally, Hood was in no mood for flanking movements, as he believed in frontal assaults when facing such circumstances.

At approximately 4:00 p.m. the Confederate advance began. Two brigades of Wagner's division were lightly entrenched forward of the main Federal line and were both outnumbered and outflanked by the rebel main line. These brigades were badly broken, and were driven back in confusion to the Federal main line near the house of Fountain Carter. The Union soldiers occupying the main line were understandably loath to fire on their own men, and the result was that their lines were broken at the Carter House. For a brief, critical



Source: Don Troiani

The brief Confederate break through at the Carter House was driven back by Opdycke's troops.

moment it appeared as if Hood's assault would succeed, but a veteran brigade commanded by Ohio's Colonel Emerson Opdycke smashed into the attackers around the Carter House, and drove them back in turn.

Nowhere else did the Confederate soldiers achieve a breakthrough. The Federal fire was deadly accurate, heavy cannon emplaced in Fort Granger on a hill north of the Harpeth River swept the open fields, and the abatis



Source: Don Troiani

Confederate General Patrick Cleburne was killed just south of the Carter's cotton gin while leading his division.

was impenetrable. The attacks were bravely continued until long after dark, but the only accomplishment was the largest casualty rate of the war. Of Hood's 20,000 infantrymen engaged, it has been estimated that nearly 7,000 were casualties. Schofield's casualties were barely a third of Hood's, being 2,326. By the end of November 30th, the Confederate Army of the Tennessee was no longer a cohesive, viable fighting force.

"Gen. Hood stopped close to where I was standing and took a long... view of the arena of the awful contest... His sturdy visage assumed a melancholy appearance, and for a considerable time he sat on his horse and wept like a child."

- Bowers, Ferguson's Battery

"The large female institute and female college, courthouse, every church, and a large percentage of the private buildings were filled with the wounded."

- Hardin Figuers, 15 year old Franklin resident

THE BATTLE'S AFTERMATH

THE BATTLE OF NASHVILLE

As the fighting died down along the Union defense line at Franklin, Schofield's wagon trains crossed the Harpeth River, followed by his infantry and artillery. By 2:00 a.m. the withdrawal was complete, and Schofield's army continued moving north to Nashville. The devastated Army of Tennessee followed slowly in his wake, arriving on the hills south of Nashville on December 2nd. For the next two weeks, Hood's battered and decimated army would "lay siege" to Nashville. Hood's army numbered only 21,000 men. They were far too few to actually surround and invest the town. They lacked the artillery, tools, and manpower to properly besiege the town. They could not prevent additional supplies and reinforcements from reaching Thomas, and two divisions of hardened western veterans detached from the Army of the Tennessee under the command of Major General Andrew Jackson Smith arrived in the city. Hood further blundered when he detached Nathan Bedford Forrest with most of his cavalry and a brigade of infantry to besiege a Federal garrison fortified in the town of Murfreesboro.

The Union commander, Major General George H. Thomas, was forced to delay his attack on Hood for two weeks. He had to re-organize and re-equip his cavalry which had either been dismounted, or had been roughly handled by Forrest north of the Duck River. Furthermore, many of Thomas' soldiers had been on garrison duty in middle Tennessee and northern Alabama, and they were not organized into brigades or divisions. Thomas had barely made his preparations for an attack

on Hood when the weather turned terrible. On December 9th a severe ice storm struck the area, coating streets and bridges with a thick layer of ice. The ice was accompanied by frigid temperatures and cutting winds. Hood's soldiers, not properly equipped for even a summer campaign, suffered terribly.

When the ice melted, Thomas began his attack. Hood occupied a range of hills south of Nashville, extending from the Hillsboro Pike on his left (west) to the Nolensville Pike on his right (east). His troops were but lightly entrenched, and were badly over-extended. The first shot was fired from Fort Negley to announce the advance, and the bulk of Thomas' attack fell on Hood's left. Although a diversionary assault by Major General James B. Steedman's United States Colored Infantry was repulsed on Hood's right flank, Hood's left flank was crushed in heavy fighting. Thomas' right flank alone contained more men than Hood's entire army.

The night of December 15th, Hood withdrew his army to a more consolidated position just north of the John Overton Home, "Traveller's Rest." Hood's left flank was anchored on an eminence today known as Shy's Hill, just west of the Granny White Pike, while his right flank was anchored on a hill due north of Travellers Rest and east of the Franklin Pike, known as Overton or Peach Orchard Hill. Thomas' attack was slow to be delivered. On the Union left (east) flank Steedman's division would launch another gallant attack. So determined was this assault, although only a diversion, that Confederate Brigadier General James T. Holtzclaw would openly praise the valor of the

African American soldiers in his official report.

However, the final assault would be delivered at Shy's Hill by A. J. Smith's tough veterans. The Confederate defenses on Shy's Hill had been hastily constructed in the dark, and the defending units had been shuffled around frequently. When Smith's men stormed the hill the Confederate defenders only had time to fire one volley, and the Union soldiers were upon them. The rebel defense on Shy's Hill collapsed, and the inexorable Union advance rolled up Hood's entire line. By nightfall, the Army of Tennessee only existed as a fleeing mass of men, with only Lee's Corps retaining any sense of order.

FRANKLIN: DECEMBER 17TH

On the night of December 16th, the Confederate rear guard under Lieutenant General Stephen D. Lee camped about seven miles north of Franklin. The soldiers were weary and poorly supplied as in their rush to retreat from Nashville, many had abandoned their equipment and muskets along the way. On the rainy morning of December 17th, the Confederates left around dawn. As they marched toward Franklin, Lee's men had two encounters with Federal troops. The first took place around Hollow Tree Gap about five miles north of Franklin and consisted of a brief volley of fire at a portion of Union Major General James Wilson's advanced cavalry. A more serious action occurred around 9:00 a.m. as two mounted Federal regiments attempted a frontal charge on the Confederate line. The Confederate troops, however, were able to repulse the attack, which resulted in twenty-two Federal casualties and an additional sixty-three

THE BATTLE'S AFTERMATH

captured. As more Federal troops advanced, Lee's rear guard withdrew around 10:00 a.m. to press on to the Harpeth River and into Franklin.

Two bridges spanned the Harpeth River offering quick passage into Franklin – a temporary pontoon bridge and a railroad trestle bridge near Fort Granger. By 10:30 a.m., the last of the Confederate wagons were crossing the bridges over the Harpeth River and troops had begun to disassemble the pontoon bridge when Wilson's cavalry attacked. Brigadier General Randall Gibson's Brigade of 500 Louisiana infantrymen was positioned near the river and the railroad overpass at Liberty Pike. Assisting Gibson was a portion of Brigadier General Abraham Buford's cavalry and two field guns. The Confederate soldiers were no match, however, for the nearly 3,000 Federal cavalry. Buford's cavalry was driven "in confusion into the river," which was quickly rising due to the rainy weather. Surrounded, Gibson's men fought back and sustained forty casualties before escaping. Panic and confusion reigned as men fled across the pontoon bridge.

A Confederate battery positioned along Front Street in Franklin began to fire upon Wilson's cavalry causing them to temporarily draw back. Lee's men rushed to destroy the pontoon and railroad bridges to prevent the Federal troops from crossing. Given this brief respite, Lee ordered the immediate evacuation of Franklin. No longer having the bridges available, Wilson's men hastened to the nearest fords to beat the rising water. Meanwhile, additional Federal troops entered

Franklin from the west. Around 1:00 p.m., the Confederate rear guard under the command of Lieutenant General Stephen D. Lee began to withdraw toward Winstead Hill south of Franklin. As some of Wilson's cavalrymen fired volleys towards them, a shell tore into Lee's boot breaking several bones in his foot. Despite his injury, Lee remained in command as the Confederates withdrew south down Columbia Pike. Wilson regrouped his forces and sent troops down Carter's Creek, Lewisburg and Columbia Pikes in pursuit of the Confederates. Federal troops traveling down Columbia Pike quickly gained on the Rebels who maintained a line of battle as they headed toward Spring Hill. Around 4:00 p.m. the Confederate rear guard formed a line about one mile north of the West Harpeth River.

Wilson ordered a frontal attack on the Confederate line and sent brigades to swing around the line's flank. Around 200 cavalrymen swiftly advanced south down Columbia Pike toward the center of the Confederate line in a column of fours, sabers drawn. With the flanking brigades, the Federal line stretched nearly one and half miles long. Some 700 Confederate infantrymen were posted along the road under the command of Major General Carter L. Stevenson. As the Federals attacked the fighting was brief but fierce. "They swooped down on us with pistols, carbines, and sabers, hewing, whacking, and shooting," one Confederate officer later recalled. Stevenson's men repelled this charge and formed three ragged lines of a hollow square as they withdrew with their bayonets drawn.

The Federal cavalrymen continued to strike against Stevenson's troops as they made

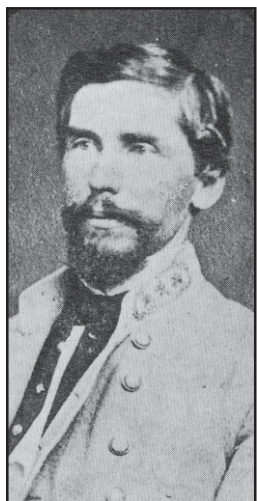
their way across the West Harpeth River. As the Confederates stopped to reorganize, Wilson's men struck again. By this time darkness had fallen and both sides were confused. The Federal cavalry were nearly on top of the Rebel infantry when the firing began. The ensuing melee was brutal as most took the form of hand-to-hand combat with clubbed muskets and side arms. The darkness and the fact that many Confederates were captured Federal overcoats added to the confusion. When additional units joined the Federals the Confederates were forced to retreat down Columbia Pike and abandoned three 12-pounder guns along the way. They soon encountered Major General Henry Clayton's Brigade, who, after hearing the gunfire, had formed a line to assist their fellow Confederates. As Stevenson's men joined them, the Rebels were attacked from the west by additional Federal cavalrymen. A quick round of fire from Clayton's men soon repulsed the Federals, and the Confederates continued to withdraw. Exhausted, the Confederates withdrew to Thompson's Station where they camped with the remainder of Lee's troops.

A series of skirmishes were fought from the West Harpeth River south to the Tennessee River, as Wilson's cavalry and the remainder of Thomas' army pursued Hood's army. The retreat would finally end on January 1, 1865 when Hood's army crossed the Tennessee River. What was left of the Army of Tennessee was eventually sent to the Carolinas to contest Sherman's advance.

See Appendix C for more on these sites.

KEY THEMES

The many names, dates, actions and other facts related to the Battle of Franklin are extensive and often difficult to comprehend. To tell the story of the Battle of Franklin to the public in a clear and interesting manner, it is critical that key themes be identified to serve as the overall framework for interpretation. The story of the battle should always be thought of in terms of those key themes, and one example theme is the loss of the Confederate generals, as highlighted below.



Patrick Cleburne

"I recognized the body of Gen. Cleburne, who, so far, had been reported ...missing. There was not a sign of life anywhere, and the deathly silence was oppressive, I bent down, and as I looked into the marble features of our hero, our ideal soldier, my first thought was to have the body taken to a place of safety."

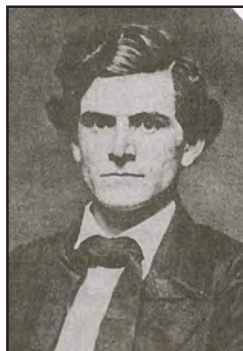
- John C. McQuaide,
Featherston's Brigade



John Adams

"One of my men gave him a canteen of water, while another brought... a pillow. The General gallantly thanked them, and, in answer to our expressions of sorrow..., he said, 'It is the fate of a soldier to die for his county,' and expired."

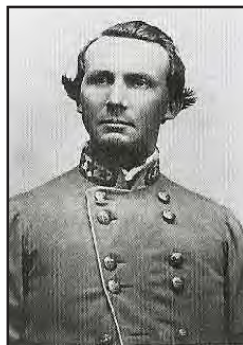
- Lt. Col. Baker,
65th Indiana



John C. Carter

"On visiting General Carter,... my conversation with him was exceedingly interesting. But his paroxysms of pain were frequent and intense and he craved chloroform and it was freely administered to him."

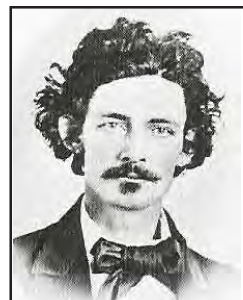
- Dr. Quintard, surgeon
1st Tennessee



States Rights Gist

"De last time I seen Marse States he wuz on foot... leading hiz men. [His horse] Joe had been shot through de neck, en wuz rearing en plunging so he had ter dismount... When it got so hot, I went back ter our tent."

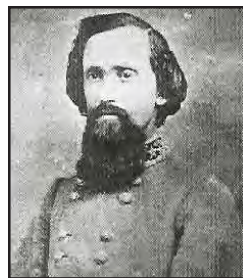
- "Uncle Wiley" Howard
Gen. Gist's body servant



Hiram B. Granbury

"...a ball struck him in the cheek and passed through his brain. Throwing his hands to his face he sank down on his knees and remained in that position..."

- Lt. Mangum
Cleburne's aide-de-camp



Otho Strahl

"...General Strahl was struck; and throwing both hands above his head, almost to a clasp, he fell limber on his face..."

- Sgt. Maj. Cunningham
41st Tennessee

The following key interpretive themes have been identified for the Battle of Franklin:

Hood's Recklessness

By late-1864, many generals concluded that the accuracy of modern weapons made frontal assaults against entrenched defenders obsolete. General Hood's multiple charges disregarded that painfully learned lesson.

Effectiveness of the Union Army

While some credit poor Confederate decision-making for the Union victory, Schofield's army clearly performed bravely and effectively in defending their lines. One example of their ability was the quick actions of Opdykes men in plugging the hole that developed in their lines at Columbia Pike.

The Level of Carnage

The casualties inflicted were substantial given the fact that the battle lasted only five hours. During that period, nearly 7,000 Confederates alone were casualties.

The Loss of Confederate Generals

Five Confederate generals were killed during the battle, not including a few others who died from wounds from the battle some time later. Those losses were indicative of the overall level of carnage caused by the battle.

Western Theater: Beginning of the End

Most historians agree that the blow dealt to Hood's army at Franklin resulted directly in the army's complete route at Nashville. After the battles of Franklin and Nashville, the Army of Tennessee was never again a credible fighting organization.

KEY THEMES

Community As Hospital

Hundreds of wounded soldiers, primarily Confederates, were left in Franklin after both armies moved on to Nashville. While some were picked up as the Army of Tennessee retreated south through Franklin after the Battle of Nashville, others were left to be sent by Union forces by rail to Nashville hospitals. Still others that could not be moved spent several months recuperating in Franklin.

Occupied Franklin

While control of Franklin changed hands multiple times throughout the war, the average citizen was most affected when the Federal forces controlled the community. Enemy occupation could be harsh on residents, particularly with respect to having their property confiscated for use by the army. This theme focused on average citizens is often more relevant to the typical heritage tourist or Franklin resident than are the stories of Civil War combat.

Reconstruction

Post-war Franklin went through many of the same political, economic and cultural experiences as that of communities all across the South. Many broad issues related to nationwide Reconstruction can be interpreted in Franklin. One very tangible legacy of Reconstruction in Franklin is the historic Natchez Street Neighborhood.



With the exception of African Americans being free, post-war agriculture in the South did not look noticeably different than prior to the Civil War.



Although Reconstruction brought some temporary political clout to African Americans, the lives of most did not change dramatically following the Civil War.

HISTORIC PHOTOGRAPHS

THE BATTLEFIELD



Source: U.S. Army Military History Institute

A small segment of Columbia Pike can be seen at the far left of this circa 1884 view looking south toward Winstead and Breezy Hills.



Source: U.S. Army Military History Institute

The photograph above is looking north toward Ft. Granger from Carter's Hill circa 1884.



Source: U.S. Army Military History Institute

This circa 1884 view of the battlefield looks much as it had twenty years earlier.

THE CARTER HOUSE



Source: U.S. Army Military History Institute

This circa 1884 view of the Carter House illustrates new brick construction in the roof gable of the damaged north facade.



Source: U.S. Army Military History Institute

Taken sometime in the late-19th century, this front view of the Carter House includes a reconstructed fence along the building's Columbia Pike frontage.

"I could not tell for several minutes which were prisoners, the rebs. or ourselves, each ordering the other to surrender, and many on each side clubbing their guns and chasing each other around the houses."

- Major Huffman, 73rd Illinois

THE COTTON GIN



Source: U.S. Army Military History Institute

This circa 1884 photograph of the rebuilt cotton gin is viewed from the south, as Southern troops would have viewed it.

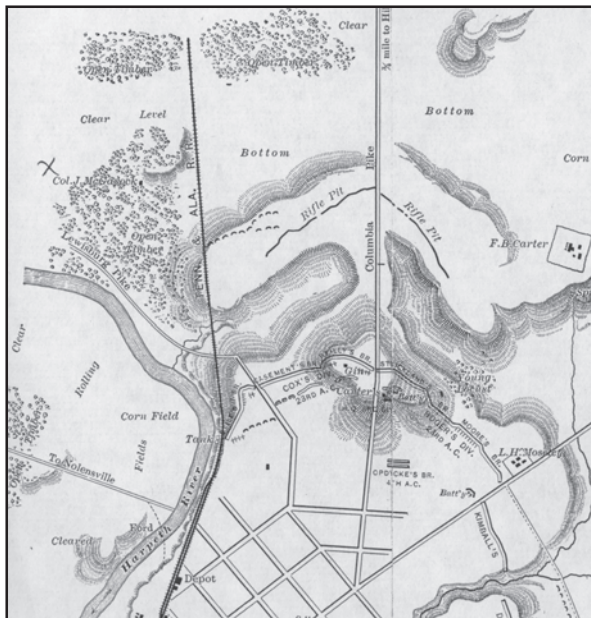


Source: *Five Tragic Hours: The Battle of Franklin*, McDonough & Connelly (1983)

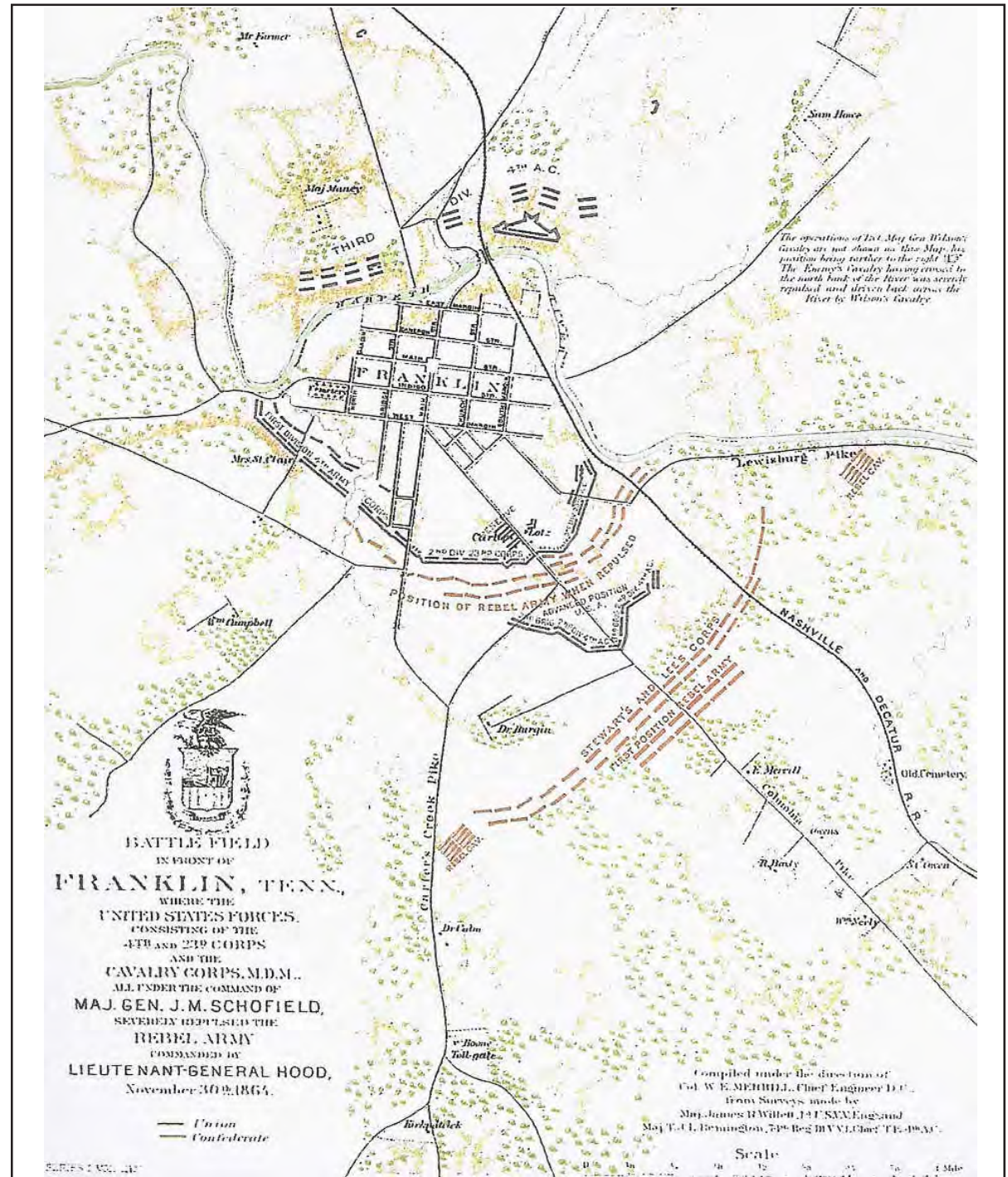
Late-19th century photograph of the rebuilt cotton gin.

HISTORIC BATTLEFIELD MAP

The map at right was prepared during the early -1890s by the U.S. military as a supplement to the Official Records of the Great Rebellion, commonly referred to today as the "O.R.s." It is based upon the recollections and numerous official accounts of the battle by various federal generals involved with the Battle of Nashville. Because most of the key physical features of the battlefield, such as streets, the railroad and the river, have not changed with respect to their locations and general alignments, maps such as this one are valuable in determining how the historic battlefield relates to modern Franklin. The next several pages will examine the current physical condition of the core battlefield areas.



Although its orientation with the south at the top is confusing, this US military map from General Jacob Cox's book shows the full width of the battlefield, including the McGavock property on the east flank.



PHYSICAL EVOLUTION OF THE BATTLEFIELD

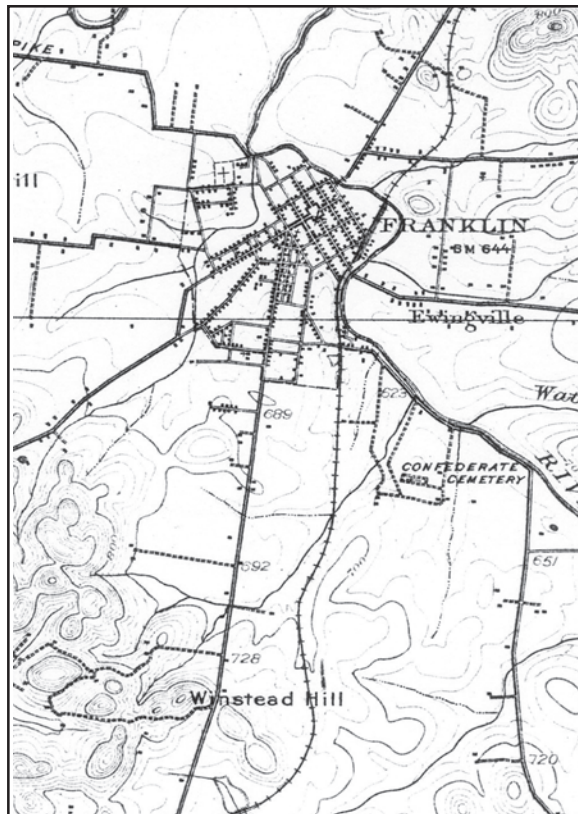
The map below (left) illustrates that, even a half century after the Battle of Franklin, the town had not grown extensively compared to today's Franklin. For example, although neighborhoods were starting to spring up around the Carter House, it was still essentially located on the southern edge of the community.

On the other hand, the vast majority of the battlefield has been developed approximately

one century later. While the southerly portion of the battlefield contains commercial, industrial and residential development built within the past 50 years, most of the development closest to the Union defensive positions is historic and significant in its own right. In fact, the area's four historic districts include the Hincheyville district, the Natchez Street district, the Adams Street district and the Lewisburg Avenue district. Even if enough funding and willing sellers were available to acquire and clear land of post-Civil War development, such action would be inappropriate and likely not approved by the City.



This house sits on or near the Carter cotton gin site. Unlike most houses in the area, it has been moved to the site and could be moved yet again.



The small black dots on this 1908 map represent buildings.



The Union main defensive lines are illustrated above superimposed over a modern tax map. The lines and adjacent areas of the heaviest fighting now traverse four separate historic districts.

THE WEST FLANK

ATTACK OF CHEATHAM & LEE

To the west of the Columbia Pike, Bates Division of Cheatham's Corps attacked along a front between what is now Natchez Street and West Main Street (Carter's Creek Pike). This terrain was characterized by open fields except for a dense grove of locust trees to the southwest of the Carter House. The locust grove was a dense thicket of vegetation and was a natural barrier to the attacking Confederate troops. Advancing after sunset, Bate's three divisions temporarily broke the Union line but were driven back with heavy losses. Later that evening around 9:00 P.M., Edward Johnson's Division of Lee's Corps was ordered to attack and they hit the Union line between the locust grove and Natchez Street. This assault was also unsuccessful and cost Johnson's Division over 500 casualties.

TODAY'S LANDSCAPE

The landscape comprising the West Flank remained largely open farmland until the late 19th century. By the 1870s several brick and frame dwellings were constructed along Fair Street and West Main Street in the vicinity of the Union earthworks. These dwellings were built within the Hincheyville subdivision and are part of the Hincheyville Historic District.

During the first decade of the twentieth century, a number of new subdivisions were created in the West Flank area. The largest of these was between Columbia Pike and Carter's Creek Pike. Appropriately named Battle Ground Park, this 1911 addition consisted of fifty-four lots along two blocks directly west of

Columbia Pike. The land north of the subdivision was owned by Battle Ground Academy, which was established in 1889 as a boys school, and land to the south was devoted to the fair grounds. In 1909, the Lynnhurst subdivision consisting of eleven lots was established just west of Carter's Creek Pike (now West Main Street) by the American Land Company. Just north of this, the thirty-six lot Thorner and Cannons Addition was created in 1911 between what is now West Main and Natchez Street. Here Bates's Division of Cheatham's Corps and Johnson's Division attacked the Union front suffering hundreds of casualties.

By the late 1920s, the area along Natchez Street and adjacent streets were lined with dozens of dwellings. The 1928 Sanborn Insurance Map of the city shows most lots developed in this area. During the 1940s, a total of sixty-six lots were developed for the Eastview Subdivision along W. Main Street, and a few blocks to the northwest forty-six lots were created for the West End Circle subdivision. Two lots in the Eastview development allowed for a market, gas station, or similar business. Infill construction in this vicinity continued well into the late 20th century.

OPPORTUNITIES FOR RECLAMATION

The West Flank of the Franklin Battlefield offers little in the way of realistic reclamation. There are no large undeveloped parcels in this vicinity and the character of this area is that of a dense residential community. The only way to reclaim any part of this section of the battlefield would be the purchase and removal of existing buildings. This would be not only costly, but there would also be adverse effects

on historic properties. A number of buildings along Main Street are located in the Hincheyville Historic District which was listed on the National Register of Historic Places in 1982. A large area along Natchez Street was also listed on the National Register in 2003 for its architectural and historical significance. This district's history can be linked to the Battle of Franklin by virtue of Franklin's experience with Reconstruction, as it is a historically African American neighborhood.

Reclamation of the battlefield should not be at the expense of properties listed, or determined eligible for listing, on the National Register of Historic Places. Given the extent of development and number of historic properties along the West Flank, it is recommended that reclamation efforts be focused elsewhere.

"I began to reflect upon the role of the battlefield's caretaker. Not just co-owner, but caretaker. The battlefield needed someone to look after it if it was to remain meaningful in the onslaught of a future that all but dismissed its non-commercial value. It needed a personal input, something akin to love, the surest method of preservation, but by no means the easiest or the cheapest."

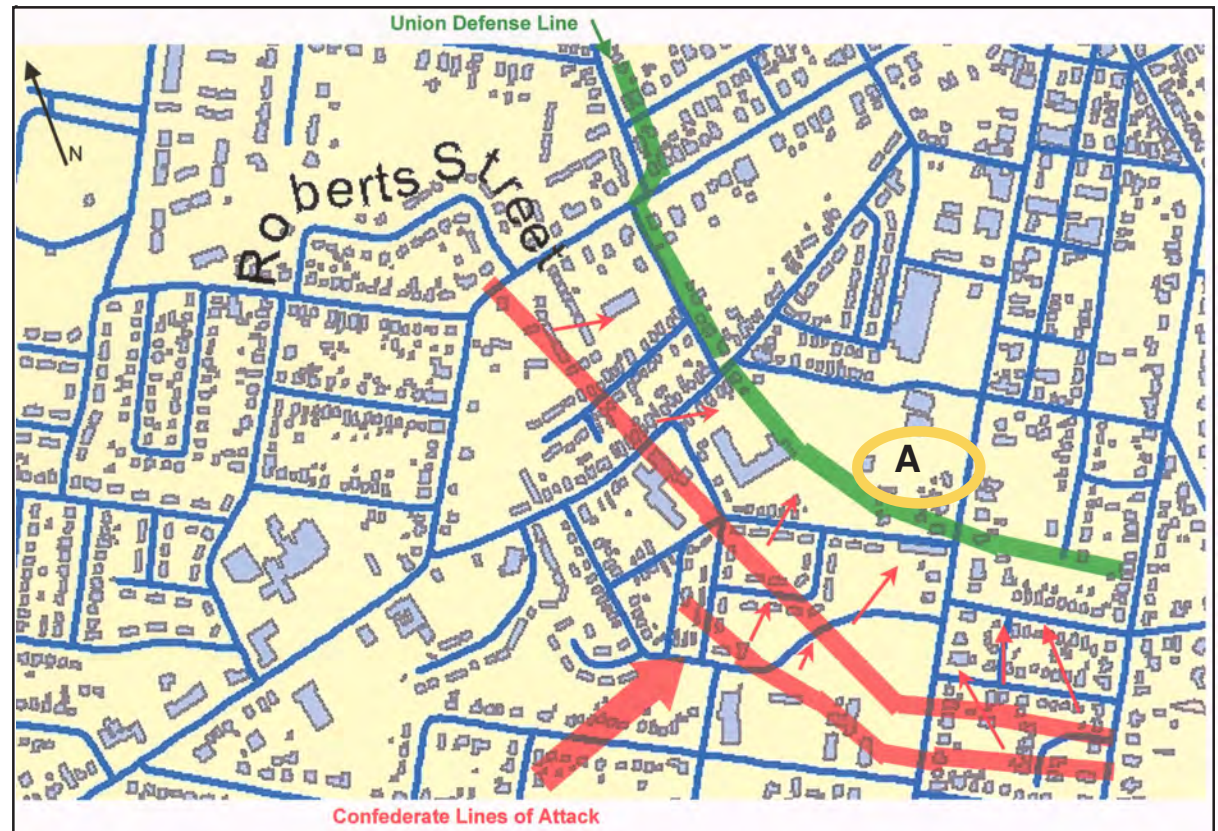
- Peter Svenson, land owner and author of "Battlefield: Farming a Civil War Battleground"

THE WEST FLANK

The map below illustrates the attack of Bates and Johnson's divisions against the Union right flank. This portion of the battlefield was primarily to the east of Carters Creek Pike and west of the action that centered around Columbia Pike. Today it consists of relatively dense and historic residential development, as well as some commercial and institutional land uses. The street system is a mixture of gridded sections and random alignments, but it generally follows the historic development patterns of the area. Area "A" on the map below, circled in yellow, is the Carter House property.



This view of the area immediately west of the Carter House reveals a combination of public facilities and housing.



COLUMBIA PIKE

ATTACK OF CLEBURNE & BROWN'S DIVISIONS

Some of the battle's most intense action took place along the Columbia Pike when Cheatham's Corps attacked the federal defenses. Two divisions, led by Major Generals John Brown and Patrick Cleburne, advanced northward from Winstead Hill along either side of the Columbia Pike. These divisions first encountered the two advanced Union brigades of Brigadier General George Wagner, which were posted on a rise south of the main federal defenses. These two brigades hastily retreated to the main defense line with the Confederate troops in hot pursuit. After breaking the main Union line along the Columbia Pike, heavy fighting took place around the Carter House as Wagner's third brigade under Brigadier General Emerson Opdycke counterattacked to blunt the Confederate advance. Cleburne was killed, Brown was wounded, and thousands of troops in their divisions became casualties during the fighting, which lasted into the night.

TODAY'S LANDSCAPE

As the town of Franklin grew during the late-nineteenth and early-twentieth centuries, the area along the Columbia Pike gradually became subdivided into a series of largely residential neighborhoods. Developers were typically prominent local businessmen and land development companies who sometimes purchased family lands from heirs. Subdivisions often bore the names of the developer or original land owner, but sometimes the land's Civil War history was acknowledged through the naming of streets. Many, such as Cleburne, Stewart, Adams, and

Gist Streets, honored Confederate officers, while others, such as Cannon Street and Battle Avenue, reflected the combat itself.

The heaviest fighting along Columbia Pike took place on the Fountain B. Carter farm. In the early 1890s, Fountain's son, Moscow B. Carter, subdivided the area north of the house into residential lots. In 1889, Battle Ground Academy was founded and constructed a large brick building at the corner of Columbia Pike and Cleburne Street. This building was destroyed by fire in 1902, and the school was relocated to its present location along Columbia Avenue. During the 1920s, the land east of Columbia Pike and south of Cleburne Street was divided into fourteen lots as the Cleburne Addition.

During the late 1930s, five more subdivisions were created along either side of the Columbia Pike. The majority of this acreage was east of Carter's Creek Pike near the already developed Battle Ground Park. Here 143 residential lots were drawn in the Everbright, School Manor, and Sunset Manor Subdivisions between 1937 and 1939. Also in 1937, the Hillcrest and Battlefield Subdivisions, with seven and sixteen lots respectively, formed east of Columbia Pike. The Hillcrest development was north of Cleburne Street and the Battlefield Subdivision consisted of two blocks east of Columbia Pike north of Gist Street.

In 1949, the Hill Addition added twenty-four lots one block east of Columbia Pike near the Carter House, and the Meadowlawn Subdivision with thirteen lots was formed one block east of Columbia Pike along Adams Street. Following a few more small

developments in the 1950s, residential housing covered most of the main battlefield area along Columbia Pike. In addition to the residential development, several commercial buildings were also constructed in recent decades, most notably the commercial cluster at Cleburne Street and Columbia Pike.

OPPORTUNITIES FOR RECLAMATION

Although there is little open space along the Columbia Pike in the core battlefield area, there are two primary areas which hold promise for substantial reclamation. One of these is the Old Franklin High School gymnasium site north of the Carter House. It was from this point that Opdycke's Brigade launched their counterattack which halted the advance of Brown's and Cleburne's Divisions. This parcel presently contains school buildings from the mid-20th century. Their removal would allow for a substantial parcel of 2.6 acres to be incorporated into the Carter House site and returned back to its appearance during the battle.

The second potential site for reclamation is the area around the site of the Carter Cotton Gin north of Cleburne Street and east of Columbia Pike. An undeveloped lot of just over one-half an acre is located at the dead end of Parkview Drive. This lot encompasses part of a swale which was just to the northeast of the Carter Cotton Gin site. Accounts of the battle suggest that this swale helped to shelter wounded soldiers and Confederates taken prisoner. To the south and southwest of this lot are three dwellings facing Cleburne Street and a ca. 1960 commercial building at Columbia Pike. The building at 109 Cleburne was moved to this site, and 111 and 113

COLUMBIA PIKE

Cleburne Street are bungalows that do not possess notable architectural or historical significance. These four buildings are located on the site of federal earthworks, the Carter Cotton Gin, and the approximate location of the death of Major General Patrick Cleburne.

The purchase and removal of these buildings, along with the existing lot on Parkview Drive, would create 2.5 acres of land which could be returned back to its 1864 appearance. This initiative could include the possible reconstruction of the Carter Cotton Gin near its original location, as well as reconstruction of federal earthworks. The reclamation of this land would also compliment the Carter House property across the street and create a greater sense of the era of the battle along Columbia Pike.

A third area of potential reclamation was the subject of a study completed in 2003 for the Williamson County government. This study, "Phase I of an Interpretive Plan for the Battle of Franklin," was intended to create a concept plan for the interpretation of the Battle Ground Academy (BGA) property owned by the Williamson County government. The BGA property contains a large portion of the advanced Union earthworks which were occupied by two brigades of Wagner's Division at the onset of the battle. While most of this property was developed in the early 20th century for BGA, some open space remains along Columbia Pike. The plan called for the removal of a number of buildings to make way for an area of reconstructed earthworks, and the rehabilitation of the BGA library into an interpretive center. As of June of 2004, these

recommendations have not been adopted by the County, and a new public library was recently developed on the site. The future of the rest of the BGA campus is currently under review. If this site is further developed, it is recommended that some open space be preserved and interpreted with wayside markers and exhibits that describe the action at the advanced Union line.



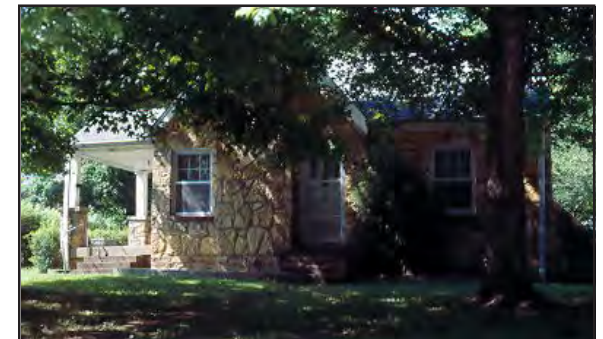
While it would be expensive, the acquisition and clearance of these commercial buildings on the corner of Columbia Avenue and Cleburne Street has been a long-term objective of many battlefield preservationists in Franklin.



This small green space at the end of Parkview Drive is located just northeast of where the Carter cotton gin is believed to have stood.



This old frame house at 109 Cleburne Street sits on or very near the Carter cotton gin building, a key landmark during the Battle of Franklin. Because the building was moved to this site, it could be moved again without significantly impacting its historic integrity.



This mid-20th century house on Cleburne Street sits just southwest of where the cotton gin is believed to have been.

COLUMBIA PIKE

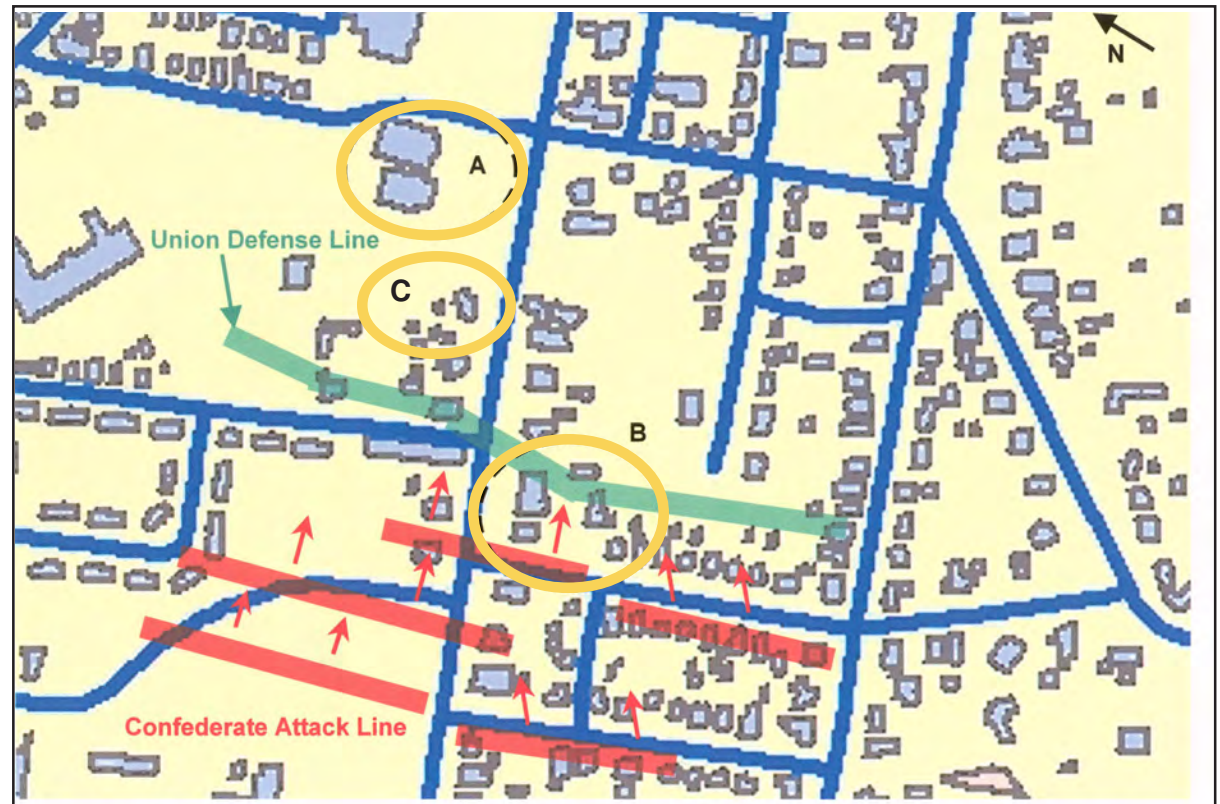
The map below illustrates the attack of Brown's and Cleburne's divisions against the Union middle. This portion of the battlefield consists primarily of older residential buildings and newer commercial buildings, as well as some commercial uses in historic residential buildings. It also includes institutional buildings such as the old BGA campus, the new County library, and the old brick Franklin High School gymnasium. Area "A" on the map below is the Old Franklin High School buildings, area "B" is the Cotton Gin site, and area "C" is the Carter House property. All three sites are circled in yellow.



The area around the Carter House features a variety of commercial uses, including large parking lots.



Another view of the Carter House area on Columbia Pike.



THE EAST FLANK

ATTACK OF STEWART'S CORPS

To the east of Cheatham's Corps, the three divisions under the command of Lt. General Alexander P. Stewart formed south and southeast of Carnton and advanced northwest towards the federal line. As they marched past Carnton, Stewart's troops began taking casualties from the artillery fire of Fort Granger on the east side of the river. As they approached the Union line, Stewart's three divisions crossed the railroad and advanced on either side of the Lewisburg Pike. Stewart's men ran into intense rifle and artillery fire as they encountered an Osage Orange hedge and abatis in front of the Union line. Taking heavy casualties, Stewart's Divisions were unable to achieve any success in penetrating the federal fortifications.

TODAY'S LANDSCAPE

The land containing the heaviest fighting along the Lewisburg Pike was subdivided at the turn of the century into residential lots. The earliest subdivision established in this area was the McEwen Addition, which consisted of twenty-seven lots west of Lewisburg Pike and south of what is now Fowlkes Street. Prominent businessman John B. McEwen subdivided the property in the late-1890s and by 1900 had sold at least eight lots. The plat for the property recognizes that the addition is "Over The Battle Field." Additional lots were subdivided later on the east side of the pike. In 1903, this section of Lewisburg Pike and Adams Street was sufficiently developed to warrant its inclusion into the city limits.

By the 1920s, almost all of the lots in this area were developed and no remains of the Union fortifications are known to exist. The East Flank of the battlefield is now characterized by residential areas containing historic homes from the early-20th century. The area is composed of two historic districts: the Lewisburg Pike Historic District, listed on the National Register in 1988, and the Adams Street Historic District, listed in 1999.

OPPORTUNITIES FOR RECLAMATION

The East Flank provides the greatest opportunities for battlefield reclamation in the city. The area that was the site of the most intense fighting along the Union fortifications has been lost due to residential development in the early-20th century. The Union line extended through areas that are now the Lewisburg Pike and Adams Street Historic Districts. However, four large open tracts remain extant, and they offer opportunities for interpretation and recreation of a true "battlefield."

The first of these tracts is a 4.9 acre parcel composed of an open field and woodlands between Adams Street and the railroad. This parcel is owned by several adjacent property owners and it is currently open space. The brigades of Major General Edward Walthall advanced across this land during the battle sustaining casualties from artillery fire. This tract is not readily accessible. However, a closed alley is shown leading to this property from both Adams Street and Stewart Avenue. The parcel is bounded on the north, west, and south by the rear yards of adjacent houses, and on the east by the right-of-way of the railroad. While offering some opportunities for

wayside exhibits and signage, use of this property poses constraints due to its difficult access. The present owners are to be commended for keeping this land preserved. The tract's acquisition through purchase or easements is recommended in the future if the property is ever offered for sale.

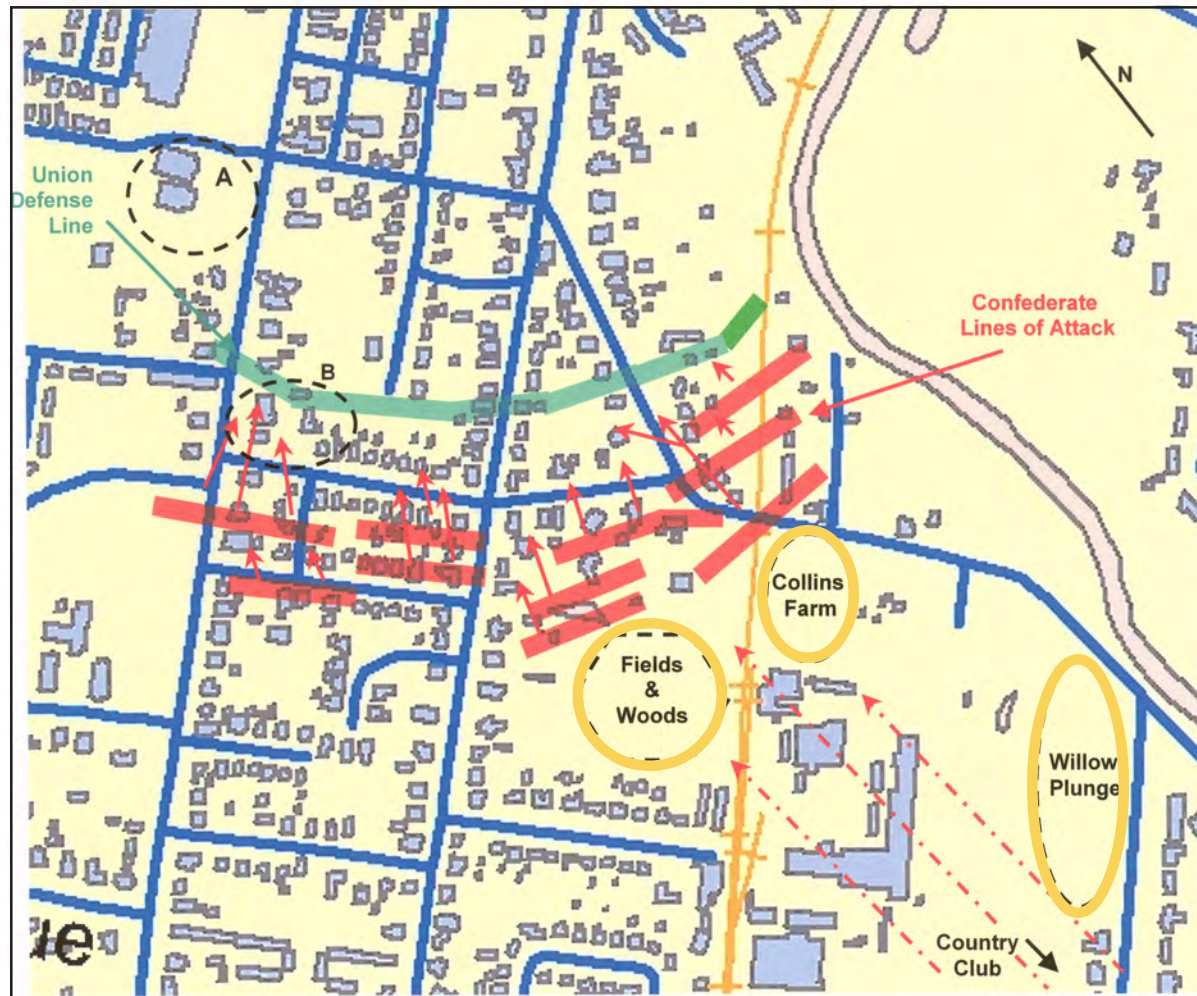
The second of these tracts is the former Willow Plunge property located at Lewisburg Pike and Carnton Lane. Willow Plunge, opened in 1924, was the largest outdoor concrete swimming pool built in the South. The pool was closed in 1967, and all of the buildings and structures associated with this property were removed. Located in the flood plain of the Harpeth River, this large tract contains open fields and a tree line. The division of Major General William W. Loring advanced across this property and sustained casualties from artillery fire from Fort Granger and the main Union line. The Willow Plunge property offers an opportunity for an automobile pull-off with wayside exhibits. The proposed pedestrian path connecting the Franklin Country Club property and the Collins Farm would go through the north edge of this tract.

The third and fourth tracts on the East Flank are the Collins Farm and the Franklin Country Club. Because of the importance of these two tracts, they are examined in more detail later in this plan.

THE EAST FLANK

The map below illustrates the attack of Cleburne's and Loring's divisions against the Union left flank. This portion of the battlefield consists primarily of both older and newer residential neighborhoods, as well as a few commercial buildings along Lewisburg Pike. There are also some light industrial uses immediately south of the Collins Farm property.

The railroad, which is aligned along a north-south axis, is another key feature, and there are some isolated open spaces flanking either side of it. Two such spaces are circled in yellow in the map below, in addition to Willow Plunge, located to the southeast of those spaces. Areas "A" and "B", both circled by a black dashed line, are the old Franklin High School property and Cotton Gin site, respectively.



This field is part of the 4.9-acre tract left undeveloped between Adams Street and the railroad (labeled on the map as "Fields & Woods").



The former site of the Willow Plunge swimming pool consists of open space adjacent to Lewisburg Pike.



This open space is the westerly portion of the Collins Farm property and is bound on the west by the railroad tracks.

LAND USE & DEVELOPMENT TRENDS

Based upon the battlefield's existing land uses, it can be segmented into three general areas: commercial, residential and industrial. While there are plenty of exceptions with respect to other land uses within these various areas, below is a general overview of each:

COMMERCIAL AREA

Commercial land uses are most concentrated along Columbia Pike along the segment that was within the Union lines (between the Carter House and downtown). Unlike the other two land use areas, commercial development does not tend to extend much beyond Columbia Pike. Most of the development is in the form of relatively small scale retail and service businesses. Its physical character is a mixture of pre-1950s urban form in which the buildings front closely onto the street in contrast with post-1950s development that is more "strip commercial" in nature with large signage and parking in the front. Landscaping is very minimal in the commercial area. Development pressures in this area appear to be minimal, and the limited new development that has occurred here in recent years appears to reinforce the existing patterns.

RESIDENTIAL AREA

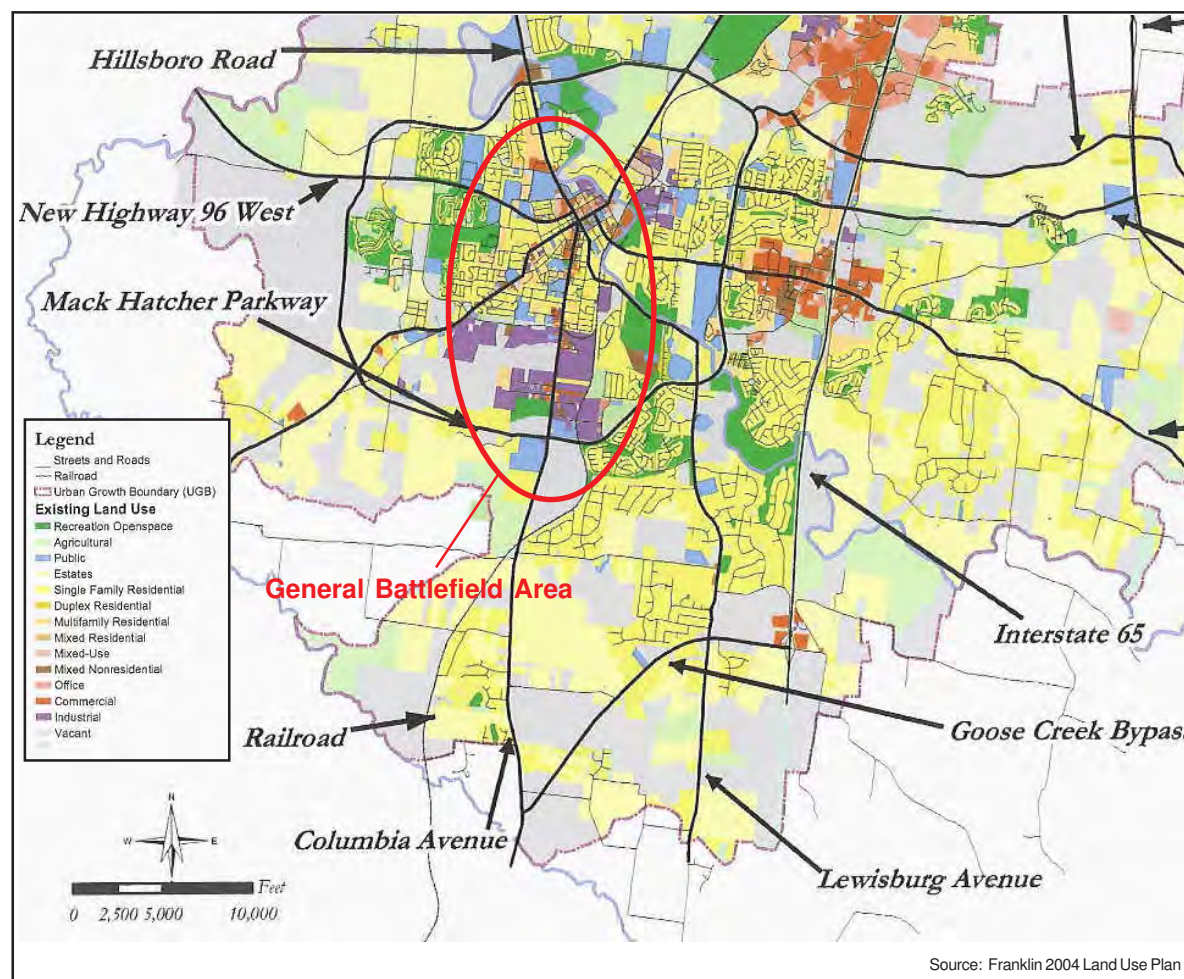
Along Columbia Pike, this area extends approximately from the Carter House to Downs Boulevard, and it consists of older single-family homes dating between the late-nineteenth and early-twentieth centuries. The exception to this pattern is the subdivision near Carnton Plantation and the Franklin County Club, which is more recent and suburban in character.

INDUSTRIAL AREA

Most of the lands flanking Columbia Pike south of Downs Boulevard feature light industrial uses. Lands extending further from either side of Columbia Pike include residential, agricultural, vacant land, a golf course, and a historic house museum (Carnton). The newly developing retail center at Columbia Pike and Mack Hatcher may impact land uses in that area by causing a shift toward more retail uses.



Development pressures remain strong within the battlefield area, especially along Columbia Pike where "big box" retail is currently locating.



Source: Franklin 2004 Land Use Plan

LAND VALUES

LAND VALUES

Land values in an area such as the battlefield are a challenge to determine. Their value is determined by many variables unique to them, including their specific location, zoning, size, environmental constraints, and current state of development. Because property tax valuations are not always consistent with current market values, sales comparables are the best way to evaluate land values. Two large parcels within the study area are examined below as comparables.

Sample Tracts

Werthan Tract

This 64-acre tract is currently undeveloped. It is located on the west side of Columbia Pike and south of Downs Boulevard. Because the property is on the market and has not yet sold, only the asking price can be used as a land value basis. It is quite likely that the ultimate selling price will be less, but that price cannot be predicted. Below is a per-acre value estimation:

\$6,220,000 @ 64 acres = \$97,188 per acre

Franklin County Club

This 110-acre property was sold to a new owner in 2003. At the time of its sale, it was already developed with an 18-hole golf course, club house, tennis courts, various outbuildings, and parking. It is located on the south side of Lewisburg Pike and accessed off of Carnton Square. Below is a per-acre value estimation based upon its recent purchase price:

\$5,000,000 @ 110 acres = \$45,455 per acre

These two value comparisons underscore the many variables noted previously that can impact values. There are four likely reasons for the Werthan tract's much higher value compared with the country club: 1) It is zoned industrial rather than residential, 2) It is located on a key commercial street on which a major new retail development is occurring, 3) It is only an asking price and may not actually be purchased for that amount, and 4) Much of the country club site consists of floodplains.



The Werthan tract is in the path of development currently marching down Columbia Pike.



Although the country club is located in a strong residential area, much of the site consists of floodplains.

PUBLIC POLICY: PLANS, ZONING & DEVELOPMENT STANDARDS

PLANS

Several plans have been prepared during the past decade that impact historic resources related to the Franklin Battlefield. Below is a chronological summary of each, starting with the most recent.

Central Franklin Area Plan (2004)

This plan lays out a strategy for the downtown area and surrounding historic neighborhoods. Chapter 6, entitled “Battlefield Preservation,” focuses specifically on the battlefield. The three “Priority Actions” recommended include:

- Develop an organizational strategy that places battlefield preservation efforts under a single entity led by the City
- Identify funding sources for battlefield preservation and establish a network of sites to tell a coherent story of the battle
- Develop and implement a battlefield preservation plan

Franklin, Tennessee Land Use Plan (2004)

This plan, adopted by the City of Franklin in February of 2004, addresses the entire area within Franklin’s designated Urban Growth Boundary. It does not specifically address the battlefield beyond the page on historic preservation within the “Guiding Principles” section of the plan. The majority of the plan consists of defining various “Character Areas” and providing a concept for each. The battlefield is split up among several different character areas, and there are no specific recommendations that are substantially more impacting on the surviving battlefield resources than the current land uses and zoning.

Phase I: Franklin Battlefield Interpretive Plan (2003) This plan was commissioned by Williamson County and prepared by a consultant. The focus of the plan is the County-owned former site of Battle Ground Academy, a private school which has since relocated. Located south of the Carter House and approximately where General Wagner’s forward line existed, the site is developed with several institutional buildings. Most recently, the new County Library was constructed in the northeast corner of the site. The plan proposes demolishing all buildings on the site except the new library and the Old BGA Library, which would be used as an interpretive center. Residential buildings to the south would also be demolished, and the site would be interpreted with several wayside exhibits.

Historic Preservation Plan (2001)

This document addresses all aspects of preservation in Franklin. While it does not focus substantially on the battle and its resources, the plan does give it limited attention throughout the plan. The plan’s recommendations particularly relevant to the Franklin Battlefield include the following:

- Develop a “community heritage center,” which would focus primarily on serving residents, but also serve as a visitors center
- Improve the appearance of Columbia Pike given its concentration of historic resources

Columbia Avenue Design Guidelines (2000)

Although this document is not technically a plan, because it has never been adopted as public policy, it is addressed on this page. Commissioned by the Heritage Foundation of Franklin and Williamson County, these guidelines attempt to rebuild the historic urban fabric that once characterized the north

ern segment of this corridor, while providing a green edge to the southerly industrial end.

U.S. Highway 31 Battlefield Corridor Protection Plan (1996) This plan was commissioned by the Heritage Foundation of Franklin and Williamson County and funded by the National Park Service’s American Battlefield Protection Program. While the 42-mile “Battlefield Corridor” extends between Nashville and Columbia, the “Planning Area” was limited to a point two miles north of Franklin to Spring Hill just north of the Saturn Parkway. The plan examines a variety of issues along the corridor, including historic resources, natural features, zoning and visual qualities. It also prioritizes properties and offers a variety of techniques for preserving and enhancing the area. Key recommendations include several interpretive wayside pull-off areas along Highway 31 and master plans for specific Civil War sites.

Winstead Hill and Fort Granger Study (1995)

This study included separate plans to physically enhance these two important sites. Issues included parking, pedestrian access and interpretation. Portions of this study have been implemented incrementally over time.

Excerpts from the Historic Preservation Plan (2001)

“The Heritage Foundation is enhancing its advocacy efforts on behalf of preserving the remaining battlefield lands... This... should receive the strongest possible support by the City and County... Finding ways to stem the loss of Franklin’s cultural landscapes, particularly remnants of the Franklin Battlefield, should be a high priority.”

PUBLIC POLICY: PLANS, ZONING & DEVELOPMENT STANDARDS

ZONING

The battlefield area's zoning patterns are relatively consistent with the existing land use map on page 23. Below is a summary of the zoning categories most prevalent on the battlefield:

General Commercial (GC)

This zoning classification is limited to four nodes in the battlefield area: north end of Columbia Pike (around the Carter House), near the Columbia Pike and Downs Boulevard intersection, near the Columbia Pike and Mack Hatcher Parkway, and on West Main Street north of Downs Boulevard. The zone permits a variety of commercial uses, the maximum permitted floor area ratio (FAR) is .30, minimum front yards are 30 feet, and maximum building heights are 35 feet. GC encourages the type of "strip commercial" development that many consider to be in stark contrast to the desired character for a historic landscape.

Light Industrial (LI) & Heavy Industrial (HI)

These two classifications apply to most battlefield lands located south of Downs Boulevard and west of the railroad line, and much more land is designated LI than HI. LI permits the same types of commercial uses as the GC, in addition to light industrial uses. HI does not permit most small-scale commercial uses, but does permit all types of assembly and manufacturing. The maximum permitted FAR for both zones is .40. The minimum front yard is 75 feet in the LI zone and 30 feet in the HI zone. The maximum building height is 35 feet

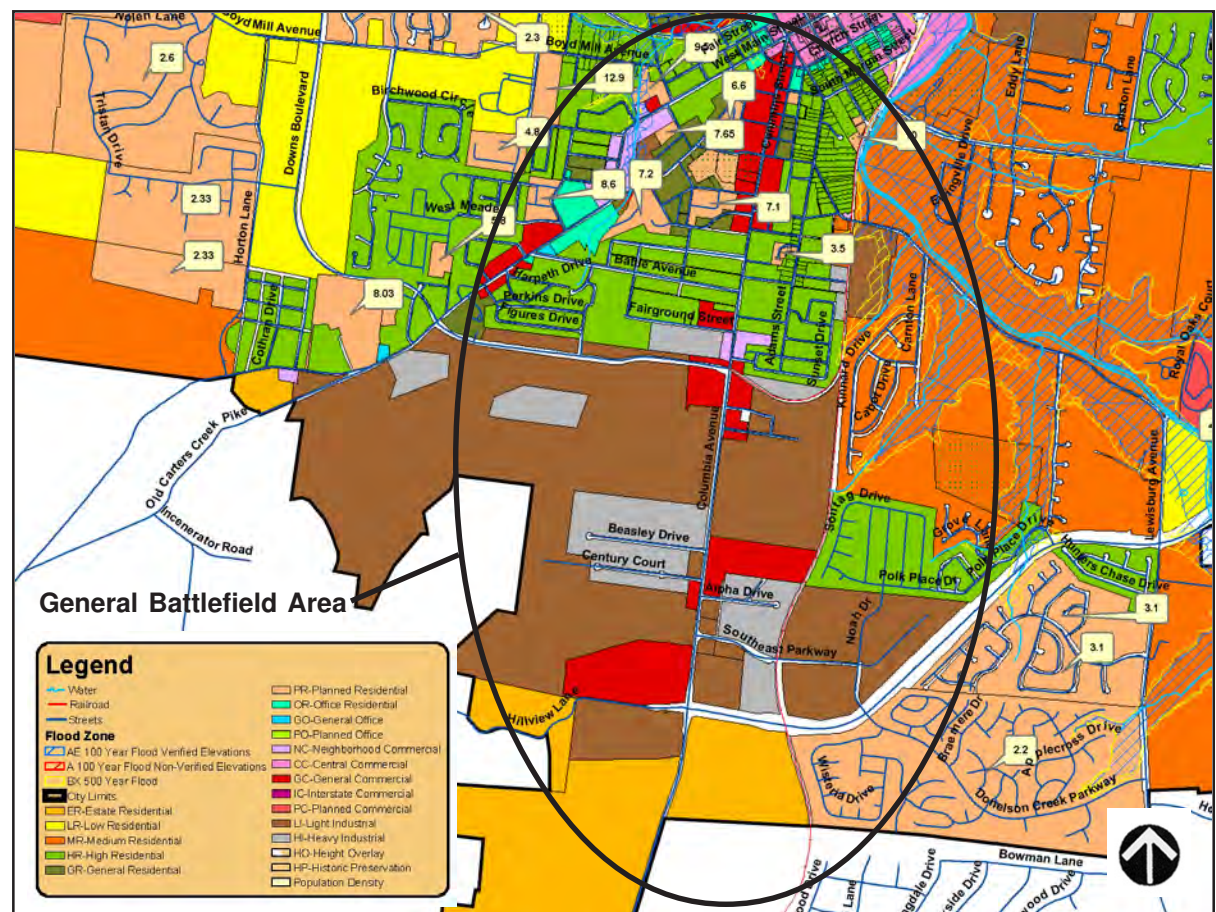
in both zones. Unlike commercial development, which insists on high visibility from the street, there are often opportunities for screening industrial sites with landscaping.

High Residential (HR) & Med. Residential (MR)

The HR zone dominates the area north of Downs Boulevard and west of the rail line, while the MR dominates the area east of the rail line. Both zones are limited to single-family houses. HR permits 3 units per acre, and MR permits 2 units per acre. Setback requirements are based upon the street type, and maximum building heights are 35 feet in both.

DEVELOPMENT STANDARDS

The City of Franklin recently adopted development standards that apply city-wide and are intended to raise the quality level of new development. The standards also attempt to reinforce a more urban and historic development form within the city's older (pre-WWII) areas. The most significant aspect of these standards for the battlefield are their potential to enhance the appearance of commercial corridors such as Columbia Pike. However, they do not go as far as the Columbia Avenue Design Guidelines would in enhancing that corridor if they were adopted by the City.



Source: City of Franklin Zoning Map

CHALLENGES & OPPORTUNITIES

CHALLENGES

The following key challenges currently exist for the battlefield and preservation efforts:

Development Pressure

The current development of the shopping center at Columbia Pike and Mack Hatcher Parkway underscores the tremendous development pressures existing throughout Franklin, and particularly on Columbia Pike. It is likely that this new development will reposition this corridor in the broader real estate market and encourage further development in the area.

Lack of Connectivity for Resources

The Civil War resources that have been well preserved, such as Fort Granger, the Carter House and Carnton Plantation, are geographically scattered and lack the kind of connectivity that lends itself to a cohesive understanding of the battle.

Lack of Funding

As is the case for many worthy causes, there is limited funding for battlefield protection. Public sector grants are very limited, particularly for land acquisition.



Development pressures are the number one threat to the Franklin Battlefield.

OPPORTUNITIES

While the battlefield's challenges are considerable, there are many reasons for optimism, including the following:

Recent Golf Course Acquisition

A descendant of the McGavock Family purchased the 110-acre Franklin Country Club in 2003. Although it presently continues to be used as a country club, the owner's long-term goal is to transform it to its historic appearance to the greatest extent possible. Its adjacency to Carnton Plantation and the Confederate Cemetery will add tremendously to the site's interpretation. Furthermore, because fighting occurred on this property, it can fill the void of a bonafide "battlefield" site for visitors to experience.



The recent acquisition of the Franklin Country Club provides a major boost for battlefield preservation efforts.

Strong Political Support

Although this plan was commissioned by the Heritage Foundation, it has received strong support from the local and state governments. Key officials representing all of these entities participated enthusiastically

in the project's various meetings. Also, the City of Franklin is in the process of approving the issuance of a \$10 million bond, for which \$2.5 million is earmarked for acquiring the Franklin Country Club site from the current owner. While another \$2.5 million must be raised, it is the owners' reported intention to use their replenished funds to target other battlefield sites for preservation.

Effective Preservation Organizations

There are many groups that support the preservation of the battlefield, most of which are listed on page 3 of this plan under "Stakeholder Participation." In particular, the Heritage Foundation, this plan's sponsor, has a strong track record of preserving sites, such as Roper's Knob. The Save the Franklin Battlefield Association is another especially important and capable group for this project.

Key Preserved Sites

Although much of the battlefield has been lost to development over the years, a handful of jewels have survived. Sites such as the Carter House, Carnton Plantation, Fort Granger, Winstead Hill, and numerous individual buildings, such as the Lotz House, each tell a different and important story of the battle.

Potential for Site Linkages

While the "lack of connectivity" is cited as a challenge for the battlefield, the potential exists to more strongly tie together the various sites. In addition to the potential to aesthetically enhance main corridors and provide directional signage, greenway linkages are possible. In particular, land along the Harpeth River and rail lines can be used to link sites.

PAST BATTLEFIELD PROTECTION EFFORTS

The Battle of Franklin was fought on the edge of an urban area, and by the time national commemoration efforts were underway at the turn of the century, much of the lands comprising the battlefield had been developed or were highly valued. As a result no formal national “battlefield” was ever established. When ceremonies were held at Franklin in 1914 to commemorate the 50th anniversary of the battle, much of the battlefield was already subdivided for residential development. Over the next several decades, no extensive efforts to preserve the Franklin Battlefield would take place.

The significance of the battlefield was finally recognized by the State of Tennessee when it purchased the Carter House in 1951. The Carter House, Carnton, Fort Granger, and Winstead Hill were all recognized as National Historic Landmarks in 1966 for their role during the battle. In 1978, the Carnton Association acquired the remaining land of the Carnton Plantation and began restoration of the property. Since the early 1990s, interest in preserving and reclaiming sections of the battlefield has increased significantly. These efforts include:

Franklin Battlefield Conferences (1992, 1993, 1994) - These three conferences were sponsored by the City of Franklin, Williamson County, the Heritage Foundation and other local groups to bring together business and historical groups to discuss methods of preserving battlefield resources and establishing heritage tourism. The conferences generated much interest for preserving Franklin’s Civil War sites.

Original research produced battlefield maps and a Battle of Franklin Driving Tour Map.

Profiles of America’s Most Threatened Civil War Battlefields (1993 / revised 1998) - National Parks Service - American Battlefield Protection Program - a survey of the Nov 30, 1864 and April 10, 1863 battlefields in Williamson County. The maps defined the area that was studied, and the boundaries of the core battlefield areas. This study encompassed dozens of Civil War Battlefields in several states, and is planned to be updated.

Winstead Hill Park and Fort Granger Study (1995) – The City of Franklin sponsored a study resulting in land being purchased on the north face of Winstead Hill. Fort Granger had been purchased by the City in the mid-1970s, and the Winstead Hill acreage was purchased by the City for a park. Interpretative signs were placed at both of these public parks.

US Highway 31 Battlefield Corridor Protection Plan (1996) - Sponsored by the Williamson County Heritage Foundation with a grant from the American Battlefield Protection Program, this study identified all historic sites, including battlefield parcels, along US Highway 31 from the Mack Hatcher Parkway north of Franklin to Saturn Parkway near Spring Hill. The study addressed preservation priorities, identified resources, land use and zoning, highway frontage, set-back requirements, and other characteristics. This plan has not yet been adopted as a guide by the City or County.

Roper’s Knob Purchase (1996) - The State owns 22 acres of this important site, while the Heritage Foundation purchased 26.3 acres. The Heritage Foundation gave a conservation

easement that is held by the Land Trust for Tennessee. The Heritage Foundation has future plans to donate their holdings to the City of Franklin.

Cotton Gin Site Purchase (1997) - The Heritage Foundation purchase an approximately half acre portion of the area known as the site of the Carter’s cotton gin, a key battlefield landmark and close to where Confederate General Patrick Cleburne was mortally wounded. The Heritage Foundation hopes to add to this site with adjacent land acquisitions so that the story of the battle and the cotton gin’s role can be better told.

Preservation and Interpretation Plan for Civil War Resources in Tennessee (2000) - Sponsored by the Tennessee Wars Commission, this plan is both an overall state strategy and a “how-to” preservation guide for local governments and organizations. This plan defines five regional themes and six statewide themes. The regional theme for Williamson County is “Hood’s Tennessee Campaign.”

A Master Plan for the Tennessee Civil War National Heritage Area (2002) - In 1995, Congress established a National Heritage Areas program as part of its National Parks Service. In 1996 Congress funded the Tennessee Civil War National Heritage program with the goal to establish a strategy, coordinated with local governments and preservation groups, for preserving and interpreting Tennessee’s Civil War era resources. After public meetings across the state, this resultant Master Plan helps local governments and groups become part of the statewide preservation effort.

PAST BATTLEFIELD PROTECTION EFFORTS

Purchase of the Collins Farm (2001) - The Save the Franklin Battlefield Association purchased the Collins Farm on Lewisburg Pike in 2001. This 3.2 acre tract contains a historic dwelling and open space crossed by Loring's Division during the battle.

Phase I of an Interpretive Plan for the Battle of Franklin (2003) - This study was commissioned by the Williamson County government to assess the preservation and interpretation of the property it owns at the former site of the Battle Ground Academy. This plan recommended the removal of numerous buildings, the re-creation of Federal fortifications, and conversion of the existing library building into an interpretive center.

Purchase of East Flank of Battlefield (2003)
In 2003, a descendant of the McGavock Family purchased the 110-acre Franklin Country Club with the intention of eventually transforming the property back to its Civil War-era appearance. The owner hopes to recoup his investment by selling the property to the City and other battlefield supporters so it can become a public battlefield park.



Collins Farm



Franklin Country Club golf course

POTENTIAL PRESERVATION MEASURES

Battlefield protection efforts can employ a wide variety of measures, depending upon the resource types and their circumstances. The following preservation methods are the types most often relevant to Civil War battlefields:

- Fee-simple land purchases
- Conservation easement purchases
- Public policy measures (zoning, development codes, etc.)
- Landscape restoration (earthworks, historic vegetation, etc.)
- Building restoration

While fee-simple land purchases and conservation easements are the two most common tools for land acquisition, it should be noted that there are several other legal instruments available for controlling the rights to real estate. Also, in addition to measures to preserve and restore battlefields, most planning efforts include strategies for enhancing the site for visitation, such as improved access and the creation of parking facilities, as well as interpreting the battlefield through features such as wayside exhibits, tour brochures, and interpretive centers.

Fee-Simple Land Purchases

This land acquisition method is the most controlling and costly, as it extends the entire “bundle of rights” to a land owner. Under fee simple ownership, there are no limitations on the landowner’s ability to use their property other than those imposed by governmental regulation. In light of battlefield protection efforts, fee simple acquisition provides the greatest level of control of historic resources,

but it is also the most costly approach, especially in areas that have experienced inflated land values because of development pressures. Regardless, fee simple purchase is the most common form of battlefield protection used across the country.

Conservation Easement Purchases

Conservation easements, sometimes referred to as scenic easements, are a tool that can be used to control one or more aspects of property development without having to actually purchase the parcel outright. To protect historic resources such as a battlefield, an interested party may purchase a conservation easement so that a piece of property remains in agricultural use or some other undeveloped state. The easement owner or “holder” purchases the development rights to the property. The landowner continues to own the property. The property remains in private hands and on the tax rolls.

Conservation easements “run with the land” and are, thus, binding on subsequent owners. A property owner may benefit from the sale of an easement through a lower property tax burden. By limiting the development potential of a parcel, a conservation easement reduces the property’s market value and, in some cases, the associated tax liability. An exception to this rule in Tennessee is land already benefiting from “green belt” designation. The advantage of an easement purchase is that it is typically less expensive than a fee simple purchase, depending upon land values. On the other hand, owners of conservation easements generally lack most of the other land rights gained through fee simple purchases, such as unrestricted access to, and use of, the land.

“We have to renew a commitment in ourselves in this generation to preserve the battlefields of this war, the same kind of commitment that the veterans had that shed the blood on these places, and then came back and then shed tears of camaraderie and memory in later years.”

- Kathleen Georg Harrison
National Park Historian

Examples of some of the most successful use of conservation easement purchases can be found in Maryland. The Maryland Department of Natural Resources, through its Program Open Space (POS), has purchased easements for numerous properties comprising those portions of the Antietam Battlefield peripheral to the National Park holdings.

Public Policy Measures

In most cases, public policy measures, such as zoning, are of limited value for protecting battlefields. It is extremely difficult in most jurisdictions to generate the political will to “down zone” property, in which the allowed residential density or commercial intensity is actually reduced from the current zoning.

Cluster Zoning

One tool that is useful in some cases is cluster zoning or “Open Space Development,” which shifts development densities within a site so that development is geographically concentrated so that more open space can be preserved. Franklin’s zoning has provisions for such approaches. Even that approach, however, can still result in substantial damage to battlefields, and it is

POTENTIAL PRESERVATION MEASURES

best reserved for maintaining viewsheds that are adjacent to battlefield lands.

Special Corridor Zoning

The zoning tool having the greatest potential for being effectively implemented is special corridor zoning. Because this type of zoning focuses on what can be viewed from the road, it sometimes permits substantial development to occur on a given property so long as it is set back considerably from the road and screened with dense vegetation. One exception to applying this approach is shallow parcels, in which case special corridor zoning can result in a legitimate hardship and “takings” claim. While this approach provides limited value for preservation, it is very beneficial for enhancing the visitor experience. Special corridor zoning is particularly appropriate for roads leading to historic sites. Another type of corridor zoning can be applied to more urban commercial areas. These standards do not attempt to visually screen development, but rather to enhance the appearance of gateways to battlefields. This type of approach was proposed for the Columbia Avenue Design Guidelines that were prepared for the Heritage Foundation in 2000, but never adopted by the City.

GIS Mapping

With respect to the planning program of the local government, simply getting them to include the location of battlefields within their comprehensive plans, Geographic Information System (GIS) or other mapping systems is a worthy starting point for heightening the

awareness of local planners to resource protection issues. The NPS’s Cultural Resources GIS Facility (CRGIS), which was initiated in 1990 to map battlefield features, utilizes Global Positioning Systems (GPS) as a high-tech means of transferring field observations into a spatial database that can be electronically manipulated. The CRGIS may serve as a good source of technical advice for the City of Franklin in mapping battlefields.

Archeological Survey Requirement

At present, the City has no requirements for archeological survey work prior to development approval. One option is for the City to require a survey for developments within the delineated battlefield, or perhaps only the “core” battlefield area. An alternative to requiring such a survey for all developments is to limit the requirement to developments of a certain magnitude, such as 10 acres or more. It is important to recognize the difference between techniques applied to prehistoric habitation sites compared to a nineteenth century battlefield.

Landscape Restoration

When considering landscape restoration efforts, it is recommended that *The Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes* (1996) be consulted. A major challenge to restoring historic landscapes is successfully researching its original appearance. The Stones River Battlefield in Murfreesboro, for example, has benefited greatly from research into historic maps and eyewitness accounts of the battle that allowed the NPS to create a relatively accurate historic landscape map

during the 1960s. Most sites, such as the Franklin Battlefield, are not as blessed with such valuable materials. The restoration of earthworks, such as those at Fort Granger, must be done with extreme care and under expert supervision. Otherwise, attempts may result in more harm than good.

Building Restoration

While the primary emphasis in battlefield preservation tends to be on historic landscapes, surviving buildings can also be critical resources in telling the story of a battle. Many battlefields are not so fortunate as to feature surviving buildings. However, for those that are, such as the Franklin Battlefield, buildings that were used as officers headquarters, post-battle hospitals, and similar functions provide one of the most tangible and vivid snapshots of a battle. While some such structures are used as private residences, those that are income producing can benefit from the federal investment tax credit for the rehabilitation of historic structures should a major restoration be needed. This program provides a 20% tax credit for qualified rehabilitations based upon the following standards:

- National Register designation or eligibility
- Rehabilitation follows the Secretary of the Interior’s Standards for Rehabilitation
- Project costs exceed the property’s adjusted cost basis (cost of acquisition and rehabilitation work to date)
- Property must be income producing (i.e., commercial use or residential rental)

While a non-profit organization cannot benefit from the credit, income-producing ventures such, as bed and breakfasts, can.

DEFINING THE BATTLEFIELD

For the purposes of this plan, the battlefield has been delineated into two different areas, as explained below and as illustrated on a map on the following page. It is noteworthy that, because it is impossible to pinpoint the exact location of where the battlefield and core combat areas begin and end, the map has intentionally obscured those boundaries.

BATTLEFIELD AREA

Battlefields are typically defined as the area in which opposing armies became aware of each others' presence and began strategic maneuvering in order to gain a competitive advantage for the ensuing combat. The battlefield area includes troop staging areas, battery positions, rear field hospitals, and the combat areas. It does not, on the other hand, include the routes over which armies traveled to reach the battlefield area. The battlefield area is often thought of as the "chess board" over which the opposing generals moved their respective armies in the game of warfare.

In the case of the Franklin Battlefield, a recent commercial development called into question how far south the battlefield extended. As the two quotes above to the far right verify, Franklin's battlefield area undoubtedly extended as far south as Winstead and Breezy Hills. It was from those hills that the Confederate commanders deployed their troops. In fact, the battlefield area extends a considerable distance south of Winstead and Breezy Hills because fighting occurred there when the Confederate advance forces first encountered Union troops prior to the main fighting later in the day.

CORE COMBAT AREA

In addition to the area under artillery fire, the "Core Combat Area" is generally considered the area of musket fire between the opposing lines. A rifled musket could typically shoot with some level of accuracy a distance of 300 yards. In the case of Franklin, the opposing lines shifted, as the Union "forward line," which extended just south of Battle Avenue, was pushed back toward the Carter House early in the battle. Franklin's core combat area is also defined by artillery fire from Ft. Granger into the Confederate right near Carnton Plantation.

"As the Confederate army began to file in between the two hills and to deploy right and left and take their positions in line, the Confederate bands began to play 'Dixie,' and a shout ... went up ..."

- Hardin Figuers, 15 year old
Franklin resident

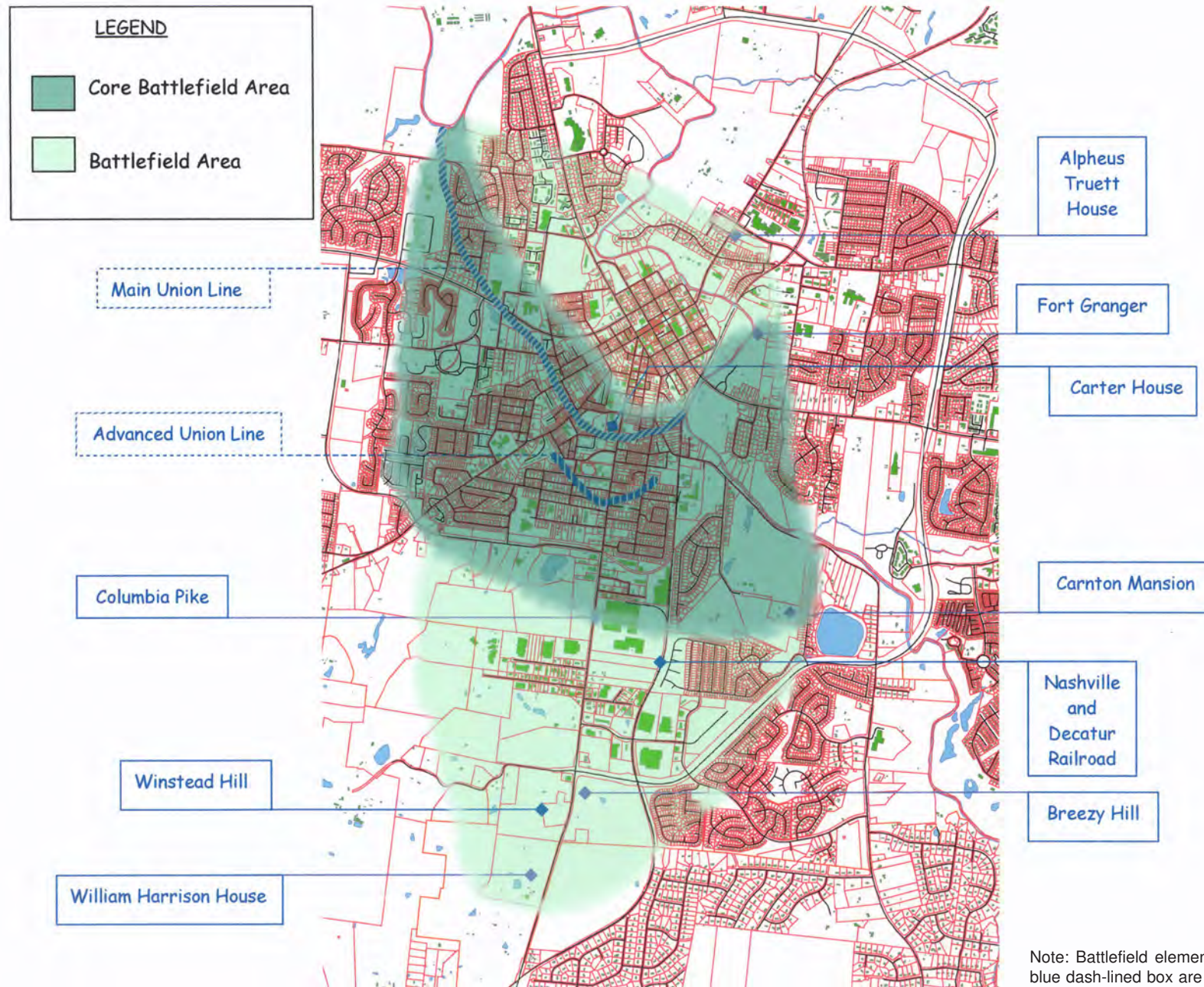
"The Confederate army just below us was passing along the [Columbia] pike, one part filing to the right, the other to the left at the foot of the hill."

- Dr. G. C. Phillips, surgeon, 22nd Mississippi



The "Battlefield Area" can be thought of as the chess board on which opposing armies maneuvered.

DEFINING THE BATTLEFIELD



BATTLEFIELD MASTER PLAN

The following central ideas of the master plan are explained on the subsequent pages in the order listed below (unrelated to priorities):

Develop a **1) Visitors Center** for the city's overall history and an **2) Interpretive Center** for the Battlefield.

Expand the **3) Carter House** site by linking with adjacent properties.

Develop a **4) Battlefield Park** next to **5) Carnton Plantation** by reclaiming and interpreting the existing golf course as an important part of the battlefield.

Enhance and interpret the **6) Collins Farm** site.

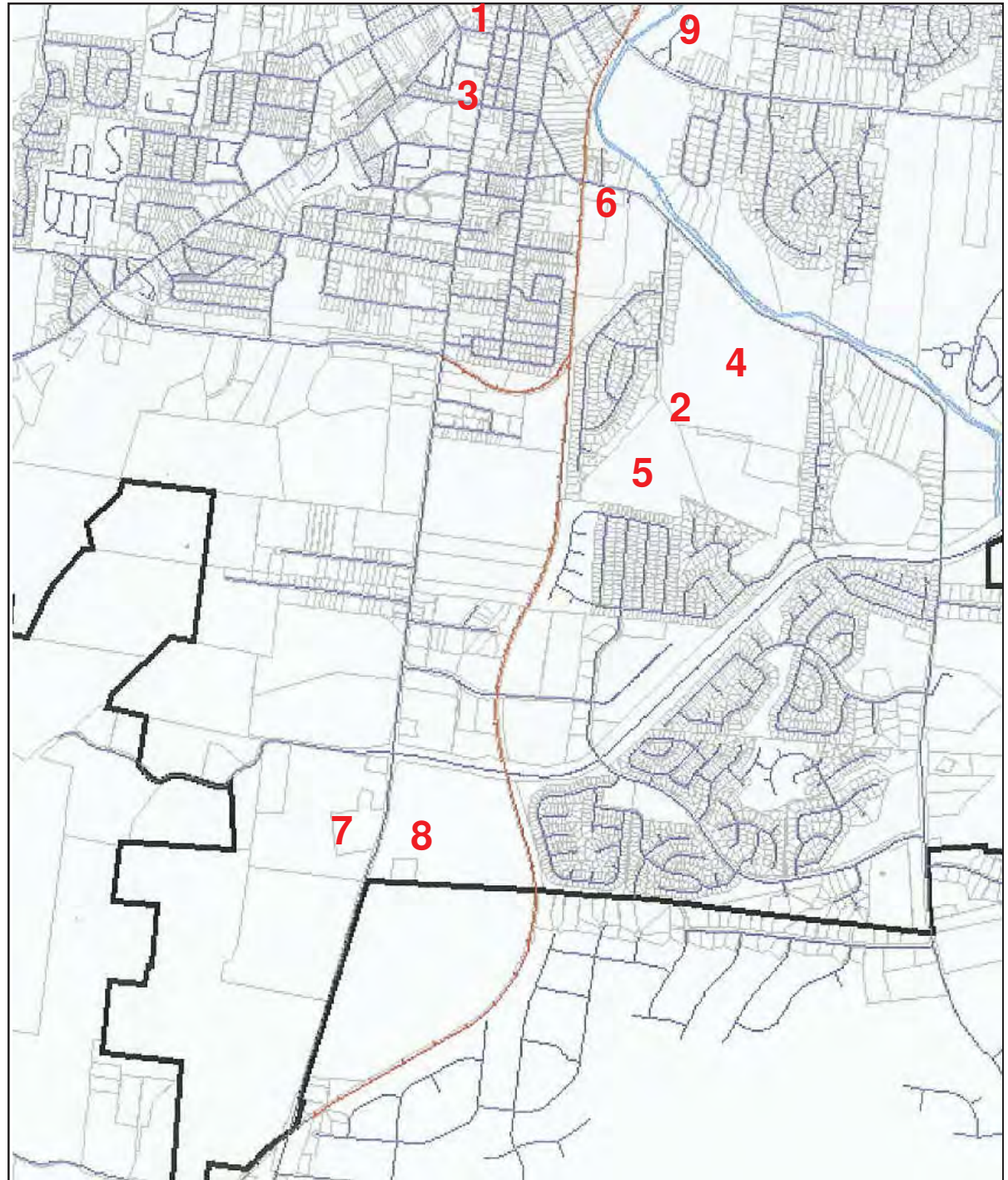
Expand the **7) Winstead Hill** trail system and protect **8) Breezy Hill** from development.

Improve access, vistas and signage for **9) Fort Granger**.

Enhance access and interpretation for **Ropers Knob** and **Cedar Hill** (both north of the area shown in the map at right).

Interpret the many **Downtown Buildings** associated with the Battle of Franklin.

Link Franklin's Civil War sites through a **Greenway System, Directional Signage** for roadways, reprinting the existing **Driving Tour Brochure**, and adopting the **Columbia Avenue Design Guidelines**.



FRANKLIN VISITORS CENTER

It is recommended that a Visitors Center be developed for both visitors and Franklin residents to enjoy. Given the city's rich and diverse history, the center should primarily interpret Franklin's broader history, in addition to addressing the Civil War in order to give the Battle of Franklin a context. Ideally, the Visitors Center should include the following features:

- Parking for at least 25 vehicles
- Bus loading area
- Public rest rooms
- Interpretive exhibits
- Orientation film
- Staff to answer questions
- Maps and brochures

It is recognized that a more limited visitors center may be necessary because of funding constraints. A bare minimum should at least include rest rooms, interpretive exhibits and brochures, with no staffing.

It is recommended that the Visitors Center be located in or near downtown to be centrally

located to the city's various sites and to leverage economic benefits for downtown's businesses. Downtown needs public rest rooms anyway, and the Visitors Center can direct visitors to the proposed Battlefield Interpretive Center (see the next page). While selecting a Visitors Center site will require a specific site selection and feasibility study, the following existing structures should be considered for adaptive reuse, and they are listed in order of their perceived suitability based upon preliminary considerations (see the map below):

- 1) Vacant County Library at Five Points
- 2) Historic County Courthouse
- 3) Historic Railroad Depot

One additional option might be the brick Greek Revival antebellum bank building located on the north side of Main Street across from St. Phillips Catholic Church. It is privately owned (see page 53 for a photograph).

It is acknowledged that the County's current plans for the vacant library do not appear to accommodate a new visitors center. However, given the building's favorable attributes, it is worth an effort to strike an agreement with the County for a downtown visitors center.



The former County Library is modern enough to accommodate state-of-the-art interpretive exhibits, and its location benefits downtown and is convenient to the Carter House.



The fact that the historic County Courthouse served as a hospital after the Battle of Franklin adds to its appeal as a visitors center. Its location would also leverage economic benefits to downtown.



Although the depot is currently occupied by a business, it has many merits, including its Civil War history, proximity to nearby retail and Fort Granger, and plenty of space for parking.



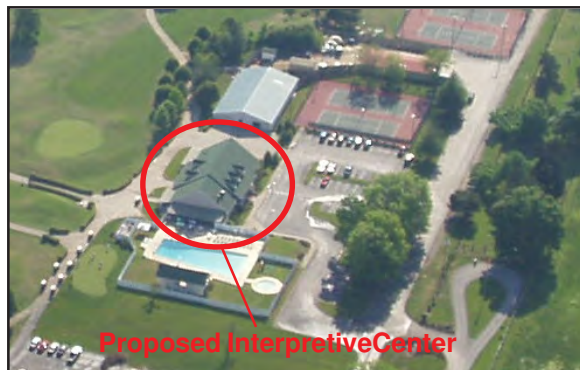
Source: Central Franklin Area Plan (2004)

BATTLEFIELD INTERPRETIVE CENTER

It is recommended that a Battlefield Interpretive Center be developed on the current Franklin Country Club adjacent to Carnton Plantation. As described in more detail on page 41, it is recommended that all buildings comprising the country club be removed, with the exception of the Club House. It is proposed that the Club House be adapted into the Interpretive Center. The Battlefield Interpretive Center should include the following features:

- Parking for at least 40 vehicles
- Bus loading area
- Public rest rooms
- Interpretive exhibits
- Orientation film
- Staff to answer questions
- Maps and brochures

There are several reasons why the proposed location is well-suited, including its location on the eastern flank of the battlefield and its potential availability within the near future.



The only facility proposed to remain is the Club House for adaptation into an Interpretive Center.

In addition to featuring high-quality facilities, the Battlefield Interpretive Center should be programmed for a wide range of activities that serve as a constant draw for visitors. Living history demonstrations might include camp life, military drills, arms demonstrations and similar activities.



Living history demonstrations, such as military maneuvers, add greatly to the visitor experience.



The Club House's design eludes to the vernacular rural architecture of 19th-century Franklin.

"It's the visitor that completes the circle of memory, because every historic site is simply dead without the visitor who brings their own sense of what this place means and wanting to extract something from it, and it's in the interplay between site, and monument and visitor that these places become alive."

- Edward T. Linenthal, author of "Sacred Ground"

The Battlefield Interpretive Center's exhibits should combine authentic Civil War artifacts with high-technology interpretive approaches. An emphasis should be placed on interactive exhibits, including hands-on opportunities for children and computer stations for researching genealogy associated with the Battle of Franklin.

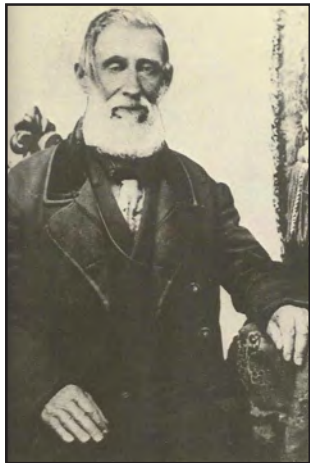


Photograph Source: Atlanta History Center

Although high-quality exhibits will require a minimum number of artifacts, the emphasis should be on the interpretive approach.

CARTER HOUSE AREA

Because of its strategic location at the center of the Union lines on Columbia Pike, the Carter House is considered to be the single most pivotal location for the Battle of Franklin. Eyewitness accounts of the battle reference the Carter House and the associated Cotton Gin more than any other landmark of the battlefield. Adding to this significance is the history of the Carter Family, particularly the family's ordeal in their basement during the battle, as well as the death of Tod Carter from wounds inflicted in the battle.



Fountain Branch Carter, the Patriarch of the Carter Family, stayed with his family in the Carter House basement as the battle raged outside.

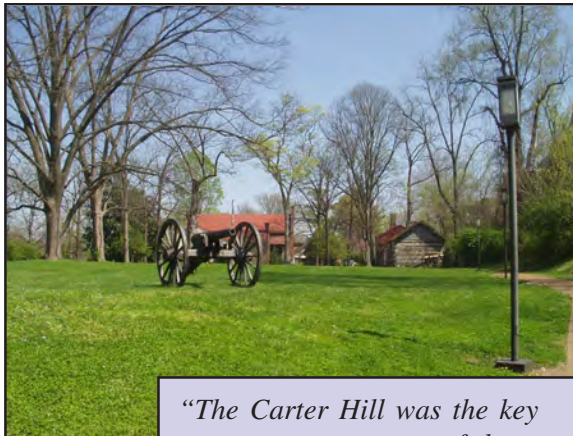


Theodrick "Tod" Carter, a Captain with the Army of Tennessee, was mortally wounded approximately 150 yards southwest of the Carter House smokehouse. He was found after the battle and carried to his home, where he died.



"The position we occupied was just in front of the Carter house, and the 50th Regiment actually tore down the Carter barn to help build our breastworks... Our second line of works joined on to the Carter smokehouse, which lay west of the house."

- Lt. Thomas Thoburn, 50th Ohio



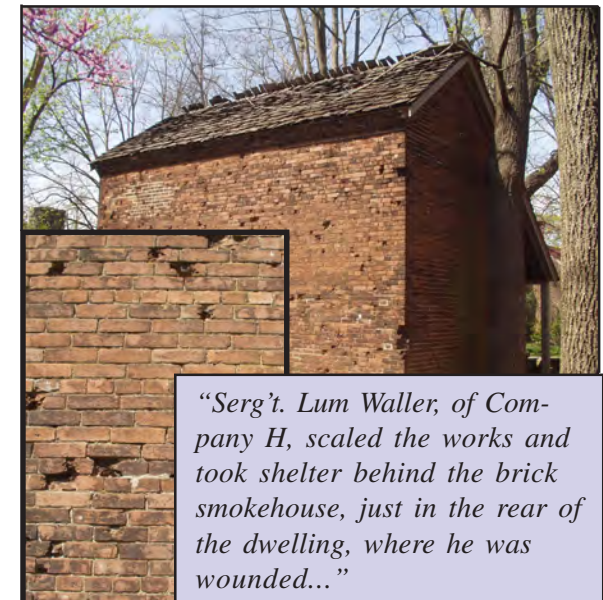
"The Carter Hill was the key to any strong system of defence in front of the town... The house was of brick,... but not very high, as it was built of one lofty and airy story..."

- U.S Brigadier General Cox



"Lieut. Frank H. Hale, of Company H., succeeded in scaling the works and crawled about twenty feet inside the Federal lines to the frame house... that stood in the yard of the Carter house, where he was killed with bullets from the guns of his own regiment."

- W.J. Worsham, 19th Tennessee



"Serg't. Lum Waller, of Company H, scaled the works and took shelter behind the brick smokehouse, just in the rear of the dwelling, where he was wounded..."

- W.J. Worsham, 19th Tennessee

CARTER HOUSE AREA

The following recommendations are offered for the Carter House area:

OLD FRANKLIN HIGH GYM

Once this site becomes part of the Carter House site, the following measures should be followed:

- Demolition of the gymnasium and associated parking areas
- Restoration of the historic landscape, including removal of vegetative buffering between this site and the current Carter House site.
- Installation of historic fencing
- Provision of one or more reproduction cannons to interpret the artillery battery positioned on this site during the battle.

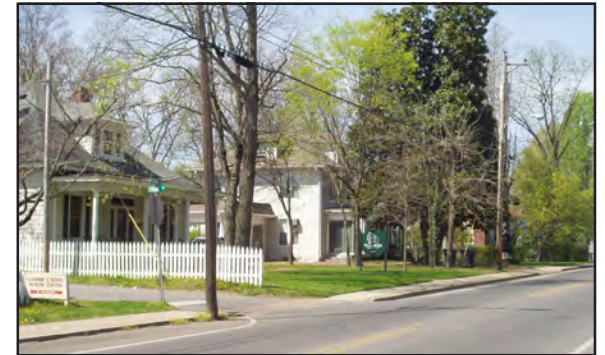
PROPERTIES TO THE SOUTH

The two parcels between the Carter House and Strahl Street should be a secondary priority for the Carter House, as follows:

- The first priority of the two should be the property directly adjacent to the Carter House site.
- Once acquired, the existing structures should be relocated given their post-Civil War architectural significance.
- If acquisition of the property to the immediate south is not possible, it is recommended that the strip of land between the Carter House property and the adjoining structure be controlled through either fee-simple purchase or the purchase of an access and conservation easement.



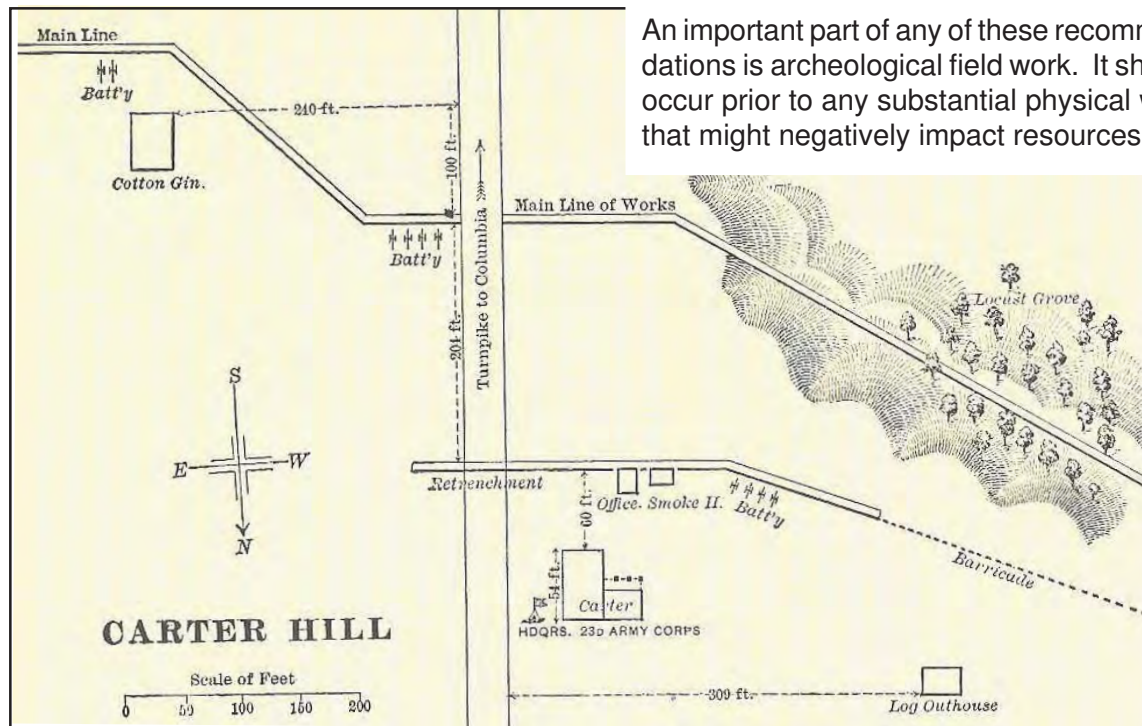
Based upon a completed land trade deal, the school property to the immediate north of the Carter House will soon become part of the Carter House site.



Should the owners become willing sellers, the two properties immediately south of the Carter House would be tremendous additions once cleared.



If the properties south of the Carter House cannot be acquired, the strip of land on the south side of the frame office and brick smokehouse should be pursued for an access and conservation easement.



An important part of any of these recommendations is archeological field work. It should occur prior to any substantial physical work that might negatively impact resources.

This historic sketch of the Carter House property is consistent with historic accounts.

CARTER HOUSE AREA

LOTZ HOUSE

This Civil War era house, located across the street from the Carter House, witnessed intense fighting during the battle. It is currently used as an office and owned by someone interested in eventually creating a historic house museum. It is recommended that efforts be made to link the Lotz House with the Carter House, particularly once the old gymnasium site directly across from the Lotz House is physically integrated with the Carter House. The following steps should be taken:

- Develop a crosswalk with special pavers across Columbia Pike to link the two sites
- Cross-market between the two sites to encourage visitors to one site to visit the other
- Coordinate interpretive strategies between the two sites



The Lotz House's eventual development as a historic house museum will add to the overall visitor draw of the Carter House area.

COTTON GIN SITE

Although the gin building no longer exists, this site has great significance because of its role in the battle as a major landmark. Located approximately 80 yards east of Columbia Pike on Cleburne Street, the site features a historic marker and is occupied by a post-Civil War

historic house. For several years there have been discussions about the acquisition of the two pizzarias located at the intersection of Columbia Pike and Cleburne Street so the sites can be cleared of development. This action would remove two high-profile visual intrusions



Cotton Gin site and historic marker



Restaurants located at Columbia Pike and Cleburne Street



CARNTON PLANTATION

Carnton Plantation was the home of the McGavock Family during the Civil War. The family's home was located on the eastern flank of the battlefield, just south of where some of the heaviest fighting occurred. After the battle, it became one of the key hospitals for wounded Confederates, and the bodies of Generals Cleburne and Adams were laid out on the home's back porch.

Today the house and its expansive grounds are owned by the non-profit Historic Carnton Association, which operates it as a historic house museum. The Battle of Franklin and the house's role as a hospital is a key focus of the site's interpretation. Great efforts have been made to return the site to its Civil War-era appearance, including the installation of a garden and a board fence around the perimeter of the house.



Front facade of Carnton Mansion, which features a Greek Revival portico

Resting place for generals' bodies.

Carnton Plantation's current stewards do an excellent job of managing and interpreting this important site. Therefore, only the following recommendations are offered:

- After carefully considering an potential impacts to archeological resources, plant a dense row of indigenous evergreen trees, such as cedars, along the western edge of the property to provide a year-round visual screen from the adjacent residential.
- Begin marketing and interpreting the expansive grounds of Carnton Plantation as a part of the battlefield to help fill the void that Franklin currently faces in not having a true "battlefield" to tout for tourism.
- Continue with the important archeological work currently occurring on the grounds immediately south of the house in order to better tell the story of the building's origins and evolution.



Although the deciduous vegetation currently existing along the site's western boundary provides substantial screening from new houses during most months of the year, evergreens are needed for a year-round complete screen.



Carnton Plantation's expansive grounds should be marketed and interpreted as part of the Franklin Battlefield.

"[Mrs. McGavock's] house... was in the rear of our line. The house is one of the large old-fashioned houses of the better class in Tennessee, two stories high, with many rooms... This was taken as a hospital, and the wounded, in hundreds, were brought to it during the battle, and all the night after. Every room was filled, every bed had two poor, bleeding fellows, every spare space, niche, and corner under the stairs, in the hall, everywhere - but one room for her own family."

- Captain William D. Gale
Adjunct General to Gen. Stewart's staff
Army of Tennessee

BATTLEFIELD PARK

In 2003, a descendant of the McGavock Family purchased the 110-acre Franklin Country Club with the intention of eventually transforming the property back to its Civil War-era appearance. The owner hopes to recoup his investment by selling the property to the City and other battlefield supporters so it can become a public battlefield park. Although it is unclear when the land's transformation will occur, the following recommendations are suggested:

- As a first step to determine the acceptability of any subsequent work, prepare a Cultural Landscape Report and any needed archeological studies.
- Prepare a Master Plan for the property that would remove intrusive existing improvements and might answer the following types of questions:
 - Should the tennis courts, outbuildings, and some of the parking be removed?
 - Should grading and landscaping occur on the golf course to restore the historic terrain based upon research on its historic appearance?
 - Should the office and gift shop currently located by Carnton Mansion be relocated to the existing Club House?
 - Should the Club House be transformed into an Interpretive Center for the Battle of Franklin?



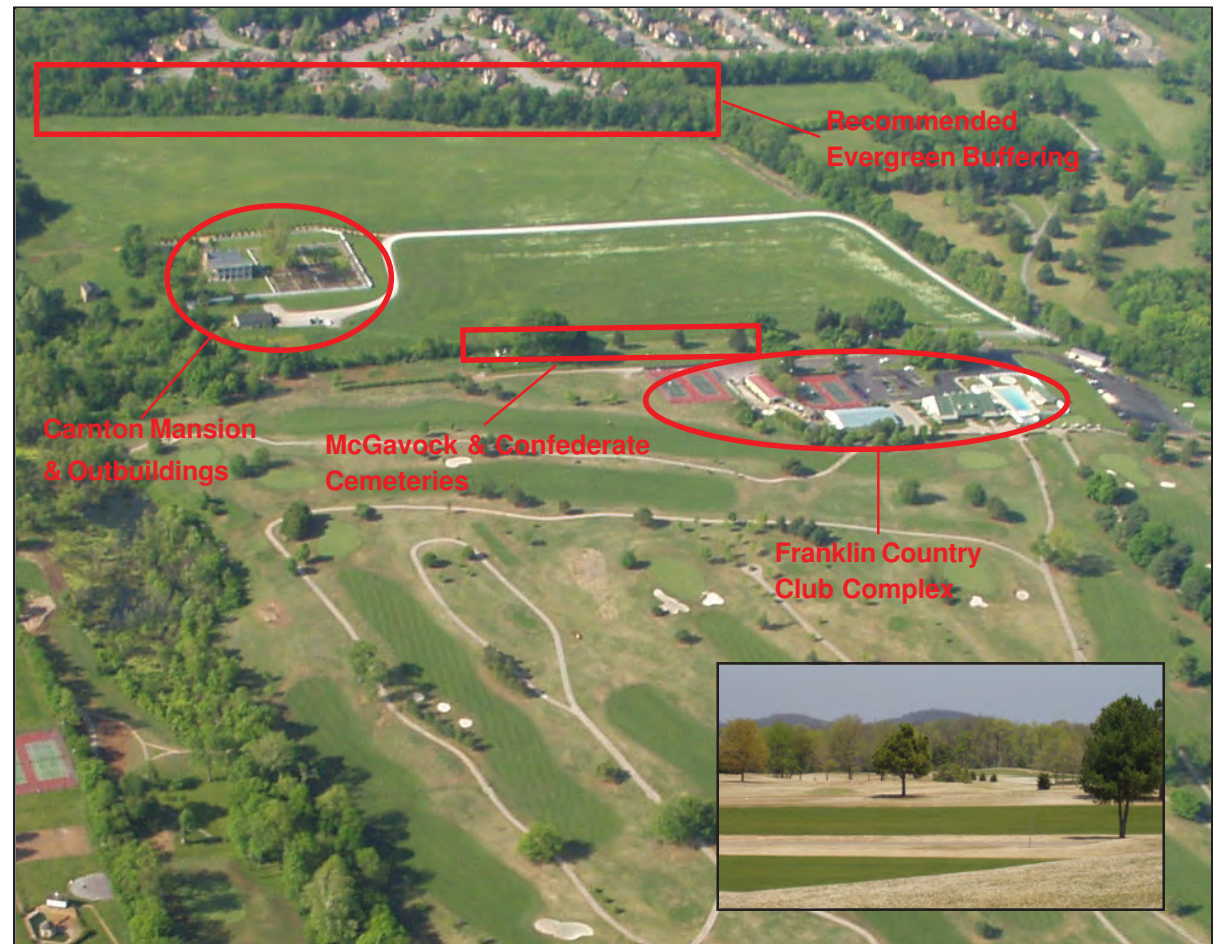
The country club's club house can serve multiple purposes for Carnton, including office space, interpretive exhibits, a gift shop, and rest rooms.



The contrast between the Confederate Cemetery's appearance on the left versus the view on the right, with the country club's tennis courts in the background, is dramatic. The eventual removal of most of these improvements will do much toward returning a sense of dignity to the cemetery. Landscape restoration will be aided by aerial photos taken prior to the golf course, as well as the golf course plans.

"The ground embraced by The Country Club of Franklin played a crucial role in the Battle of Franklin. It was across this very land that A.P. Stewart's Corp advanced... all the time receiving enemy fire... every bit as bloody and vicious as any fighting along Columbia Pike...; this plot of land holds an equal importance to our nation as any piece of battlefield."

- Ed Bearss, Chief Historian, Emeritus -
National Park Service



BATTLEFIELD PARK

Although page 60 summarizes each key recommendation of this plan with respect to priority levels, it is worth noting the plan's top priority here: **It is recommended that the top battlefield priority for Franklin be the proposed transformation of the Franklin Country Club into the Battlefield Park.** This project has been identified as the top priority for the following four reasons in order of importance:

The Battlefield Park is a once in a life-time opportunity. Any good plan must be opportunistic, and so it is with battlefield preservation plans. It has been many years since any opportunity such as this one existed -- a large and significant battlefield site with an owner interested in its preservation. Such an opportunity will likely never occur again. Although no development plans have been submitted, the zoning allows residential development.

The Battlefield Park fills the one glaring void in Franklin's current heritage tourism package. Franklin boasts a broad range of

historic sites that can draw tourists, including historic house museums, a historic downtown and historic neighborhoods. Despite its rich heritage, there is no bonafide "battlefield" to draw tourists. The Carter House and Carnton each attract approximately 37,500 people annually. The Stones River Battlefield in nearby Murfreesboro attracts approximately 250,000 annually. Given its interstate access and many great attractions, there is no reason Franklin could not see similar visitation rates.

The proposed Battlefield Park is a springboard for other nearby sites. Nearby sites that can be leveraged include:

- Carnton Plantation & Confederate Cemetery
- Collins Farm
- Harpeth River & Future Greenway
- Historic Lewisburg Pike

The proposed Battlefield Park's context retains the highest level of integrity of any other key Franklin Battlefield resources. Primary boundaries for this property include Carnton Plantation, the Harpeth River and historic Lewisburg Pike, all with great integrity.

Carnton Plantation is a National Historic Landmark property having a high level of integrity and scenic value. Lewisburg Pike is also historic, retains strong aesthetic qualities and played an important role as a transportation route during the Battle of Franklin. The Harpeth River shares these same qualities with regard to its scenic value and historic significance tied directly to the battle. In contrast, the only other relatively large and undeveloped land associated with the battle is located on Columbia Pike, a road dominated with segments of strip commercial development, and an adjacent rock quarry and factory.

"The ground embraced by The Country Club of Franklin played a crucial role in the Battle of Franklin... this may well be the last chance in our lifetime - the last chance future generations have - to recover and preserve a significant portion of open space battlefield - and return it to battlefield - at Franklin."

- Ed Bearss, Chief Historian, Emeritus, NPS



TODAY



TOMORROW?



.....OR TOMORROW?

COLLINS FARM

During the Battle of Franklin, Confederate General Loring's Division traversed this property and was met by Union cannon fire from Fort Granger. After an unsuccessful charge upon the Union works, many of the Confederates returned to this place seeking the protection from enemy fire provided by a natural ravine. The non-profit Save The Franklin Battlefield, Inc. (STFB) purchased the 3.2-acre property on the Lewisburg Pike with the intention of preserving it as an important part of the battlefield. The property features an old house that has evolved over the years with additions, as well as a log outbuilding. It is uncertain whether the house's origins predate the Civil War. The following recommendations are suggested:

- Conduct a historic structures report to determine the age of the property's buildings.
- If any of the structures date back to the Civil War, consider removal of all buildings and building sections dating after that era, and restore the original structures.
- If all of the structures date from after the Civil War and are not eligible for the National Register, consider their eventual removal.

With respect to conducting a historic structures report, STFB should consult with Middle Tennessee State University's Center for Historic Preservation to see if such a study could be provided at no or little cost through either the Center or the Tennessee Civil War National Heritage Area, which is administered by the Center. Also, it is acknowledged that STFB must still recoup the costs of purchasing the Collins Farm, so the current leasing of the dwelling for residential use may need to continue for several more years, if not indefinitely.



The Collins Farm witnessed heavy fighting as part of Hood's right flank.



Verification of the age of the property's two buildings and their significance might determine the next steps that should be taken.



The property's current use for rental housing helps pay for the mortgage loan and upkeep.

WINSTEAD HILL AREA

Confederate General John Bell Hood used the Harrison House, located south of Winstead Hill, as his headquarters during the Battle of Franklin. Because of their proximity and views, he used Winstead and Breezy Hills as observation points. Furthermore, as confirmed by the historic accounts quoted on page 32, the bases of Winstead and Breezy Hill were used as troop staging and deployment areas from which Hood's numerous disastrous charges departed.

The Sons of Confederate Veterans owns the 17-acre portion of Winstead Hill that includes the observation shelter. The City owns another 67 acres surrounding it. A master plan was prepared for the park in 1995 and many improvements were added to the existing improvements, which already included a parking area, a paved path, an overlook shelter on the north slope of the hill, and interpretive markers. The second phase of improvements occurred further down the slope, including rest rooms and a more extensive path system. Based on current conditions, the following recommendations are made (see next page):



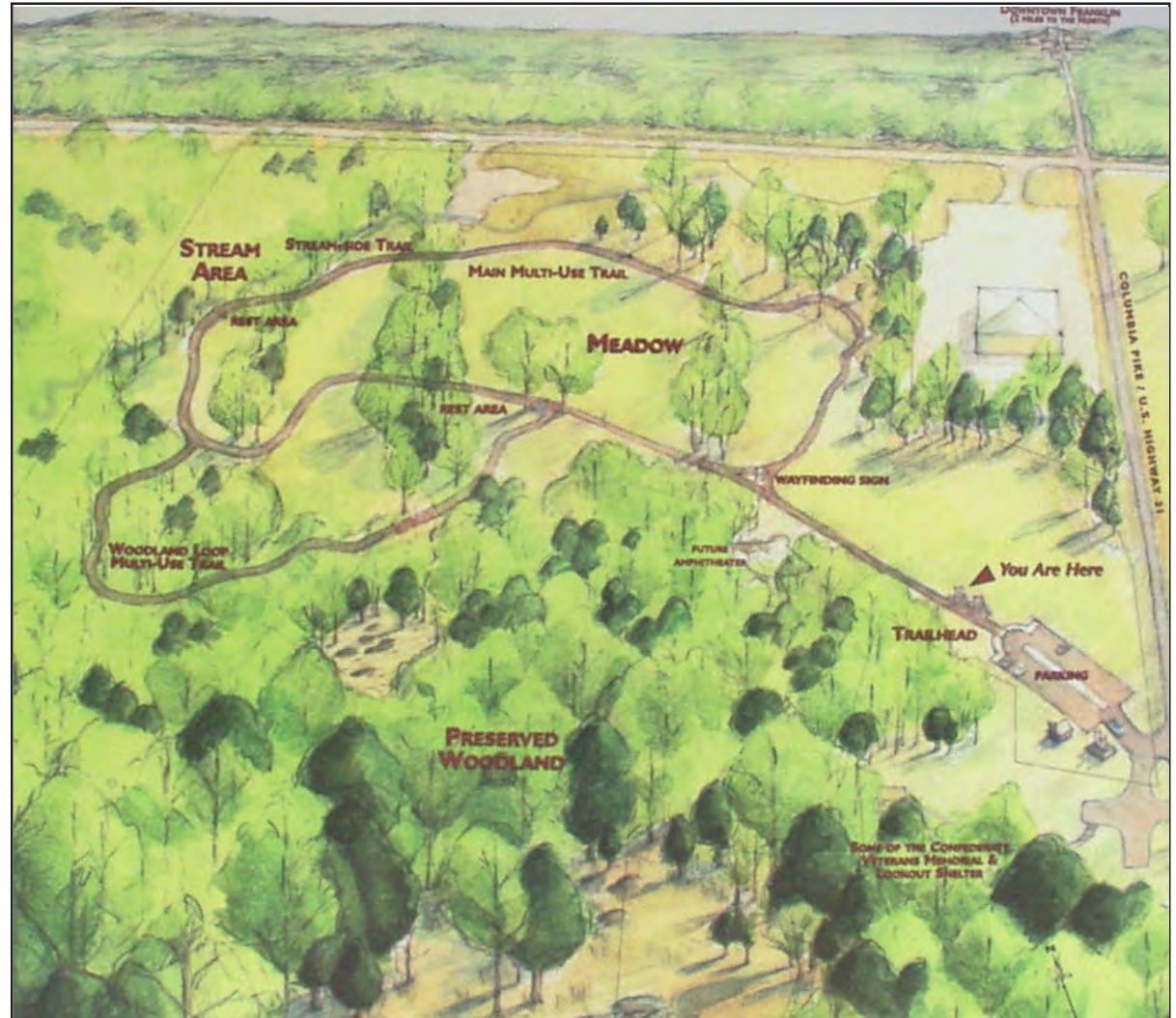
Sign for Winstead Hill



Aerial view of the more recent parking area and trail system at the foot of Winstead Hill.



Public rest rooms and bicycle racks from the more recent improvements at the base of Winstead Hill.



Photograph of one of the more recent interpretive waysides at the base of Winstead Hill.

WINSTEAD HILL AREA

- Clear a small area on the south side of Winstead Hill's summit as an observation point to view the Harrison House, but do so by hand and with expert oversight so as to not significantly impact the terrain.
- Develop a pathway connecting the existing observation shelter on the north slope of Winstead Hill with the proposed observation point on the south side.
- Provide an interpretive wayside exhibit about the Harrison House at the proposed new observation point.
- Pursue a fee simple purchase or conservation easement for neighboring Breezy Hill.



This type of paved pathway at the base of Winstead Hill should be replicated to access a new observation point at the top of the south slope.



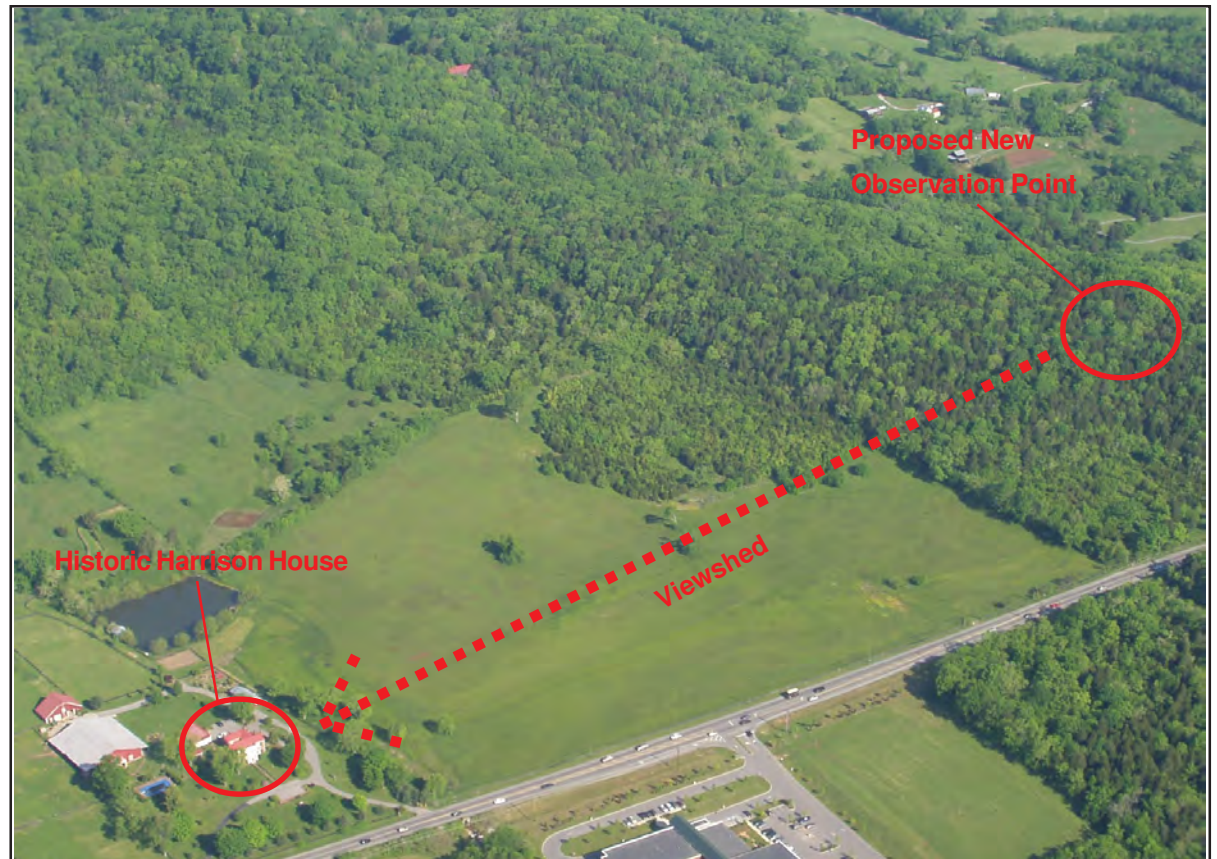
Because the Harrison House is privately owned and not open to the public, a visual connection should be afforded from the top of Winstead Hill.



Existing observation shelter on the north side of Winstead Hill



View from Winstead Hill looking north toward the new commercial development on Columbia Pike

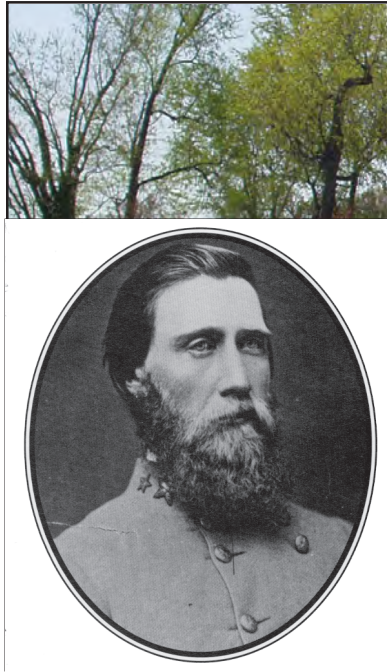


THE HARRISON HOUSE

The Harrison House is a two-story brick Ante-bellum home located on the west side of Columbia Pike just south of Winstead Hill. The house was used by Confederate General John Bell Hood as his headquarters during the Battle of Franklin. From nearby Winstead and Breezy Hills he observed the battle's development and gave orders as needed. The Harrison House was the last place where Hood had pre-battle discussions with several of his generals, some of who would never return from the field.

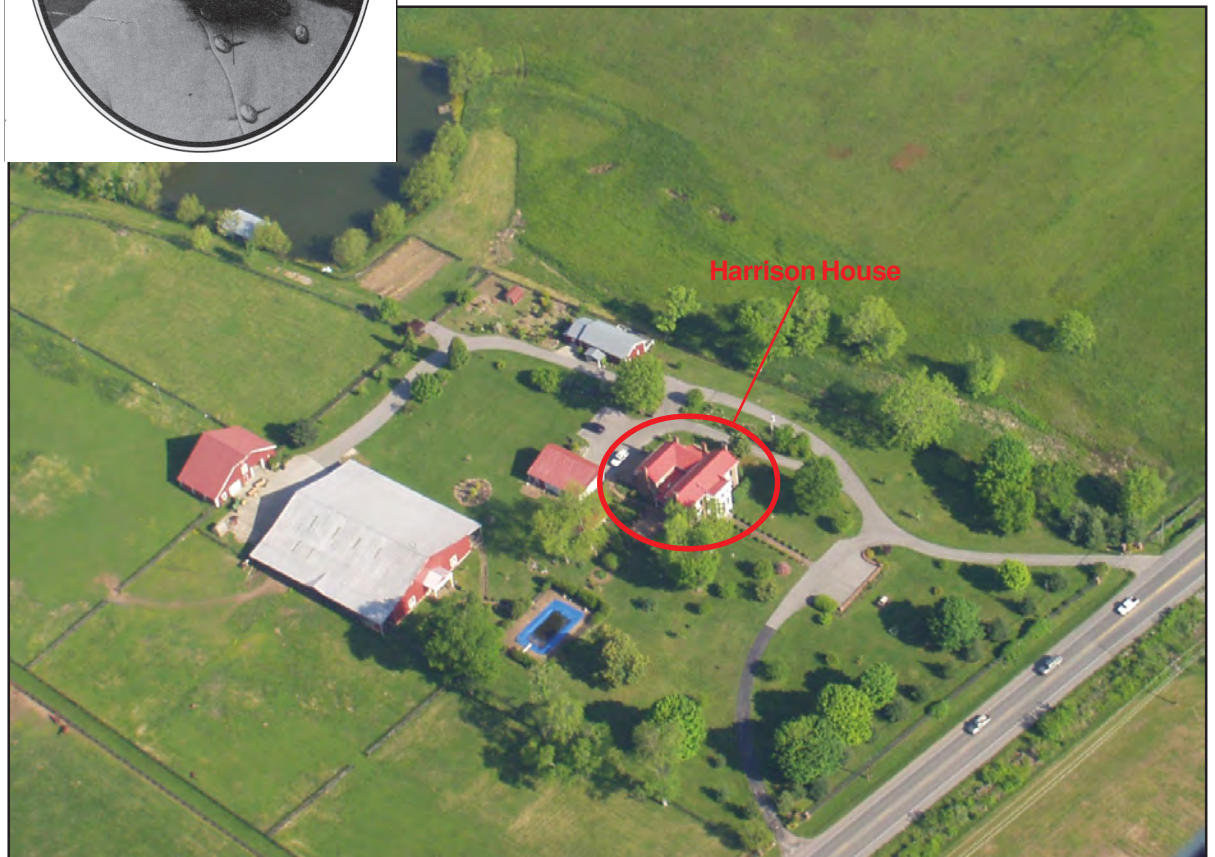
Today the Harrison House and its surrounding property is privately owned. The house has been carefully preserved and its context is in relatively good condition. Although there are several post-war outbuildings near the house, they have been sited in a manner that does not visually compete with the house. The surrounding land is in an open pasture-like state, retaining much of the character it would have had during the 1860s. The only significant negative impact to the house's context is an elementary school that was recently constructed across Columbia Pike from the property. Because of the property's private ownership by a preservation-minded owner, recommendations are limited to the following:

- Pursue long-term protective measures, such as a conservation easement, for the house and surrounding lands from any future negative alterations or development.
- Integrate the house's history into all future interpretation efforts, but make it clear that the property is not open to the public.
- Provide a wayside exhibit about the Harrison House as part of a new observation point on Winstead Hill (see page 45).



General John
Bell Hood

The house's historic facade needs long-term protective measures to insure its future integrity.



When viewed from the road, the Harrison House's prominence on the site manages to visually downplay the adjacent post-war buildings.

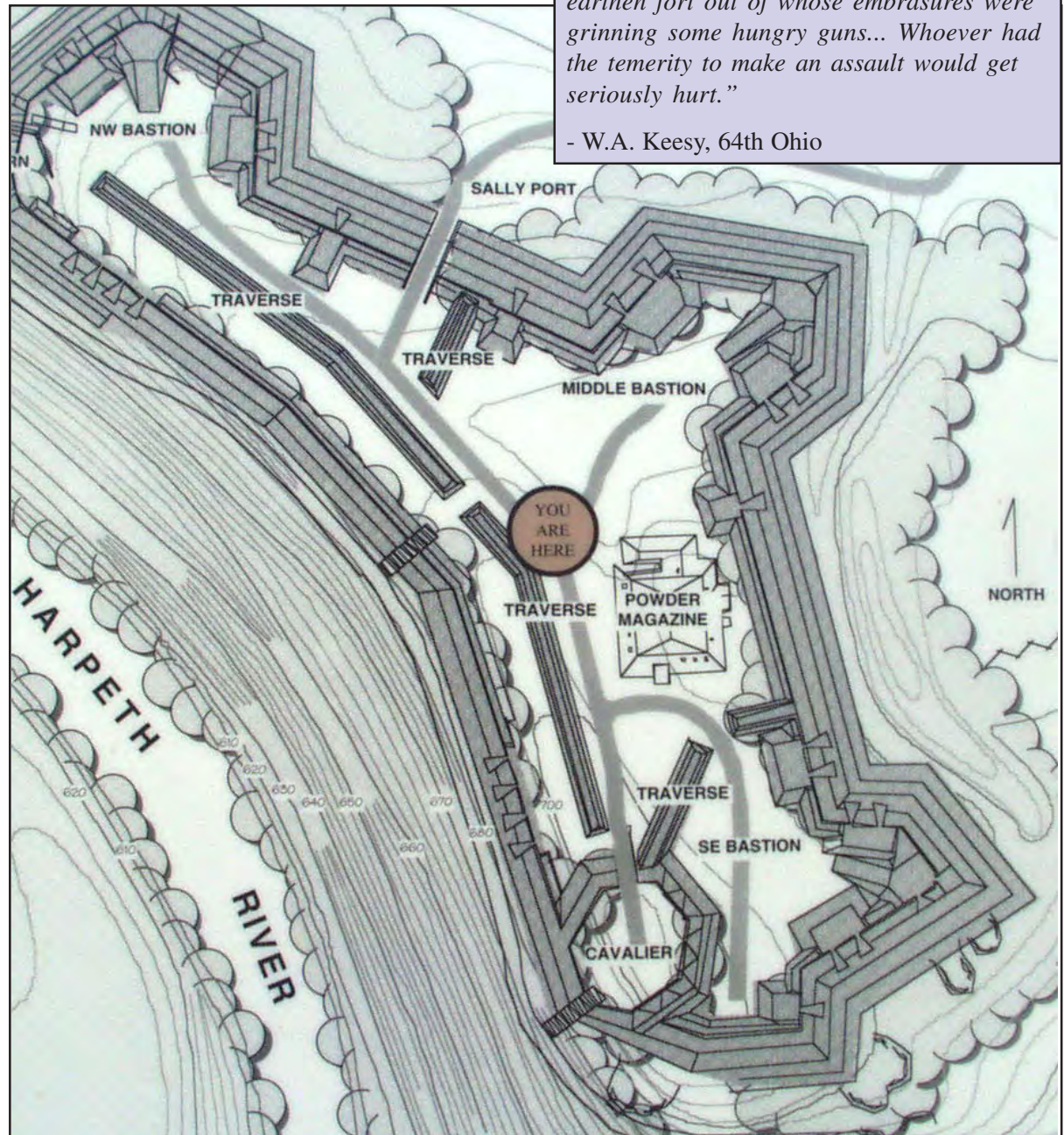
FORT GRANGER

Fort Granger was built by the Union army in early 1863 following their occupation of Nashville and Middle Tennessee. This earthen fort was strategically located to guard the railroad tressel over the Harpeth River, as well as the Franklin - Murfreesboro Road (Hwy. 96 today). Key features include three bastions for positioning artillery, a sally port for access, and a centrally located powder magazine.

The fort is now part of the City's Pinkerton Park, and its contours are extremely well preserved. An interpretation plan was prepared in 1995, and several high-quality interpretive wayside exhibits explain the fort's function and history. However, negative features include poor access, both to the site and within the site. Also, adjacent industrial development is a visible intrusion, and there is only one clear view from the fort that provides an understanding of its strategic position (with the exception of winter months when foliage is not an issue). Fort Granger is not a well-known resource within the broader community, but it has tremendous potential for increased visitation.



This interpretive wayside is one of several high quality exhibits already existing at Fort Granger.



Detailed view of an interpretive wayside illustrating the layout of Fort Granger

"On the bank of the Harpeth river stood an earthen fort out of whose embrasures were grinning some hungry guns... Whoever had the temerity to make an assault would get seriously hurt."

- W.A. Keesy, 64th Ohio

FORT GRANGER

ACCESS

Improvements are needed for both vehicular and pedestrian access, as follows:

Vehicular Access & Parking

- Provide strategically-placed directional signage for both routes to the fort.
- Enhance and expand the small gravel parking lot existing on the north side of the fort.
- Consider extending the existing vehicular access and parking in Pinkerton Park further north toward the fort (if sufficient public support exists).

Pedestrian Access

- Develop a paved path connecting the parking lot north of the fort to the fort.
- Repair and maintain the existing pedestrian facilities (stairways, ramps, etc.) on the south side of the fort.



Although the adjacent business permits parking for the fort, this gravel lot (above left) is the only designated parking. The City-owned strip of land linking the fort and parking lot (above right) should be physically enhanced for access with a trail.



Access to the fort from Pinkerton Park includes facilities in serious need of repair.

VIEWS

Some views at Fort Granger need to be optimized, while others need to be minimized.

Vista Improvements

Views to the west and southwest toward the river, the rail line and the town need to be improved by clearing vegetation at key locations to create vistas that convey the fort's strategic position.

Screening of Intrusions

Indigenous evergreen trees, such as cedars, should be used to visually screen out intrusive views of adjacent industrial uses.



Vegetative screening has been employed to screen some incompatible views, but more is needed.

PROMOTING THE FORT

Although there are still many areas for improvement, even in its current state Fort Granger has much untapped potential for visitation by both tourists and Franklin residents. Progress will first require the following two key steps:

- 1) Aesthetically enhance the site with an eye for detail.
- 2) Promote the fort much more vigorously through written marketing materials and other avenues.



Promoting the fort for increased visitation will require greater attention to aesthetic details, such as remedying this sign's peeling paint.

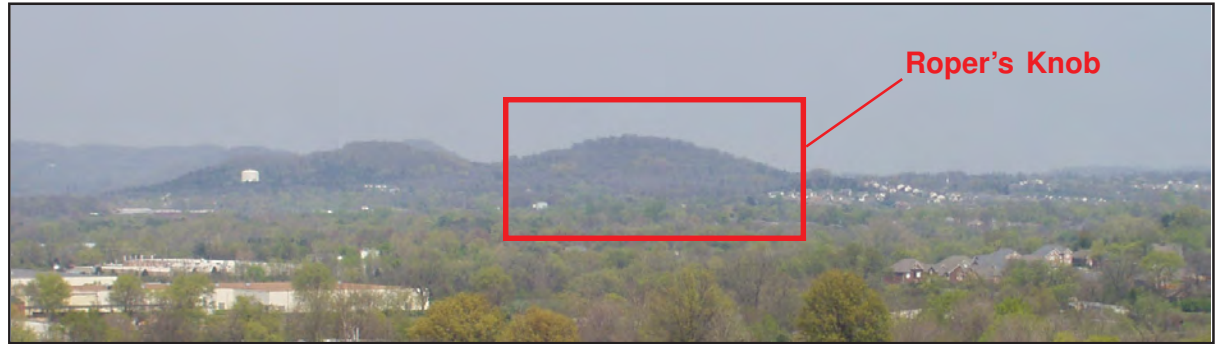
"[Fort Granger] was separated from the town by the river and constituted a permanent fort, which had been constructed there in January, 1863, by Gen. Gordon Granger. This fort was frowning with heavy artillery and siege pieces. From that point the Federals could sweep the plain lying south of Franklin for two miles."

- Hardin P. Figuers
15 year old Franklin resident

ROPER'S KNOB

Located just fifteen miles south of Nashville, Franklin held a strategic position in the Union's line of communications and supplies as well as defense. To secure the Union garrison at Franklin, the army constructed fortifications on surrounding hilltops throughout the area, including a signal station at Roper's Knob. The site served as an important communication post with visibility of six miles in all directions in the Harpeth River Valley. The fortifications at Roper's Knob were constructed between April 19 and May 29, 1863. Approximately 5,000 men accomplished the operation. Each day two reliefs of 600 men worked eight-hour shifts until the work was complete. Captain William E. Merrill, U.S. Topographical Engineer, supervised the construction of the Franklin defenses. Upon its completion, Roper's Knob had a redoubt for four heavy guns, inside which was a blockhouse that could hold sixty men. The fortifications also contained two 4,500-gallon cisterns and a large magazine. Merrill boasted that the site was so secure that "fifty men could hold it against 5,000."

Well fortified, the signal station at Roper's Knob relayed important communications to fortifications in Triune to the east and La Vergne to the northeast, and then to Nashville. Signal stations were important to the Union military effort as they transmitted information regarding the movement of Confederate troops to Union officers. Communications proved especially important during the 1864 campaign of Confederate General John Bell Hood through Middle Tennessee. It is unclear whether artillery was arranged at Roper's Knob in defense of the Confederate mission,



Roper's Knob, the hill on the right, served as a signal point during the Battle of Franklin. Today it serves as an important landmark for Franklin's historic landscape.

but records indicate that it was a possibility. The October 1, 1864 communications of Assistant Adjutant-General B.H. Polk to Major General Rousseau state, "I send down to Franklin this evening two 3-inch Parrots and 400 rounds of ammunition. Shall any guns go upon Roper's Knob, or shall all go in the large fort?"

Following the Battle of Franklin on November 30, 1864, Roper's Knob, along with the other Franklin fortifications, was abandoned by the retreating Federal army. After the Union victory at the Battle of Nashville in mid-December, Roper's Knob was again reoccupied by Federal forces until the end of the war. The outer entrenchment and redoubt at Roper's Knob remain clearly discernible and well defined, and have only experienced natural erosion. The high peak, with its commanding view of the surrounding valley, combined with the high integrity of the earthworks, conveys a strong sense of its historical period.

Today the 22-acre summit is owned by the State of Tennessee, and 36 acres of the south face was recently given to the City by the Heritage Foundation. An archaeological survey has been

conducted by the State, but no interpretive plan has been prepared. The property is not open to the public, although Save The Franklin Battlefield (STFB) has gained permission to lead tours to the summit on several occasions. The following recommendations are provided for Roper's Knob:

- Create a small parking area at a point closest to Roper's Knob via public roads.
- Develop an improved trail connecting the proposed parking area with Roper's Knob.
- Provide interpretive wayside exhibits to tell the story of Roper's Knob.
- Conduct an archeological survey prior to any physical work on the site.

"Once we've lost these battlefields, we will never get them back. It's like destroying a rain forest, you can't resuscitate it. These battlefields, they're so important to our history. Unhappily, not enough people in this country really relate to that."

- Senator Dale Bumpers, Arkansas

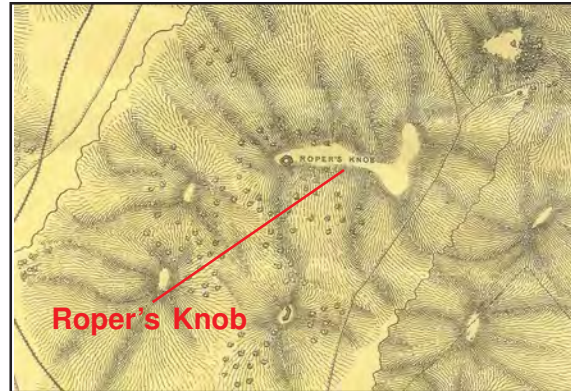
CEDAR HILL

This one-acre parcel is owned by Save The Franklin Battlefield Association and lies just southwest of Liberty Pike and Mack Hatcher Parkway. The adjoining one-acre parcel to the east is owned by a neighborhood association. The parcels are landlocked by subdivisions and are not accessible from the street. The property is not open to the public. Both parcels are wooded and, together, contain a Civil War lunette earthwork and were the southeast strong point of the Fort Granger complex. There are several houses on the north face of Cedar Hill that cover about five acres. If these houses were acquired and removed, a park of about seven acres could be assembled fronting on Liberty Pike. The following recommendations are provided:

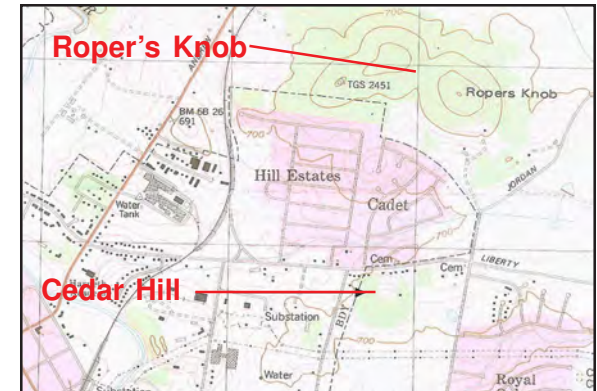
- Create a small parking area at a point closest to Cedar Hill via public roads.
- Develop an improved trail connecting the proposed parking area with Cedar Hill.
- Provide interpretive wayside exhibits to tell the story of Cedar Hill.

"It's what the veterans wanted, to create these parks, where people from a future time could ponder the suffering and terror of their own time, and realize that somehow we had progressed to a better time. So when these battlefields are destroyed, we lose that, we lost that ability. And before long it's just one more strip of asphalt, it's not a place of sacrifice, it's not a place to ponder, it's not a place to learn. It's just another faceless, nameless bit of urban sprawl."

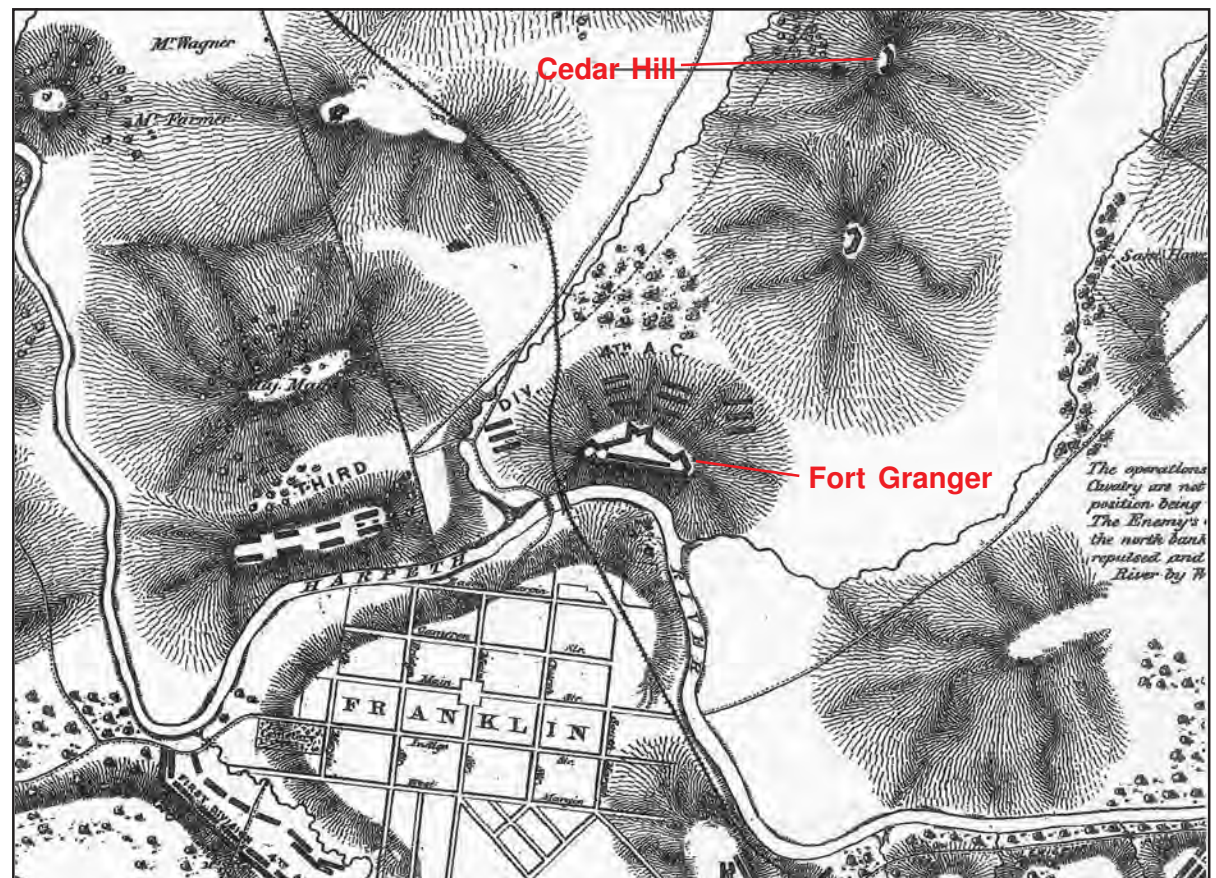
- Brian Pohanka, Civil War Historian



Roper's Knob, which consisted of a lunette and four cannon, is located just north of Cedar Hill.



This USGS map illustrates the geographic relationship between Cedar Hill and Roper's Knob.



Compared to today's Franklin, the 1860s Franklin was simple: a small gridded town, a river, some rail lines, and surrounding hills capped with Union fortifications.

OTHER SITES

UNION TRENCH LINE AT HWY 96

A swale historically identified as part of the Union earthworks remains visible adjacent to State Route 96 approximately 500 feet west of the intersection of Fair Street. This section of earthworks has not been fully recorded and no archaeological investigations have taken place. This location holds potential for future interpretation, such as a pull-off from State Route 96 and wayside exhibits. However, this section of earthworks should be studied in more detail to ascertain its length and degree of integrity. For a map location of this site, see site #9 on the “Downtown Franklin Inventory of Resources” map (Appendix E).

FRANKLIN TURNPIKE BRIDGE ABUTMENT

Between First Avenue and Bridge Street on the west bank of the Harpeth River are the cut stone abutments of the Franklin Turnpike Bridge. These abutments pre-date the Civil War and are remnants of the Franklin Turnpike Bridge, which stood at this location until 1927. The first bridge at this location was built in the early 1800s, and a covered bridge was at this location in 1861. This bridge was burned and rebuilt several times during the war. The bridge site was the location of fighting on December 17, 1864, during Hood’s retreat following the Battle of Nashville. The stone abutments remain visible, but are overgrown, and the area is generally neglected. This location holds potential for interpretation as Franklin’s historic bridge crossing and the fighting of December 17th. See recommendations for interpretation on page 53. For a map location of this site, see site #14 on the “Downtown Franklin Inventory of Resources” map (Appendix E).

BERRY CIRCLE PARCEL

The Berry Circle parcel consists of a 1.5 acre tract at the dead-end of Berry Circle off of Lewisburg Pike. This tract is at the crest of a hill, and two batteries of Union artillery were posted in this approximate location during the battle. This high ground west of the railroad provided an advantageous artillery position to fire upon Stewart’s Corps as it advanced. Battery M of the 4th U.S. artillery and Battery G of the 1st Ohio Artillery were posted on this high ground during the battle. This site remains in open space and offers an opportunity for acquisition. The location is appropriate for the siting of cannon and wayside exhibits detailing the role of artillery in the Battle of Franklin. However, given the sites location at the end of a quiet residential street, it is recommended that substantial input and support be gained from neighboring residents before pursuing this site’s interpretation and publicity. For a map location of this site, see site #19 on the “Downtown Franklin Inventory of Resources” map (Appendix E).



DOWNTOWN AREA

The original town of Franklin, what is considered the downtown area today, played a central role in the Civil War and the Battle of Franklin. In the early days of the war, it was the scene of celebration and excitement over the fresh idea of secession. After Bragg's defeat at Murfreesboro and the construction of Fort Granger by Federal forces in early 1863, it was an occupied community living in fear. On November 30, 1864, Franklin's downtown was a place of terror and carnage. Following the battle, it was a place of despair and suffering, as many buildings became hospitals for the wounded.

There are three important reasons to focus attention on the many Civil War-era buildings located in and near Downtown Franklin. First, a complete understanding of the Battle of Franklin cannot be achieved without an understanding of the role of the town, and the best way to interpret that history is through the surviving tangible buildings. Secondly, without such an understanding and appreciation of these buildings by Franklin's citizens and community leaders, their long-term preservation will remain in jeopardy. Thirdly, Franklin's downtown is a community treasure far beyond it being a living and breathing Civil War artifact. To remain economically vibrant and safely preserved, it needs to benefit from heritage tourism. In a survey conducted several years ago by Main Street Gettysburg, it was learned that only one fourth of their battlefield visitors ever visited Downtown Gettysburg. As Franklin's Battlefield is better preserved, enhanced and interpreted in future years, the economic benefits of heritage tourism must be leveraged for downtown.

"I devoted my time while in Franklin, to visiting the hospitals; in one room of Brown's Division hospital, in the Court House, I dressed a goodly number of wounds."

- Dr. Charles Quintard, chaplain and doctor
1st Tennessee



Court House - used as a post-battle hospital.



Truett House - used as Schofield's headquarters.



Dr. McPhail's Office - another Union headquarters.



Masonic Lodge - used as a hospital after the battle.



Historic Bank building on Main Street - used as a hospital after the battle.

"I started up through the town on the street upon which I had come... But what a scene confronts me now! One hour ago this fair street was a thing of beauty... I can not walk upon the sidewalks now. They are literally covered with wounded, dying and dead men. These are laid with their heads toward the fence and buildings, their feet toward the street."

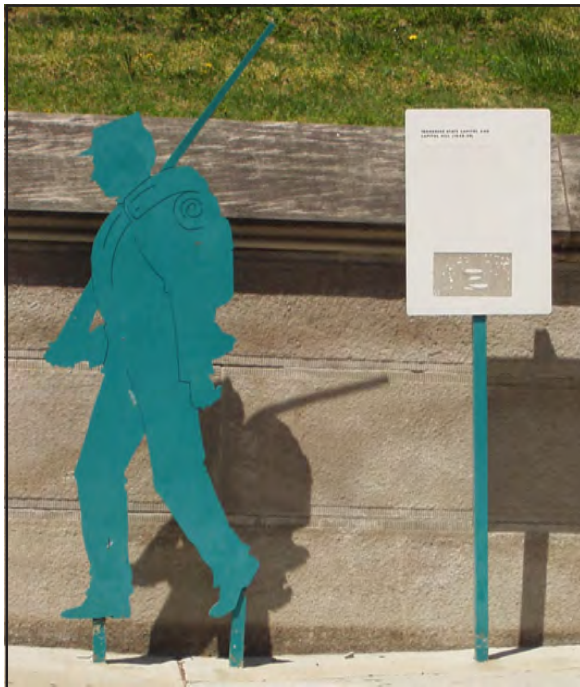
- Keesy, 64th Ohio

DOWNTOWN AREA

The following measures are recommended for the Downtown Franklin area as it relates to the Battle of Franklin:

WALKING TOUR BROCHURE

An excellent driving tour brochure for the overall battlefield already exists, although it is currently out of print. However, a walking tour brochure focusing specifically on Downtown Franklin during the Civil War does not presently exist. There are numerous buildings and sites within downtown that have a rich story to tell, and this would be another way to attract battlefield visitors to downtown. The brochure should include a map with numbered sites correlated to descriptive text. It should also include high-quality graphics and an attractive design.



This type of silhouette wayside exhibit could interpret a variety of Civil War-era characters.

SILHOUETTE WAYSIDES

Silhouette interpretive waysides would consist of the two-dimensional forms of people who represent a broad cross-section of people associated with the Battle of Franklin. They would be made of metal, painted a single color, and have a form that is distinctive and fitting for the character portrayed. The characters should be based upon historic research, and examples might include a U.S. general, a C.S. general, a U.S. soldier, a C.S. soldier, a captured soldier, a wounded soldier, a military physician, a female resident, a slave, a child, and perhaps even a dog such as the 104th Ohio's "Old Dog Harvey" (see "Acknowledgements" page of this document). Each life-size silhouette would also be accompanied by a small plaque with text to tell the story.

COURT HOUSE EXHIBIT

Because the Court House is a public facility and presently transitioning to serve new uses, this would be a unique opportunity to allocate a small, but very accessible, space in the building to interpret the building's role as a post-battle hospital. It is recommended that the space be displayed and interpreted in a manner that does not require it to be staffed. Plexiglass could be used between any displays and visitors, and displays might include a re-creation of a doctor administering aide to a wounded soldier. The story could be told with either written text or an audio tape.

BRIDGE INTERPRETATION

The bridge over the Harpeth was critical to troop movements. The original bridge site should be cleared of vegetation to better expose the original stone abutments, and a high-quality interpretive wayside exhibit should be installed. See page 52 for details.

VISITORS CENTER

The recommendation for a downtown Visitors Center is already addressed on page 35, but its importance to both the battlefield and downtown make it worth reiterating here. The former County Library appears to be the optimal site, but a feasibility study of that and other candidate sites is needed.



Confederate Monument - erected on November 30, 1899 - 35 years after the battle.

"...he took another big drink and he told me he didn't reckon I would live long enough to see it, but that some day there would be a wonderful Confederate Monument built on the square with the money the ladies sewing societies and dinner groups were making."

- Horace German - Franklin resident citing his grandfather's comments in 1896

DOWNTOWN AREA

By 5:00 PM on November 30th, 1864, approximately one hour of combat had occurred at the Battle of Franklin and casualties were already beginning to mount on both sides. Dozens of buildings in Franklin were quickly transformed into field hospitals for tending to the wounded. Some buildings continued in use as hospitals for the next two weeks, until Hood's army retreated from Nashville through Franklin, in which case the wounded were either reunited with the army or captured shortly afterward by the federals. The wide range of buildings that were used as hospitals included churches, shops, governmental buildings and private homes. Over 30 surviving buildings have been identified in Franklin among those that were used as hospitals.

The distinctive flag used to designate hospitals had a yellow field with a green letter "H" centered in the middle. As a means of underscoring the impact of the battle's aftermath on Franklin, it is recommended that hospital flags be recreated and displayed at all buildings in Franklin that would have served as a temporary hospital during or after the battle. It is recommended that flags only be issued to properties that are known to have been hospitals or are highly likely to have been hospitals.

See Appendix B for more information on hospital properties in Franklin.



The Lotz House could display a hospital flag.



Source: Echoes of Glory: Arms and Equipment of the Union - Time-Life Books, 1991

In 1862 the federal army adopted a yellow flag to designate hospitals and in January of 1864 the green letter "H" was added.



Source: The Fighting Men of the Civil War - William C. Davis, 1989

Federal ambulance corpsman and hospital steward with flag in background.

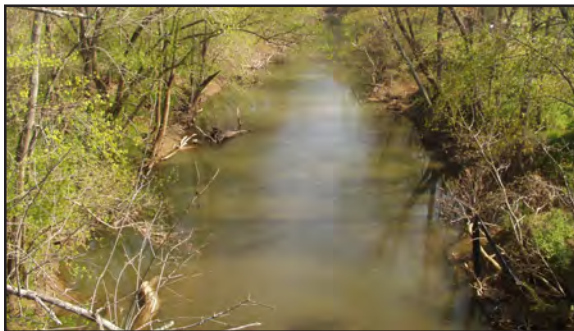
LINKING THE SITES

Because so much of the Franklin Battlefield has been developed, one of the greatest challenges is to link the few remaining sites in a cohesive manner to tell the battle's story. This plan proposes four general approaches to achieving this objective, as follows:

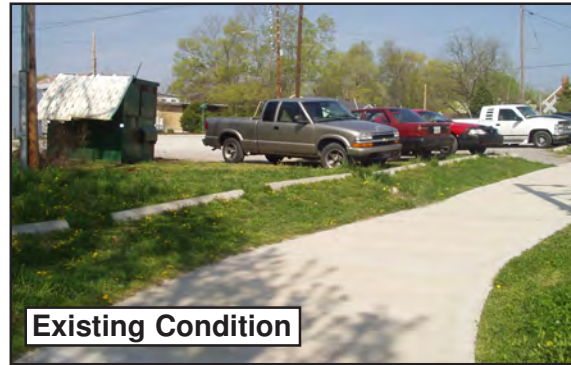
- Enhance the battlefield's existing greenways
- Expand the City's existing greenway system to link more Civil War sites
- Adopt public policies to improve the appearance of key traffic corridors, such as Columbia Pike
- Reprint the existing driving tour brochure

"When I arrived... at the pontoon bridge across Harpeth River, about a half mile from where I was captured, I saw hundreds of stragglers from the Federal army huddled and attempting to cross the stream, but were kept back by officers with drawn swords and pistols, who were urging them to return to the field."

- C.S. Brigadier General Gordon

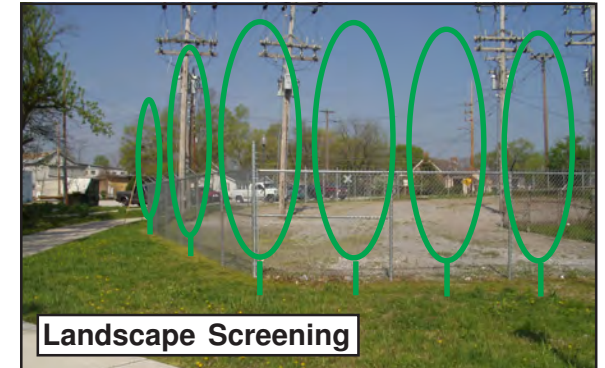


During the Battle of Franklin, the Harpeth River was an important landmark. Today it can serve as part of the framework for a greenway system linking various battlefield sites.



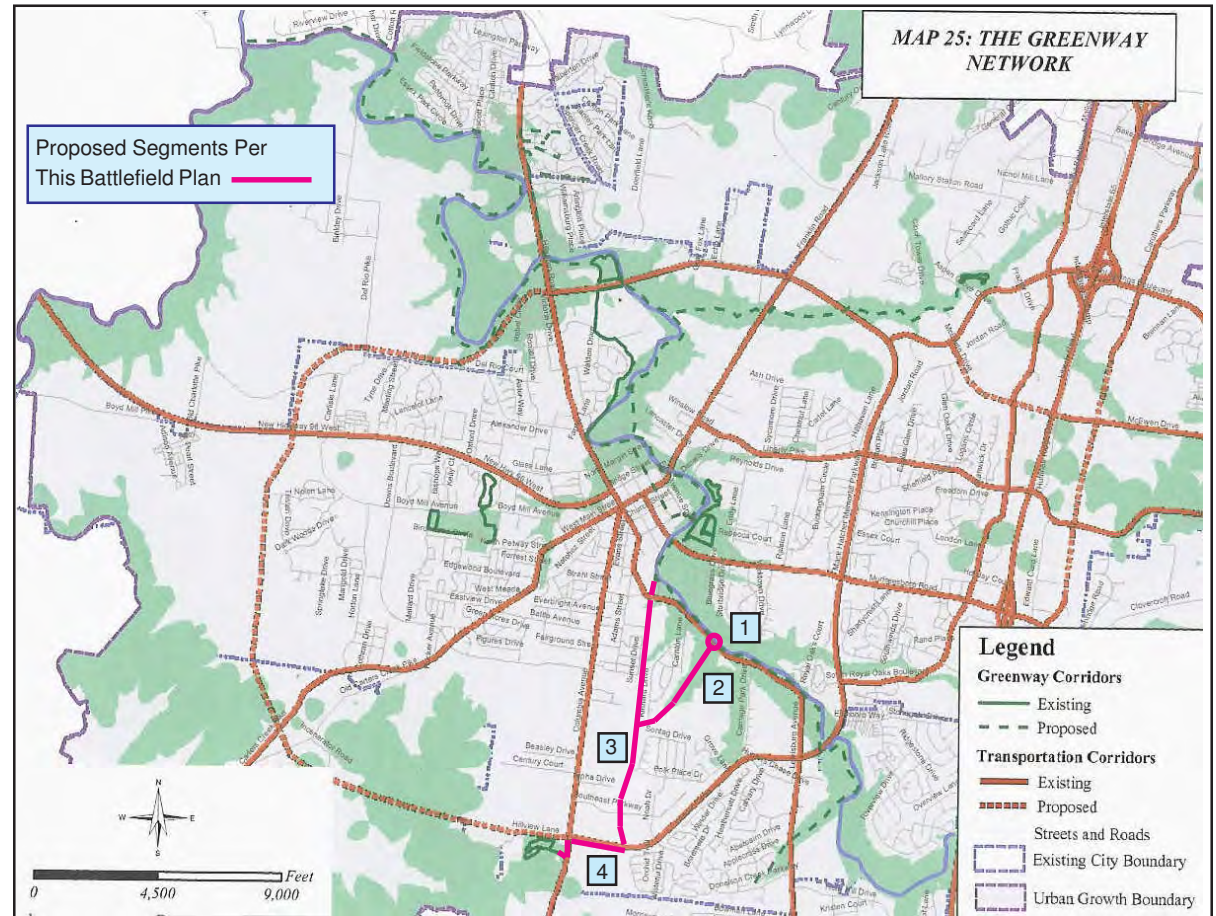
Existing Condition

This existing pathway links Fort Granger with the historic freight depot and associated parking (shown above) on the other side of the river.



Landscape Screening

This electrical substation, directly adjacent to the parking area shown at left, needs peripheral ever-green landscaping to visually screen it.



Map from the City's 2004 Land Use Plan showing existing and proposed greenways, including per this plan.

LINKING THE SITES

GREENWAYS ENHANCEMENT

As illustrated on the map on the previous page, Franklin's existing greenway system consists primarily of random isolated trails associated with specific park areas. The one exception to this rule is the segment of greenway along the Harpeth River's floodplain just north of the downtown. The greenway segment associated with Fort Granger, as previously discussed on page 48, is a good example of the types of improvements needed for the existing greenway system. These improvements include the following:

- Repair greenway facilities such as the damaged wooden stairway on the south slope of Fort Granger.
- Improve parking areas at greenway trailheads through landscaping and other aesthetic enhancements.

GREENWAYS EXPANSION

The map on the previous page is from the City's Land Use Plan, and it illustrates existing and proposed greenways. It also includes new greenway segments proposed by this plan. Below is a description of each proposed new section as numbered on the map:

1) New Bridge: A photograph of this site is provided above right where rip rap has been recently installed to stabilize the bank. This bridge would get users from the City's proposed greenway system on the north side of the river to the south side to connect with this plan's recommended segment #2.



In addition to streams such as the Harpeth River, rail lines can serve as excellent corridors for greenway systems.



This existing pedestrian bridge linking the Fort Granger site with the historic train depot parking lot is a good model for additional future bridges.



Located adjacent to the current Franklin Country Club, this rip-rap area on the Harpeth River is an ideal location for a pedestrian bridge that could link Fort Granger with Carnton Plantation.



This cleared area across the river from the rip-rap area shown at left, and accessed by the Lewisburg Pike, could serve as an excellent trail headway and parking area for the potential pedestrian bridge.

2) Carnton Segment: This proposed segment would connect the proposed new bridge with this plan's proposed greenway segment #3. It would traverse the golf course property and Carnton Plantation.

3) Rail Line Segment: This segment connects a section of the City's proposed green-

way along the river with Mack Hatcher Parkway far to the south by paralleling the existing rail line.

4) Mack Hatcher Segment: This proposed new greenway segment connects segment #3 with Winstead Hill and its existing greenway.

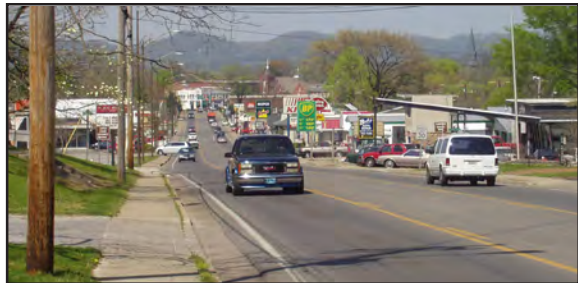
LINKING THE SITES

IMPROVING CORRIDORS

In 2000, the Heritage Foundation commissioned a project to prepare design guidelines for Columbia Pike from its northern termination downtown at the “Five Points” to the City’s boundary at the south end. That document, funded through an American Battlefield Protection Program grant through the National Park Service, has never been adopted. The guidelines defined three distinct segments of Columbia Pike, which included:

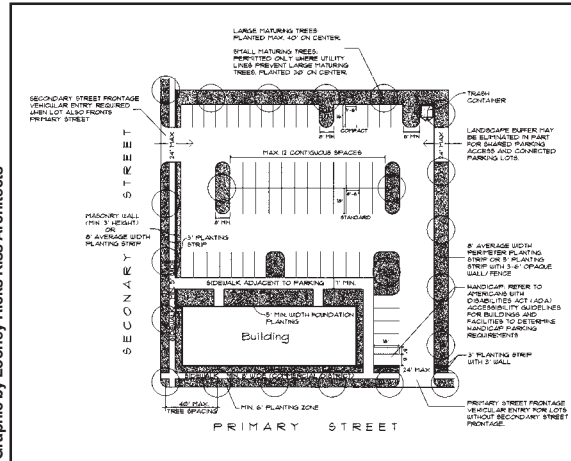
- A historic urban segment from Five Points to the Carter House
- A historic residential segment from the Carter House to Fairgrounds Road
- An industrial segment from Fairgrounds Road to the City boundary

The Columbia Pike Design Guidelines would reinforce the positive aspects of the road’s existing character. While substantial public input will be required, it is recommended that these guidelines be adopted to enhance this important corridor. A streetscape project with wider sidewalks, buried power lines, street crosswalks and shade trees would also help the corridor tremendously.



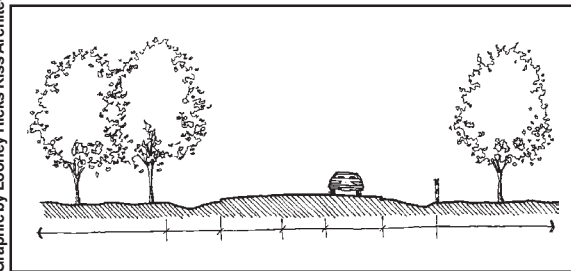
Although adopting development policies to improve the appearance of Columbia Pike will not save battlefield lands, improved aesthetics can heighten the overall visitor experience.

Graphic by Looney Ricks Kiss Architects



This conceptual site plan from the guidelines illustrates the desired development pattern for the northern and most urban segment of Columbia Pike.

Graphic by Looney Ricks Kiss Architects



This street cross-section illustrates the rural green edge character most appropriate for the southern industrial segment of Columbia Pike.

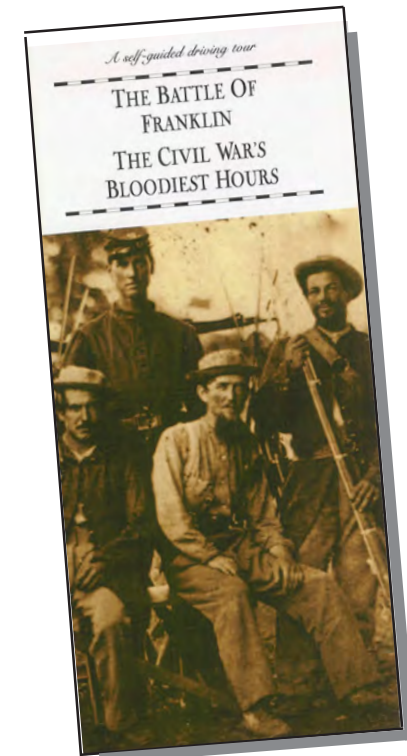
“You can almost hear the rifles, you can almost see the men standing eyeball to eyeball a few yards apart firing point blank at each other. Those things are exhilarating from a historical standpoint, but they are very sobering so far as war is concerned. Children ought to be exposed to that so they understand why we’re still a great nation, and why we’re one nation instead of two.”

- Senator Dale Bumpers, Arkansas

DRIVING TOUR BROCHURE

A wonderful driving tour brochure for the battlefield has already been prepared. It is well written and well designed, and it is a useful tool for navigating and understanding the battlefield. Unfortunately, the brochure has been out of print for several years.

It is recommended that the brochure be reprinted in large numbers for distribution in area hotels, restaurants, visitors centers and similar locations. Depending upon available funding, it should also be distributed along Interstate 65, as far south as Birmingham and as far north as Louisville.



This driving tour brochure is currently out of print, but it needs to be reprinted in ample supply.

PRIORITIES & IMPLEMENTATION

The 25 key recommendations on the following page are explained on the *pages* cited to the immediate right of each. The recommended *responsible party* is the organization that would seem to be most appropriate based upon the nature of the recommendation and the mission and activities of the organization. Cited organizations would be appropriate to take the lead, but may require support from other groups. The three *priority* levels are based upon each recommendation's relative level of importance in preserving and interpreting the Franklin Battlefield. The *cost* and *time-frame* categories are defined below (time-frames are based upon completion dates):

Cost

Low: Below \$25,000

Moderate: \$25,000 - \$100,000

High: Above \$100,000

Time-Frame

Short-Term: Year One (1)

Mid-Term: Years Two (2) through Three (3)

Long-Term: Years Four (4) through Five (5)

Applying these considerations and definitions to the 25 key recommendations of the plan results in a total of eleven recommendations considered to be "high priority," nine considered to be "moderate priority," and five considered to be "low priority." Prioritizing the plan's many recommendations can be a somewhat subjective process, and the priorities must ultimately be established - and periodically revised - by the community. Therefore, the number sequencing of each recommendation is not in any particular order of pri-

ority. However, because of the need for the plan to provide a few large targets on which to aim, a "top three" list has been developed and ranked in order of importance, as follows:

Priority #1:

Creation of a Battlefield Park

This once-in-a-life opportunity can fill the one glaring void in Franklin's existing heritage tourism package: a single site promoted as a Civil War battlefield. It entails the transformation of the existing Franklin Country Club back to its original appearance as a historic landscape. See pages 41-42 for details.

Priority #2:

Carnton Plantation Enhancements and Battlefield Interpretation

Because the realization of Priority #1 may be several years away, this recommendation can provide an opportunity to more effectively interpret the battle, especially the eastern flank of the battle. It can also help to attract more heritage tourists. See page 40 for details.

Priority #3:

Carter House Integration of the Old High School Gym Site

As a critical location for the Battle of Franklin, as well as the best existing interpretive center for the battle, the Carter House property is an extremely valuable resource that needs further expansion and enhancement. Although the acquisition of the adjacent former high school property is now a mere technicality that will happen in the near future, the successful integration of the property should be the third highest priority for this plan. See pages 37-39 for details.

"This ground was quite literally watered with blood. People fought and died here for their beliefs, for their ideals, and that's what we have to remember about these sites. It's not about brigades and divisions and corps and tactics and strategies. It's about human beings."

- Brian Pohanka,
Civil War Historian

PRIORITIES & IMPLEMENTATION

No.	Recommendation	Page #	Responsible Party	Cost	Time-Frame	Priority
A. High Priority						
A-1	Battlefield Park - Land Acquisition & Improvements	Page 41 - 42	City & Other Parties	High	Short-Term	High
A-2	Carnton Plantation - Enhancements & Battle Interpretation	Page 40	Carnton Plantation	Low/Mod.	Short-Term	High
A-3	Carter House - Integration of the Old High School Gym Site	Page 38	Carter House	Moderate	Mid-Term	High
A-4	Carter House - Linkages with the Lotz House	Page 39	Carter House & Lotz House	Low	Mid-Term	High
A-5	Carter House - Reclamation of the Cotton Gin Site	Page 39	Heritage Fnd. & Carter House	High	Long-Term	High
A-6	Winstead Hill Area - Conservation Easements	Page 44 - 45	To be determined	High	Mid-Term	High
A-7	Harrison House - Long-Term Protective Measures	Page 46	Property Owners	Low	Short-Term	High
A-8	Fort Granger - Access, Views & Promotion Improvements	Page 47 - 48	City	Low/Mod.	Short-Term	High
A-9	Linking the Sites - Greenways Enhancements	Page 57	City	Moderate	Short-Term	High
A-10	Linking the Sites - Improving Corridors: Design Guidelines	Page 58	City	Low	Short-Term	High
A-11	Linking the Sites - Driving Tour Brochure	Page 58	Williamson County CVB	Low	Short-Term	High
B. Moderate Priority						
B-1	Franklin Visitors Center	Page 35	Williamson County CVB	High	Mid-Term	Moderate
B-2	Battlefield Interpretive Center	Page 36	To be determined	High	Long-Term	Moderate
B-3	Carter House - Addition of Properties to the South	Page 38	Carter House	High	Long-Term	Moderate
B-4	Collins Farm - Enhancement & Interpretation	Page 43	Save The Franklin Battlefield	Moderate	Mid-Term	Moderate
B-5	Winstead Hill Area - Observation Point & Wayside	Page 45	City & Other Parties	Low	Short-Term	Moderate
B-6	Freight Depot - Interpretation & Possible Visitors Center	Page 51	Williamson County CVB	Low/High	Mid-Term	Moderate
B-7	Downtown Area - Silhouette Waysides	Page 54	Williamson County CVB	Moderate	Mid-Term	Moderate
B-8	Downtown Area - Hospital Flags	Page 55	Save The Franklin Battlefield	Low	Short-Term	Moderate
B-9	Linking the Sites - Greenways Expansions	Page 57	City	High	Mid-Term	Moderate
C. Low Priority						
C-1	Roper's Knob & Cedar Hill - Access, Interp. & Enhancement	Page 49 - 50	City	Low/Mod.	Long-Term	Low
C-2	Downtown Area - Walking Tour Brochure	Page 54	Williamson County CVB	Low	Short-Term	Low
C-3	Downtown Area - Court House Exhibit	Page 54	Williamson County CVB	Low	Long-Term	Low
C-4	Downtown Area - Bridge Interpretation	Page 54	Williamson County CVB	Low	Long-Term	Low
C-5	Linking the Sites - Improving Corridors: Streetscapes	Page 58	City	High	Long-Term	Low

FINANCIAL SOURCES

The primary source of funds for battlefield protection efforts come from governmental and private non-profit organizations. While governmental funding sources are relatively limited, the number of private non-profit organizations involved in battlefield protection issues has grown substantially over the last few years. Below is a concise summary of such sources:

PRIVATE SOURCES

Private non-profit organizations involved with Civil War heritage protection, as well as those indirectly involved with related issues, such as open space and farmland preservation, include the following:

Civil War Organizations

Several Civil War organizations exist at the national, state and local levels, and some have considerable funds available for “eleventh hour” land acquisitions. The best-known and most effective national organization is the Civil War Preservation Trust (CWPT). The CWPT has preserved more than 16,000 acres of endangered battlefield land at more than 80 sites in 19 different states. *This plan’s proposal for the transformation of a golf course into a Battlefield Park is an excellent candidate for CWPT funding.* Tennessee’s state-wide private organization dedicated specifically to the preservation of Civil War battlefield lands is the Tennessee Civil War Preservation Association (TCWPA). Although this organization has not yet actively protected any battlefield lands, it only recently hired a part-time director and began fund-raising efforts, so gains are expected in the near future. At the local level, the Save The Franklin Battlefield

(STFB) group is an extremely capable organization that has already protected land, most recently at the Collins Farm.

Historical Organizations

The historical organization with the greatest potential for helping to preserve the Franklin Battlefield is the Heritage Foundation of Franklin and Williamson County. As the sponsors of this plan, the Heritage Foundation has a history of preserving some of Williamson County’s most important Civil War sites. The group was instrumental in protecting sites such as Winstead Hill and Ropers Knob, and even where it has not been a major financial contributor, the organization has served as the catalyst for major preservation victories. *The Heritage Foundation could serve an important role as the holder of conservation easements such as the one suggested for the Harrison House.*

Environmental Organizations

Although environmental organizations do not typically give high priority to Civil War resource protection, they are certainly interested in protecting natural open spaces, so there is clearly an overlap. Groups such as the Nature Conservancy, the Trust for Public Land and the Conservation Fund have been extremely active in protecting thousands of acres of land all across the country and should be considered potential allies for Franklin’s battlefield protection efforts. The Conservation Fund’s Civil War Battlefield Campaign has protected over 81,000 acres of battlefield lands through 73 projects in 13 states, including helping to save 57 acres at Franklin’s Roper’s Knob. The Land Trust for Tennessee was established in 1999 and has already preserved thousands of acres of land

through the use of conservation easements. While it would be difficult to solicit their help with lands that are already impacted by urbanization, there is potential for protecting battlefield lands that are relatively unspoiled and retain some ecological value. An exception might be reclaiming altered lands, such as the Franklin Country Club golf course, *by transforming them into more environmentally sensitive lands for a Battlefield Park.*

FEDERAL SOURCES

Most governmental sources of funding for the protection of Civil War heritage resources are at the federal level or locally derived funds generated by a specific tax or fee having a *rational nexus* (direct relationship) to the benefiting cause. While the following sources are not an exhaustive list of all possibilities, they do include the most frequently used funding methods. Of all governmental funding sources, the federal level has the strongest track record in assisting with the preservation of Civil War resources during the past decade. In addition to direct appropriations from Congress for national park acquisitions, the Department of the Interior and the federal transportation programs have been good funding sources in recent years.

Federal Appropriations

Federal appropriations are often used for the acquisition of additional lands for existing national parks, and efforts toward that end are generally sponsored by a Senator or Representative from the state in which the national park is located. Funds from the Land and Water Conservation Fund (LWCF) have been used to protect battlefields, and while these funds require a one-to-two match of

FINANCIAL SOURCES

federal-to-local/private funds, they have been used for properties not part of national parks. In 2002, \$293,800 of LWCF funds were allocated to the Tennessee Historical Commission to protect 515 acres at Fort Donelson, a national park. However, another \$123,000 of LWCF funds were allocated to the Commission to protect 83 acres at Davis Bridge, a non-federal battlefield. Therefore, there may be potential for LWCF funding for Franklin at some point in the future.

NPS: American Battlefield Protection Program
This program of the National Park Service (NPS) focuses primarily on offering a balanced program of technical assistance and direct financial support to organizations involved in preservation planning and coalition building to save battlefield resources. ABPP funding goes primarily toward planning activities, including the preparation of this plan for the Franklin Battlefield. While ABPP funding might be used for future efforts related to resource preservation plans, interpretation plans, interpretive tools, educational efforts, and consensus building projects, it cannot be used for acquisition of battlefield lands. Funding rounds occur annually, and those seeking funding must complete an ABPP application describing: the project need, the proposed methodology, intended results, merits of the project, and estimated costs. To date, funding has averaged approximately \$22,000 per project.

Federal Transportation Act

The federal Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 required that

each state use at least 10% of its federal surface transportation funds toward transportation “enhancement” activities, such as pedestrian and bicycle paths, scenic easement acquisition, the restoration of transportation-related historic sites, landscaping and beautification for transportation facilities, removal of outdoor advertising, and similar activities. This program, since dubbed “TEA-21” (Transportation Equity Act for the 21st Century), was considered by the American Battlefield Protection Program’s *Battlefield Update* newsletter (Issue No. 70) to be “the largest source of funding for battlefield preservation and enhancement projects currently available.” Each state allocates its transportation enhancement funds differently, but local governments must apply for funding through a competitive grant process and must provide a 20% match to any funds received. While enhancement funds cannot be used by Tennessee’s local governments for land acquisition, a State agency, such as the Tennessee Historical Commission, can use enhancement funds for land acquisition. The TEA-21 program is currently awaiting Congressional reauthorization and is being temporarily extended in the meantime.

Investment Tax Credit for Rehabilitation

The federal investment tax credit for the rehabilitation of historic structures may have some limited applications for Franklin’s Civil War resources. This program provides a 20% tax credit for qualified rehabilitations based upon the following standards:

- National Register designation or eligibility
- Rehabilitation follows the Secretary of the Interior’s Standards for Rehabilitation
- Project costs exceed the property’s ad-

justed cost basis (cost of acquisition and rehabilitation work to date)

- Property must be income producing (i.e., commercial use or residential rental)

For the purposes of preserving and enhancing Franklin’s Civil War resources, this program would be limited to buildings with an association with the war, such as a former headquarters, hospital, home of a Civil War personality, or some similar association. While a non-profit organization cannot benefit from the credit, private ventures, such as Bed and Breakfasts, can.

STATE SOURCES

At present, with the exception of the State’s role in distributing federal transportation funds, the key State program for funding historic preservation is through Federal Preservation Grants. Local governments that participate in the Certified Local Government (CLG) program are given higher priority when these funds are distributed. CLGs receive a minimum of 10% of the dollars distributed through the Federal Preservation Grants Program. In order to qualify as a CLG, local governments must engage in preservation activities such as historic sites surveys, historic designation, establishment of a preservation commission, and similar activities as determined by the state historic preservation office. Franklin is a designated CLG.

Other funding available at the state level includes Tennessee Wars Commission grants and the Department of Environment & Conservation’s “State Lands Acquisition Fund,” which is overseen by the State Lands Acquisition Committee. The State Lands

FINANCIAL SOURCES

Acquisition Committee includes members from the Department of Environment and Conservation (TDEC), the Department of Agriculture, and the Tennessee Wildlife Resources Agency. A representative from the Tennessee Historical Commission, which is part of the TDEC, sits on the committee. The fund receives money from a statewide real estate transfer tax. This fund provides for acquisition of land for state parks, state forests, state natural areas, boundary areas along state scenic rivers, and the acquisition of easements to protect any of the forgoing state areas. Such funds may also be used for trail development in these areas. A proposed amendment to T.C. A. 67-4-409 would allow the purchase of historic properties through the “State Land Acquisition Fund.” At present, historic properties cannot be purchased through this fund and, in the past, many otherwise deserving projects have been turned away due to statutory language. Civil War resources, such as battlefields, could be strong candidates for acquisition if the amendment is passed.

LOCAL SOURCES

With the exception of Federal Preservation Grants and the State’s role in distributing federal transportation enhancement funds, there is a general lack of funding options at the state and regional levels of government. However, there are several different possibilities of funding at the local level of government that are worth consideration.

Use Value Taxation

The Agricultural, Forest and Open Space Land Act of 1976, known as the Greenbelt Law, allows landowners in Tennessee to pay property taxes based upon their land’s *current* use as opposed to its *potential* use. For example, a 200-acre farm located near residential subdivisions or commercial development might have a high market value based on its potential use. Under the Greenbelt Law, the land could be taxed on its current use as farmland, rather than on its development potential, if the property is used only for agricultural purposes. There are three types of land which may qualify for greenbelt classification: farm, forestry, and open space land. If the property is disqualified for any reason (e.g. the property is sold and is being converted to a use other than a greenbelt), the owner is liable for a rollback assessment, which means a repayment of the taxes saved while the land was classified as a greenbelt.

This program of “use value taxation” can be used as both an incentive for preservation and as a funding source. The incentive is that land owners are not penalized by the taxation system for keeping their land out of development. The funding source, on the other hand, could derive from the rollback assessment that occurs if such lands are eventually developed. Given the clear relationship (“rational nexus”) between the loss of historic lands and the increased property tax revenue generated by that loss of land, the tax revenue (or a percentage of it) could go towards a funding pool earmarked for the acquisition of endangered historic lands. However, this approach would require the State to initiate such a policy change, which is a larger task beyond this Franklin

Battlefield project.

Development Impact Fees

Impact fees consist of a local government levying a one-time fee for new development in order to off-set that government’s future incurred costs related to such development. A relationship (rational nexus) must be established between the impact caused and the fee charged. Impact fees typically charge more for residential development than commercial development, because commercial development tends to support itself to a greater extent through property and retail tax revenues.

Franklin’s program includes a variety of building permit fees, impact fees and taxes. Building permit fees, for example, are based upon the value of the development. Road impact fees are based on the unit type for residential development and per square foot for commercial and industrial development, depending upon the specific use.

Although Franklin’s impact fees are currently used to pay for basic community infrastructure, such as roads, impact fees can also be used to preserve historic resources. The Town of Collierville levies impact fees on new commercial construction that are dedicated to their “Historic Preservation Fund.” These funds have been used for the rehabilitation of historic public buildings and for infrastructure improvements on Collierville’s historic town square.

Special Taxes

The primary factor impacting tax rate increases lies in public sentiments. Tax increases are perhaps the most politically-

FINANCIAL SOURCES

sensitive issue which elected officials must face. The approval of any sort of special tax for battlefield protection in Franklin would rely on an unusually favorable political climate. However, such taxes are worth consideration should opportunities surface for their use sometime in the future, including the following types of taxes:

Dedicated Tax

A “dedicated” tax for battlefield preservation would entail an increase in local property taxes in which the increased revenues would be earmarked for the acquisition, improvement and maintenance of battlefield lands. Because this tax would affect so many citizens in Franklin, it might be difficult to generate sufficient support.

Real Estate Transfer Tax

Real Estate Transfer taxes consist of a tax levied for any real estate transaction based upon a percentage of the purchase price. When used as part of a battlefield protection program, such tax revenues would go towards the acquisition of fee simple ownership or conservation easements. Because studies have shown that communities with aggressive open space programs typically experience greater property value increases than communities without such programs, there is a relationship (rational nexus) between the tax and those benefiting from the value of open space. Real estate transfer taxes are most commonly employed by state and local governments for a specific earmarked fund, such as an open space acquisition program.

Real estate transfer taxes have fueled the State of Maryland’s \$60 million annual Program Open Space (POS), which acquired easements on hundreds of acres of farmland at Antietam Battlefield. In fact, they have been used for wetland acquisition in West Tennessee. However, to use real estate transfer taxes for battlefield acquisition in Franklin, special state enabling legislation would be required. It would be up to the legislation to determine whether a local referendum would also be required.

Hotel/Motel Tax

A Hotel/Motel Tax, often referred to as an

“occupancy tax,” is typically used to fund tourism activities. Examples of occupancy taxes of various large cities within the Southeast and Midwest include Louisville at 6%, Indianapolis at 6%, and Atlanta at 7%. On the lower end of the scale is Nashville at 4%, and on the higher end is Birmingham at 8%. At present, the tax for the City of Franklin is 2%, which generates approximately \$500,000 annually, but that rate will increase to 4% in January of 2005. The County’s rate is 4%. Because of the tourism aspect of Civil War site protection and interpretation, local occupancy taxes would be one way to fund some of this plan’s recommendations.



There are still many important sites associated with the Battle of Franklin deserving long-term protection, such as Breezy Hill on Columbia Pike. As illustrated by the new commercial development in the upper right corner of this photograph, time is of the essence.

APPENDICES

APPENDIX A: CASHING IN ON HISTORY

Preservation Tool Box

Cashing in on History:

The Economic Impact of Tourists to Civil War Battlefields

CWPT HAS SOME EXCITING NEWS ABOUT the economic benefits of preserving Civil War battlefields! In the spring of 2003, we asked the consulting firm of Davidson Peterson Associates to conduct a study to determine who is visiting Civil War battlefields and the impact those visitors have on the economies of the surrounding regions. For this initial phase of the study we chose seven sites across the southeast, representing battlefields that have been preserved and managed by a range of federal, state, and local groups (a Phase 2 study of additional battlefields is underway for 2004):

- ★ Fredericksburg and Spotsylvania National Military Park in Virginia,
- ★ Gettysburg National Military Park in Pennsylvania,
- ★ Shiloh National Military Park in Tennessee,
- ★ New Market State Historic Site in Virginia,
- ★ Port Hudson State Historic Site in Louisiana
- ★ The Community of Corinth, Mississippi, and

- ★ Mill Springs National Historical Landmark in Kentucky.

We asked visitors at each site to complete a short survey to tell us how long they were staying in the area, how much money they were spending, and their age, income and education levels. We also asked them what they did while they were visiting the battlefield. Davidson Peterson then used economic models to extrapolate the larger economic benefits to the community. More details are available on our website at www.civilwar.org.

We are thrilled with the results. It turns out that preserving a Civil War battlefield in a community brings substantial economic benefits to the area. Battlefield land, once preserved, attracts tourists. The tourists pay for services in the community, which means more local jobs, higher income for residents, and increases in local and state government income from taxes. We've been saying for years that preserving battlefields is good for local communities, but now – thanks to this study – we can prove it.

This excerpt from *Hallowed Ground* magazine, a publication of the Civil War Preservation Trust (CWPT) appeared in Vol. 5, No. 2 - Summer 2004.



Excerpts from the Report:

WHO ARE THE VISITORS TO CIVIL WAR BATTLEFIELDS? ACCORDING TO OUR SAMPLE:

- ✓ THEIR AVERAGE AGE IS 50 YEARS OLD.
- ✓ 26% HAVE COMPLETED COLLEGE, AND ANOTHER 28% HAVE COMPLETED A POST-GRADUATE DEGREE PROGRAM.
- ✓ THEIR AVERAGE ANNUAL HOUSEHOLD INCOME IS \$68,333 (HIGHER THAN THE AVERAGE TRAVELER).
- ✓ 42% ARE EMPLOYED IN PROFESSIONAL OR TECHNICAL FIELDS.
- ✓ ON AVERAGE, THEY SPEND \$51.73 PER PERSON, PER DAY DURING THEIR VISIT.
- ✓ THEY ORIGINATE FROM HOUSEHOLDS WITH 2.6 PEOPLE, AND 18% WERE TRAVELING WITH CHILDREN UNDER THE AGE OF 13.
- ✓ WHILE THEY ARE IN THE AREA SURROUNDING THE BATTLEFIELD, 71% OF THEM STAY IN PAID ACCOMMODATIONS, AND, ON AVERAGE, THEY STAY TWO TO THREE NIGHTS.

- ✓ THESE CIVIL WAR TOURISTS HAVE ALREADY VISITED, ON AVERAGE, 7 BATTLEFIELDS.
- ✓ 75% OF THEM TRAVELED TO THE AREA SPECIFICALLY TO SEE THE CIVIL WAR BATTLEFIELD.

National Park Sites

FREDERICKSBURG AND SPOTSYLVANIA, VA.

IN 2003, VISITORS TO THE FREDERICKSBURG & SPOTSYLVANIA NATIONAL MILITARY PARK SPENT OVER \$20 MILLION IN THE LOCAL AREA. VISITORS, ON AVERAGE, SPENT \$54.87 PER PERSON, PER DAY. DIRECTLY AND INDIRECTLY, THIS MONEY SUPPORTED:

- ✓ \$7.7 MILLION IN RESIDENT INCOME,
- ✓ \$229,000 IN LOCAL GOVERNMENT REVENUE, AND
- ✓ \$314,000 IN STATE GOVERNMENT REVENUE.

GETTYSBURG, PA.

IN 2003, VISITORS TO THE GETTYSBURG NATIONAL MILITARY PARK SPENT OVER \$120 MILLION IN THE LOCAL AREA. VISITORS, ON AVERAGE, SPENT \$76.53 PER PERSON, PER DAY. DIRECTLY AND INDIRECTLY, THIS MONEY SUPPORTED:

- ✓ \$52.2 MILLION IN RESIDENT INCOME,
- ✓ \$5.2 MILLION IN LOCAL GOVERNMENT REVENUE, AND
- ✓ \$11.8 MILLION IN STATE GOVERNMENT REVENUE.

Visitor Expenditures

FOOD.....	28%
OTHER.....	2%
RECREATION.....	2%
TRANSPORTATION.....	10%
LODGING.....	29%
SHOPPING.....	19%

SHILOH, TENN.

IN 2003, VISITORS TO THE SHILOH NATIONAL MILITARY PARK SPENT OVER \$13 MILLION IN THE LOCAL AREA. VISITORS, ON AVERAGE, SPENT \$39.56 PER PERSON, PER DAY. DIRECTLY AND INDIRECTLY, THIS MONEY SUPPORTED:

- ✓ \$5.6 MILLION IN RESIDENT INCOME,
- ✓ \$1.3 MILLION IN LOCAL GOVERNMENT REVENUE, AND
- ✓ \$1.8 MILLION IN STATE GOVERNMENT REVENUE.

State-Run Sites

NEW MARKET, VA.

IN 2003, VISITORS TO THE NEW MARKET BATTLEFIELD SPENT NEARLY \$1.7 MILLION IN THE LOCAL AREA. VISITORS, ON AVERAGE, SPENT \$41.11 PER PERSON, PER DAY. DIRECTLY AND INDIRECTLY, THIS MONEY SUPPORTED:

- ✓ \$689,000 IN RESIDENT INCOME,
- ✓ \$122,000 IN LOCAL GOVERNMENT REVENUE, AND
- ✓ \$144,000 IN STATE GOVERNMENT REVENUE.

PORT HUDSON, LA.

IN 2003, VISITORS TO THE PORT HUDSON BATTLEFIELD SPENT OVER \$350,000 IN THE LOCAL AREA. VISITORS, ON AVERAGE, SPENT \$46.06 PER PERSON, PER DAY. DIRECTLY AND INDIRECTLY, THIS MONEY SUPPORTED:

- ✓ \$198,000 IN RESIDENT INCOME,
- ✓ \$21,000 IN LOCAL GOVERNMENT REVENUE, AND
- ✓ \$24,000 IN STATE GOVERNMENT REVENUE.

Locally Owned Sites

CORINTH, MISS.

IN 2003, VISITORS TO THE CORINTH BATTLEFIELD SPENT OVER \$220,000 IN THE LOCAL AREA. VISITORS, ON AVERAGE, SPENT \$54.54 PER PERSON, PER DAY WHILE THEY WERE VISITING CORINTH. DIRECTLY AND INDIRECTLY, THIS MONEY SUPPORTED:

- ✓ \$102,000 IN RESIDENT INCOME,
- ✓ \$8,000 IN LOCAL GOVERNMENT REVENUE, AND
- ✓ \$23,000 IN STATE GOVERNMENT REVENUE.

MILL SPRINGS, KY.

IN 2003, VISITORS TO THE MILL SPRINGS BATTLEFIELD SPENT OVER \$185,000 IN THE LOCAL AREA. VISITORS, ON AVERAGE, SPENT \$42.74 PER PERSON, PER DAY. DIRECTLY AND INDIRECTLY, THIS MONEY SUPPORTED:

- ✓ \$83,000 IN RESIDENT INCOME,
- ✓ \$6,000 IN LOCAL GOVERNMENT REVENUE, AND
- ✓ \$19,000 IN STATE GOVERNMENT REVENUE. *

APPENDIX B: FRANKLIN - "ONE VAST HOSPITAL"

In the weeks and months following the battle, the town of Franklin was essentially one large hospital with wounded soldiers occupying all of the public buildings and churches, and most of the private residences. Over 6,000 soldiers, the majority of them Confederate, had to be accommodated in the community. The experience of the John McEwen family, whose home stills stands at 612 Fair Street, was typical of the care provided by the citizens of Franklin. On the morning after the battle, his daughter, Frances McEwen, wrote:

"About four o'clock we heard the tramping of feet and the sound of voices. Our hearts jumped into our mouths and what joy when we learned that our own soldiers were in possession of the town!...Our doors were thrown wide open, and in a few minutes a big fire was burning in the parlor. The first man to enter was Gen. William Bate, all bespattered with mud and blackened with powder...who had been a life long friend (of my father's). Next came Gen. Thomas Benton Smith...Ambulances were being filled with the wounded as fast as possible, and the whole town was turned into a hospital. Instead of saying lessons at school the day after the battle, I watched the wounded men being carried in. Our house was as full as can be."

Tradition has that two soldiers died in the house, one of whom, Dr. F.P. Sloan, was cared for by the McEwen family until his death in June of 1865.

At least thirty-one buildings in downtown Franklin remain standing from the period of the battle. These buildings are all within walking distance of one another and tell an important story about the experience of the civilians in the community as well as the suffering of thousands of soldiers after the battle. Franklin buildings dating from the period of the battle.

328 Bridge Street (Walker-Baagoe House), ca. 1846
402 Bridge Street (Walker-Halliburton House), ca. 1833
143 S. Fifth Avenue, ca. 1835
244 S. First Avenue, ca. 1839
136 N. Fourth Avenue, ca. 1838
217 North Fourth Avenue, ca. 1810
135 S. Fourth Avenue, ca. 1830
209 E. Main Street (Dr. McPhail's Office), ca. 1815
Williamson County Courthouse, 1858
115 S. Second Avenue (Hiram Masonic Lodge), ca. 1825
202 S. Second Avenue (Clouston Hall), ca. 1821
211 S. Second Avenue (Bearden-Robinson House), ca. 1838
217 S. Second Avenue (Davis-Still House), ca. 1810
236 S. Second Avenue (Eelbeck-Johnson Office), ca. 1820
117 N. Third Avenue, ca. 1815
118 N. Third Avenue (Maney-Gault House), ca. 1828

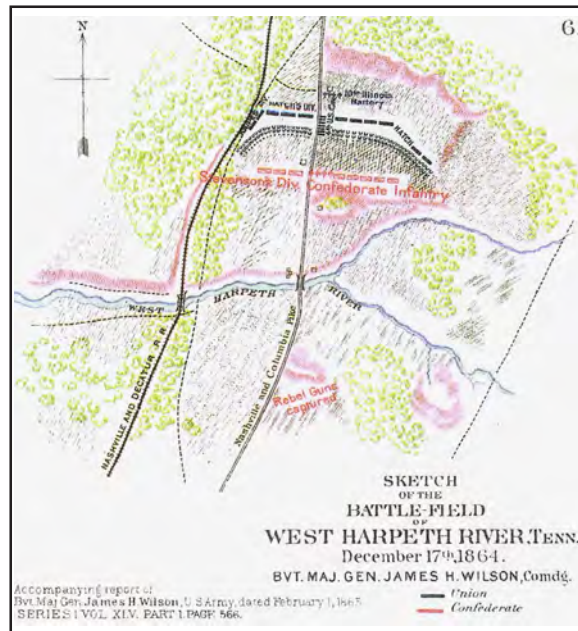
125 N. Third Avenue (John Eaton House), ca. 1818
137 N. Third Avenue, ca. 1820
120 S. Third Avenue (Moran-Pope House), ca. 1822
224 S. Third Avenue, (Saunders-Marshall House), ca. 1805
805 W. Main Street, 1831
1101 W. Main Street, ca. 1828
1014 W. Main Street, 1850
1010 W. Main Street, ca. 1850
700 W. Main Street, 1820
510 W. Main Street, (St. Paul's Episcopal Church), 1834, remodeled 1869
1012 Fair Street, 1850
724 Fair Street, ca. 1830
612 Fair Street, (McEwen House), 1849
501 S. Margin Street, (Otey-Campbell House), ca. 1830
119 S. Margin Street, Nashville and Decatur Railroad Depot, 1858



The John McEwen House on Fair Street was one of many homes used as a hospital after the Battle of Franklin.

APPENDIX C: THE “OTHER” BATTLE OF FRANKLIN

As described on page 9 and 10 of this plan, a second Battle of Franklin occurred on December 17, 1864, when Hood's army passed through Franklin as it retreated south after the Battle of Nashville. The actions associated with this combat were explained on those pages, but this page includes various graphics to provide additional detail.



The fighting on December 17th, 1864, was significant enough to warrant its own map by the US military after the war. The battle was fought over a two-mile area from a tributary of the West Harpeth River shown above to the actual West Harpeth River crossing.



The railroad overpass at Liberty Pike was the scene of heavy fighting on the afternoon of December 17th, 1864.



This open field adjacent to Liberty Pike is a potential location for markers and exhibits to explain the action on December 17th, 1864.



Acquisition of a portion of this field should be considered to commemorate and interpret the fighting on December 17th, 1864. It is located north of the West Harpeth River and west of Columbia Pike.

APPENDIX D: ARCHEOLOGY & CULTURAL LANDSCAPE PRESERVATION

Archeological work is an important component for the preservation and interpretation of Franklin's Civil War heritage. Archeological survey work is a specific recommendation for many of the various sites addressed in this plan. It is recommended that archeology be applied to any important lands that are about to be disturbed, even if the site is about to be physically enhanced for preservation and interpretation purposes. It is also critical that those archeologists doing the work are well versed in historic archeology, including battlefields, as opposed to strictly prehistoric habitation sites.

At present, the City has no requirements for archeological survey work prior to development approval. One option suggested on page 30 under "Potential Preservation Measures" is for the City to require a survey for developments within the delineated battlefield, or perhaps only the "core" battlefield area. An alternative to requiring such a survey for all developments is to limit the requirement to developments of a certain magnitude, such as 10 acres or more.

In addition to archeology, it is important that the preservation of the cultural landscape also be a top priority with respect to any of this plan's recommendations that might impact terrain. An example of this issue was cited on page 45, in which it was noted that the clearing of land for an observation point should be done by hand so as to avoid any significant impact to the landscape. The National Park Service has prepared several publications that are useful for landscape preservation at Civil

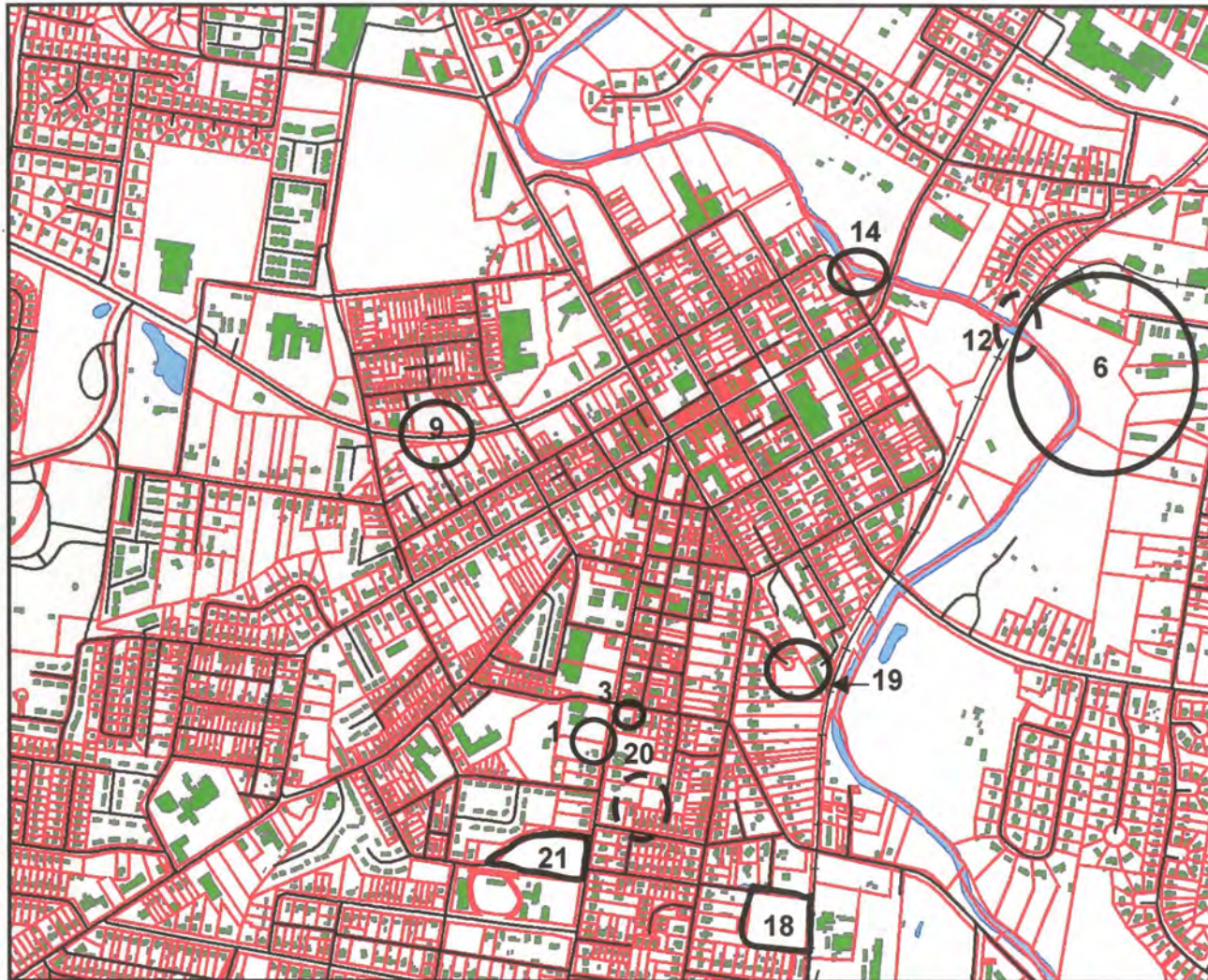
War sites, including *Preservation Brief 36: Protecting Cultural Landscapes: Planning, Treatment and Management of Historic Landscapes*. The brief is an excellent introduction to the current tenets of landscape preservation and management.



Archeological work has been conducted recently at Carnton Plantation in the vicinity of the former kitchen wing. Serving as the original section of the house, it was destroyed years ago by a tornado, but the "ghost" of its end wall is visible on the facade shown above.

APPENDIX E: INVENTORY OF RESOURCES

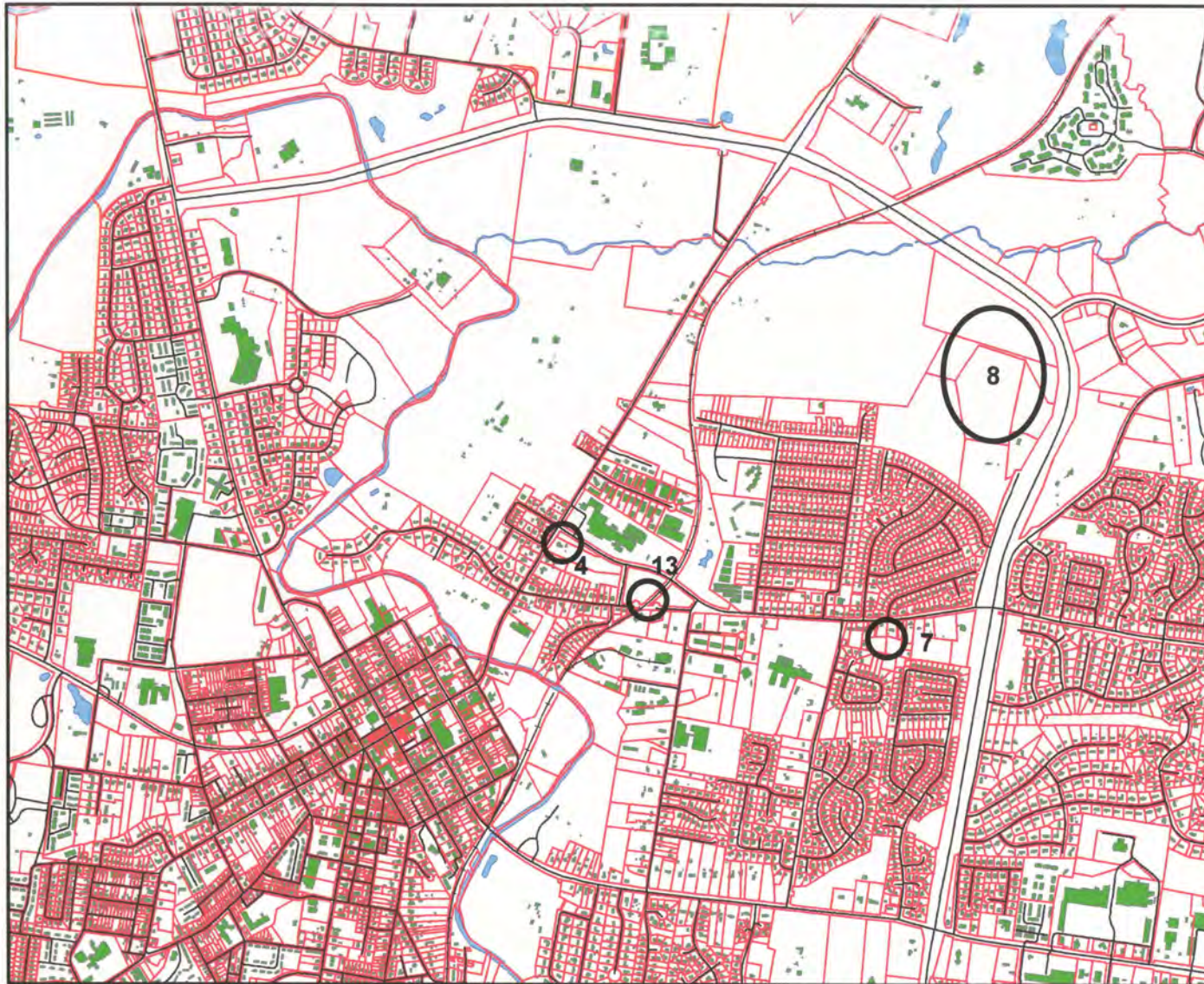
Downtown Franklin Inventory of Resources



- 14 – Franklin Turnpike Bridge Abutment, First Avenue.
- 12 – Nashville and Decatur Railroad Bridge, Vicinity of N. First Avenue at the Harpeth River
< 1 acre.
- 6 – Fort Granger, Liberty Pike vicinity
13 acres.
- 3 – Lotz House,
1111 Columbia Avenue
5 acres.
- 1 – Carter House,
1140 Columbia Avenue
- 9 – Union Trench Line at US 96 and Fair Street
- 18 – Adams Street Parcel
Adams Street vicinity
4.8 acres
- 19 – Berry Circle Parcel
End of Berry Circle off Lewisburg Pike
1.5 acre
- 20 – Cleburne Street Parcels
Six parcels at the corner of Cleburne Street and Columbia Pike
2.8 acres total
- 21 – Battleground Academy
Columbia Pike
14 acres

APPENDIX E: INVENTORY OF RESOURCES

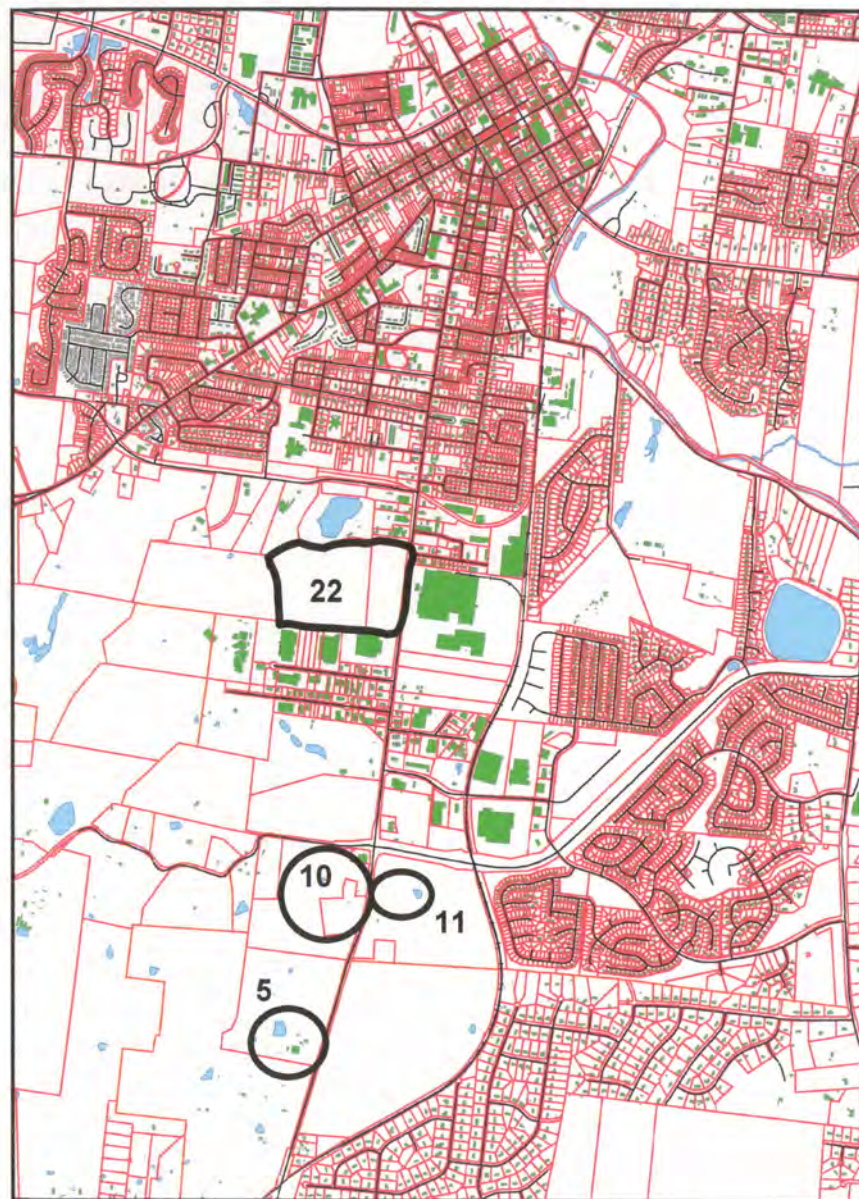
Upper Franklin Inventory of Resources



- 8 – Roper's Knob
Liberty Pike vicinity
56 acres
- 13 – Nashville and
Decatur Railroad
Underpass at Old
Liberty Pike,
Old Liberty vicinity
- 7 – Cedar Hill Redoubt
1 acre
- 4 – Alpheus Truett
House
228 Franklin Road,
approx. 5 acres

APPENDIX E: INVENTORY OF RESOURCES

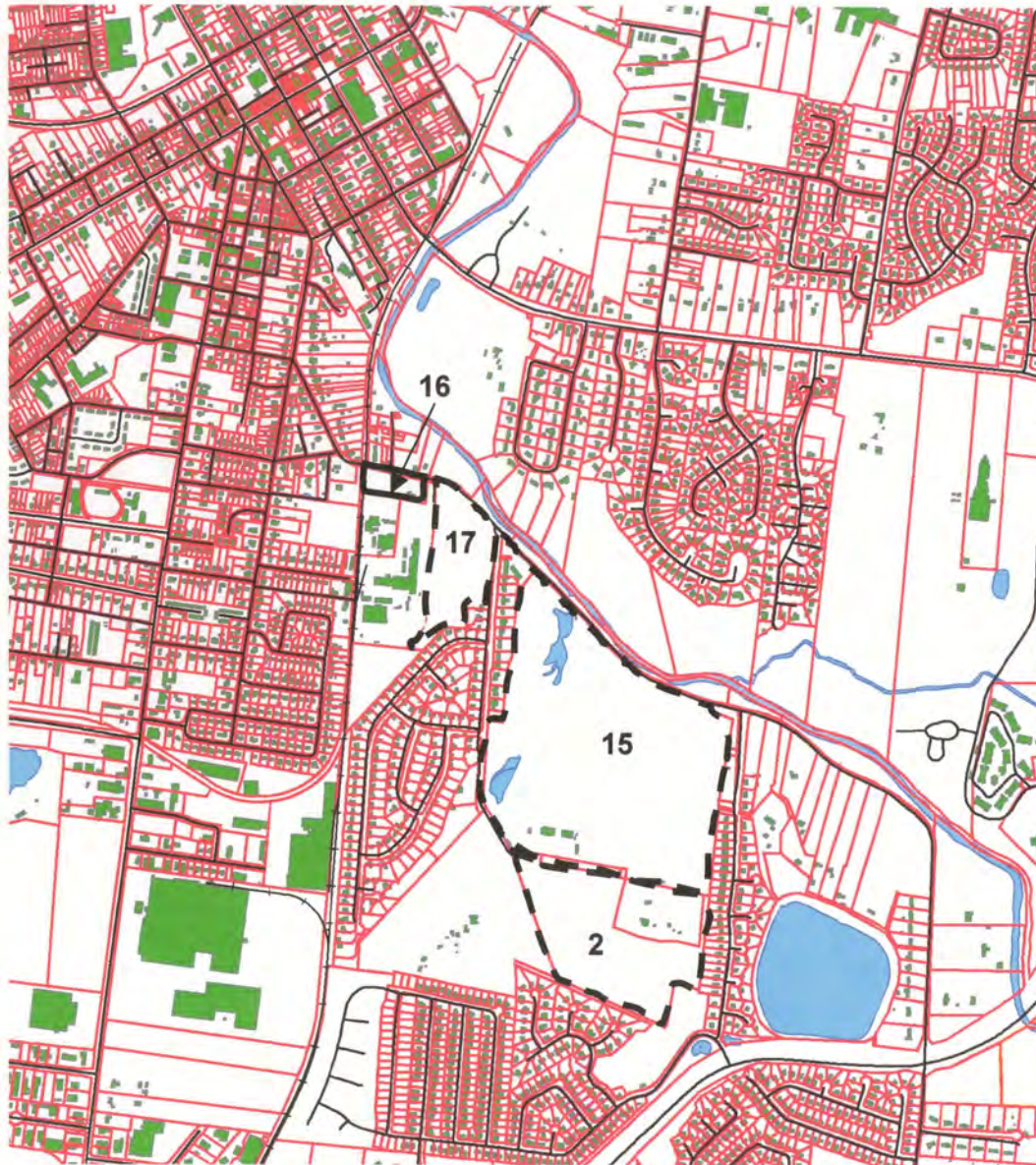
Lower Franklin Inventory of Resources



- 22 – Werthan Tract
Columbia Pike
64 acres
- 10 – Winstead Hill
Columbia Pike
73 acres
- 5 – William Harrison House
4081 Columbia Pike
67 acres
- 11 – Breezy Hill
Columbia Pike
80 acres

APPENDIX E: INVENTORY OF RESOURCES

East Side Franklin Inventory of Resources



- 16 – Collins Farm
Lewisburg Pike
3.2 acres
- 2 – Carnton
1345 Carnton Lane
50 acres
- 17 – Willow Plunge
Lewisburg and Carnton Lane
15.4 acres
- 15 – Country Club of Franklin
1343 Carnton Lane
108.5 acres