Historic Franklin Preservation Plan

Preservation Conditions Report

August 12, 2025 – Revised Draft

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The remarkable transformation of our community is not a fairy tale or an anomaly, it's the result of deliberate choices, bold ideas, and relentless commitment. Franklin's rise from a quiet town to a nationally recognized destination didn't happen overnight. It was forged over decades by civic-minded individuals, many of whom remain active and influential in the community today, who believed in the power of place and understood that progress and preservation are not mutually exclusive.

Decades ago, Franklin faced real challenges. Its downtown was struggling, its historic buildings were undervalued, and its growth lacked direction. But a coalition of local visionaries, residents, business owners, preservationists, and City leaders, came together with a shared belief that Franklin's character was its greatest asset. They rolled up their sleeves, built partnerships, created policies, and invested in what others might have overlooked. They protected Civil War battlefields, restored Main Street, celebrated heritage, and channeled their vision into economic development. And in doing so, they laid the groundwork for the Franklin we know and cherish today.

This transformation was not inevitable, it was intentional. Every ordinance passed, every building saved, every story told was part of a long-term vision for a better community. It was strategic, sustained, and successful.

Today, Franklin finds itself in a new chapter. One that is defined by momentum, opportunity, and the responsibility that comes with being a place others look for inspiration. Growth continues, new pressures emerge, and the city's reputation draws residents, investment, and expectations that didn't exist a generation ago. As Franklin evolves, so too must the commitment to what made it exceptional in the first place.

Sustaining that greatness will take more than good intentions. It will take a new wave of civic leadership, people who are not only visionary but hands-on, who understand the value of history and the urgency of thoughtful action. Franklin's Preservation Plan will require more than planners; it will call for doers, individuals who are passionate, informed, and prepared to protect what makes Franklin unique while embracing the future with creativity and care.

The Historic Preservation Plan is built for this moment. It's a guide for advancing the values that shaped Franklin's past, and a tool for shaping what comes next, intentionally, inclusively, and with a renewed sense of purpose. Franklin didn't just happen, it was shaped through vision, collaboration,

and a shared belief in the power of place. That work is ongoing and, by its nature, never truly complete. This has always been the Franklin way.

Introduction

What is Historic Preservation?

Historic Preservation is the practice of identifying, protecting, and celebrating the buildings, sites, landscapes, and cultural stories and traditions that tell the story of a community. In Franklin, preservation is a community value, woven into the fabric of everyday life, from Civil War battlefields to historic landscapes and sites, from historic downtown storefronts to century-old neighborhoods, Franklin's rich heritage is visible, tangible, and vital to its continued success. Historic preservation is not about halting change; it's about guiding it.

At its most practical level, historic preservation protects resources of architectural, historical, and cultural value. It includes tools like local historic districts, landmark designations, design guidelines, and incentives that help property owners reinvest in historic structures. But preservation is also about memories, stories, and meaning. In Franklin, historic preservation creates a sense of continuity and belonging, offering opportunities to engage with the past, reflect on who we are, and shape how we move forward.

Preservation also plays a powerful role in supporting Franklin's economy and identity. Historic buildings are home to businesses and cultural venues, drawing visitors, and contributing to a distinct sense of place that cannot be replicated elsewhere. In short, preservation helps Franklin remain Franklin.

Executive Summary

This *Existing Conditions Report* is the first part of a two-phase process to develop a new Historic Franklin Preservation Plan for the City of Franklin. The purpose of this report is to summarize existing preservation conditions in Franklin, including:

- Demographic, Heritage Tourism, and Economic Development Trends
- History of Franklin and Timeline
- Local Designated Historic Resources
- Regulatory and Design Review Preservation Tools

This report provides the baseline information necessary for the Department of Planning and Sustainability to create an informed and effective implementation plan during the second phase of the planning process.

2001 Historic Preservation Plan – The creation of this Historic Preservation Plan was commissioned during a period of growth and concern for the loss of historic fabric and character to real estate development pressures. The Plan celebrates Franklin's early efforts to catalogue historic resources, designate historic landmarks, and revitalize downtown. It reflects the pride that residents take in Franklin's character and recommends seven goals and 27 strategies for preserving historic landscapes, establishing conservation districts where National Register Districts might not be viable, inventorying historic resources, expanding marketing and heritage tourism, and effectively using preservation incentives and regulations. While most of the strategies have been addressed, some will require revisiting in the current plan.

2004 Franklin Battlefield Preservation Plan – The Battlefield Preservation Plan is a landscape preservation and interpretation plan. Its focus is to tell the story of the Battle of Franklin, with reference to other nearby Civil War engagements as outlined in 25 key recommendations. That story is best told by preserving the places where the battles happened, mitigating encroaching development, and reclaiming battlefield land where feasible. The Battlefield Preservation Plan intersects with the goals of the 2001 Historic Preservation Plan in its concern with buildings, structures, and neighborhoods from the Civil War era. The Plan does not directly address contextualization of Civil War battlefields and structures through the telling of the fuller story.

Trends Impacting Preservation Today

Population trends impact preservation in several ways: Growth of population inevitably puts pressure on land values and real estate development – and on affordability and livability. Franklin continues its long-term trend of rapid population growth.

Economic development in the context of historic preservation primarily applies to downtown and adjacent or nearby areas like The Factory. Downtown Franklin is vibrant: It has received national recognition for its architecture and revitalization, and it is documented as the city's biggest draw for visitors. It also faces pressures of rising rents, which, in turn, stress the finances of small businesses.

Related to economic development, Franklin is a destination for heritage tourism. Heritage tourism accounts for significant imported spending, beyond spending generated by local consumers. In Franklin, tourism is closely tied to the city's historic buildings and sites, Main Street, and Civil War history. Heritage tourism includes a number of niche markets relevant to Franklin, including African American heritage tourism, agritourism, architecture tourism, Civil War tourism, cultural tourism, ecotourism, music tourism, scenic travel, and sustainable tourism. Each of these has a connection to different audiences and to historic preservation.

Local Designated Historic Resources

To effectively plan for the long-term protection of Franklin's significant heritage resources, it is vital to understand what resources have been identified and preserved through the local designation process. Local designated resources are regulated through the Historic Preservation Overlay District, requiring a Certificate of Appropriateness application and review by the Historic Zoning Commission when exterior alterations or demolition are proposed. Franklin currently has seven locally designated historic districts, 12 local landmarks, and 10 individual local designations within the HPO that represent a significant portion of the historic core of the City of Franklin.

The Downtown Franklin Historic District, designated in 1989 and expanded in 2002 and 2005, includes the original town of Franklin, including its downtown business district and adjacent residential neighborhoods. The Lewisburg Avenue Historic District, designated in 1989, represents a range of architectural styles during the town's early expansion. The Adams Street Historic District, designated in 1989, represents one of the City's best concentrations of Folk Victorian and early 20th century homes. The Boyd Mill Avenue Historic District, designated in 1989, includes styles from the early-to-mid 20th century on land originally part of the White and Bushi family estates. The Hincheyville Historic District, designated in 2005, is Franklin's first residential addition, subdivided by local merchant Hinchey Petway. The Everbright Avenue Historic District, designated

in 2006, includes homes designed in the Craftsman style during the 1920s that were originally part of the campus of the Battle Ground Academy on land that was part of Congressman Richard Bostick's Everbright estate. The Franklin Road Historic District, designated in 2006, lies north of the Harpeth River and includes a range of architectural styles from the early 19th century through the mid-20th century.

Existing Preservation Tools

Zoning overlay districts within the City of Franklin Zoning Ordinance provide regulations for the designation of local historic districts, local landmarks, and conservation districts. The Historic Preservation Overlay District (HPO) is the City's primary means of designating and protecting historic resources. The HPO is applied to specific areas or buildings that warrant preservation, requiring a design review process administered by the City of Franklin Department of Planning and Sustainability. Certificate of Appropriateness (COA) applications for exterior alterations or demolition within the HPO are reviewed by the Historic Zoning Commission. The purpose of a Neighborhood Conservation Overlay District (NCO) is to maintain the overall character of a neighborhood through building height, setbacks, scale, distinctive materials, landscape features, or other distinctive features and ensure new development is compatible with the important characteristics of the neighborhood. There are currently no designated NCO districts.

The Historic Zoning Commission (HZC) is a review body responsible for the review and approval of Certificate of Appropriateness applications within the Historic Preservation Overlay District. They also make recommendations on development plans to the Franklin Municipal Planning Commission and the Board of Mayor and Aldermen. The HZC is composed of nine citizen appointees who represent the disciplines of architecture, history, or historic preservation, the Municipal Planning Commission, and the community in general. The Department of Planning and Sustainability provides administrative and technical assistance to the HZC and property owners within the HPO. The City's Historic Preservation Planner and Assistant Preservation Planner are housed within the department and their duties include the processing and review of COA applications and providing the HZC with recommendations on each application.

The Historic District Design Guidelines are a comprehensive set of guidelines and standards that provide direction for property owners, contractors, developers, City staff, the Historic Zoning Commission, and elected officials on appropriate methods for the maintenance, restoration, and rehabilitation of historic buildings located within the HPO. The design guidelines are an official document used to review Certificate of Appropriateness applications by City staff and the Historic

Zoning Commission. The design guidelines also address new construction, site and landscape features, signage, relocation, and demolition.

The Civil War Historical Commission is an appointed body which includes representatives of historic preservation and Civil War-related organizations. It is an advisory body to the City government for matters relating to the identification, preservation, maintenance, and recognition of sites related to Civil War battles, skirmishes, encampments, troop movements, and other war-related sites located within the city limits of Franklin. It helps produce forums on Franklin's Civil War heritage, makes recommendations for the implementation of battlefield preservation plans, and serves as a resource for the City and representatives of historic sites.

Franklin History Summary

The City of Franklin is in Williamson County in Middle Tennessee, about fifteen miles south of Nashville. Prior to the county's settlement by white Europeans, the area was home to five prehistoric cultures—tribes of Cherokees, Chickasaws, Choctaws, Creeks, and Shawnees. These native peoples settled in fortified villages along the Harpeth River and its tributaries. By 1798 a small number of white settlers were permanently established in the area. In 1799, Abram Maury laid out the town of Franklin on 109 acres of his property, utilizing a grid system. Maury named the town after Benjamin Franklin, a Founding Father of the United States. On October 26, 1799, the Tennessee General Assembly established Williamson County and its county seat at Franklin.

The decades preceding the Civil War were a time of great prosperity for Franklin. Williamson County was the third wealthiest county in Tennessee, deriving its riches from productive soil, timber, and livestock. Enslavement was an integral part of the local economy. By 1850, planters and smaller slaveholders in the county held in bondage some 13,000 enslaved Black people, who made up nearly half the county's population of more than 27,000 people. Many of Franklin's historic homes and civic buildings were constructed during this period as it developed into the county's primary commercial, industrial, and education center.

In 1819, Hinchey Petway established the town's first subdivision, which became known as Hincheyville. In 1823, construction began on the first Masonic Lodge in Tennessee using funds gathered from the first legal lottery in the state. At the time of its completion, the three-story Gothic Revival building was the tallest building west of the Allegheny Mountains. The county courthouse, a Greek Revival landmark, was built on the public square in 1858.

During the pre-Civil war era, transportation improvements spurred forward the region's economy. In the 1830s, private toll turnpikes were constructed, connecting Franklin with Nashville, Columbia, Murfreesboro, and elsewhere. In August 1855, the Nashville & Decatur Railroad—which evolved into the Tennessee & Alabama Railroad—opened a freight and passenger depot at Franklin.

Williamson County was significantly impacted by the Civil War. Three notable battles fought at Brentwood, Thompson's Station, and Franklin experienced some of the highest fatalities during the war. After the fall of Nashville in early 1862, Franklin became a military post for the U.S. Army. In the late summer of 1864, General John Bell Hood marched the Army of Tennessee through Georgia and Alabama into Tennessee. The resulting Battle of Franklin fought on November 30, 1864, was

one of the bloodiest battles of the war. In the aftermath of the fighting, dozens of Franklin buildings became makeshift hospitals to attend to the wounded.

As prosperity returned following the Civil War, new commercial construction in downtown Franklin rapidly expanded. By the 1880s, a bustling commercial area developed along Main Street in Franklin's commercial business district and the Franklin Flour Mill Company constructed a new five-story mill two blocks east of the public square. Meanwhile, Franklin's population grew, building new homes to the south and west of town on what had once been farmland. During the early nineteenth century, transportation improvements in Franklin included an interurban streetcar railway connecting Franklin with Nashville, the construction of new state highways, and upgrading older turnpikes, which increased automobile tourism at the city's historic sites.

Like towns across the nation, Franklin's economy suffered during the Great Depression of the 1930s, limiting new commercial and residential growth during that decade. Likewise, World War II restricted access to construction materials. Few new buildings were constructed during this period. In the 1940s, the Works Progress Administration, a New Deal make-work program, renovated the county courthouse on the public square and constructed a new county jail on Bridge Street.

In the 1950s and 1960s, Nashville experienced civil rights protests and demonstrations that resulted in the desegregation of public accommodations and schools as well as urban renewal and freeway construction. During this period many businesses, institutions, and residents relocated to surrounding small towns such as Franklin. As Franklin prospered, the downtown commercial business district expanded with new shops, offices, and service stations.

The period after World War II also brought a nationwide suburban boom. Planned neighborhoods with uniform lot sizes and consistent housing styles became the norm. During the late 1940s through the 1960s, Ranch subdivisions began to emerge on the outskirts of Franklin's historic downtown. Since the 1970s, Franklin has grown into an affluent suburban community and a national leader in the historic preservation movement. The city implemented preservation tools that have resulted in the preservation of hundreds of buildings, landmarks, and battlefields and helped bolster Franklin's reputation as a heritage tourist destination.

Timeline

7975 BCE–975 BCE—Native Americans constructed semi-permanent village sites along waterways throughout Tennessee

circa 1000—Native Americans construct burial and ceremonial mounds along Harpeth River

1770s—White hunters begin exploring the area near Franklin

1790—Southwest Territory and Military Reservation established

1796—Tennessee becomes a state

1799—Williamson County established with Franklin as the seat of government

1800—Franklin laid out with a central town square and county courthouse near Harpeth River

1801—Natchez Trace constructed from Nashville to New Orleans via Franklin

1811—Franklin City Cemetery established

1815—Franklin incorporated; Maury-Darby Building constructed on town square

1816—Jackson's Military Road constructed from Nashville to New Orleans via Franklin

1819—Hincheyville residential neighborhood laid out southwest of town square

1823—Hiram Lodge No. 7 constructed south of the town square; Carnton plantation established

1825—Franklin Cotton Factory opened near Harpeth River

1830—President Andrew Jackson met Chickasaw Nation in Franklin; Carter House constructed

1849—Franklin Female College founded

1855—Nashville & Decatur Railroad opened at Franklin; Rest Haven Cemetery established

1858—Williamson County Courthouse replaced on town square

1862—Franklin becomes a U.S. Army military post; Fort Granger constructed

1863—First Battle of Franklin fought

1864—Second Battle of Franklin fought with 8,578 casualties

1869—Toussaint L'Overture Cemetery established

1870s and 1880s—Main Street develops as a commercial corridor

1875—Harvey McLemore established the Hard Bargain neighborhood

1880s—Franklin Flour Mill and other manufacturing facilities open

1888—Amos Miller lynched from the courthouse balcony

1889—Battleground Academy established

1899—Confederate Monument, funded by the UDC, erected at town square

1903—City limits expanded to include new residential neighborhoods

1909—Interurban streetcar railway connects Franklin with Nashville

1910s and 1920s—State, federal, and intrastate highways open

1925—US Post Office opened on Main Street at Five Points

1929—Allen Manufacturing Company opened a stove factory north of town

1933—Tennessee Walking House breeding facility opened at Harlinsdale Farm

1937—Franklin Theater opened on Main Street

1942—WPA constructed Williamson County Jail

1953—Carter House purchased by State of Tennessee and opened as a historic site museum

1966—Four sites associated with the Battle of Franklin designated National Historic Landmarks

1967—Heritage Foundation of Franklin & Williamson County founded

1960s—Schools desegregated; I-65 is completed through Williamson County

1972—Downtown business district listed on National Register of Historic Places

1973—Hiram Lodge No. 7 designated a National Historic Landmark

1976—Inventory of historic properties conducted

1978—Carnton Plantation opens to the public as a historic site museum

1982—Hincheyville District listed on the National Register of Historic Places

1984—Franklin designated a National Main Street Town

1986—Historic Preservation Ordinance creating Historic Zoning Commission is enacted

1988—Multiple properties listed in the NRHP as part of countywide nomination

1991—Cool Springs Galleria shopping mall opened along I-65

1998—Heritage Foundation merged with Downtown Franklin Association

2001—Franklin Historic Preservation Plan completed; Starbucks opened in renovated White Building on Main Street

2002—McLemore House opened as historic house museum

2004—Natchez Street Historic District listed in the National Register of Historic Places; Franklin Battlefield Preservation Plan completed

2007—Harlinsdale Farm preserved by city

2009—National Trust for Historic Preservation gave Franklin a Distinctive Destination Award

2011—Franklin Theater restored as live music and film venue

2024—Heritage Foundation relocated Lee-Buckner Rosenwald School to Franklin Grove

Existing Conditions

This Existing Conditions report is meant to solidify a foundation of knowledge that describes existing conditions in Franklin, as it relates to historic preservation and adjacent practices that influence preservation. In addition to a brief history summary and timeline, the report includes information about past preservation plans and other planning efforts, existing preservation tools, Franklin's designated historic resources, boards and commissions, and current trends.

The Historic Franklin Preservation Plan, developed in the next phase of the planning process, will build on this document to serve as a practical reference for City staff, decision-makers, property owners, preservation advocates, and developers. It will integrate preservation into planning, zoning, economic development, tourism, and housing policies, ensuring that Franklin's historic resources continue to serve as assets in the community's future.

2001 Historic Preservation Plan

The City of Franklin adopted a historic preservation plan in 2001 in response to the economic and population growth of the community, putting historic resources at risk. The plan provided a detailed look at Franklin's historic resources, historic context, and available preservation tools. The plan identifies important issues, trends, and opportunities that help to inform the creation of goals and strategies for a successful preservation program that maintains the historic character of Franklin while accommodating appropriate development. Implementation of the plan requires commitment from City and its preservation partners including the Convention & Visitors Bureau, Downtown Franklin Association, Heritage Foundation, and other preservation organizations. Preparation of the plan was funded in part by a Certified Local Government grant from the Tennessee Historical Commission.

The plan outlined seven goals for advancing the preservation program in Franklin with corresponding strategies to assist in implementing those goals:

1. Celebrate and Promote the Diverse History and Culture of Franklin
2. Preserve Historic Sites, Settings and Linkages

3. Maintain an Updated and Accessible Inventory of Franklin's Historic Resources
4. Increase Awareness of Preservation Incentives and Regulations
5. Enhance Downtown Management and Marketing Efforts
6. Promote Heritage Tourism
7. Enhance the Capacity of Franklin's Preservation Community

The following are some of the key accomplishments of the 2001 Preservation Plan:

- ***1.2: Publish a Calendar of Heritage Events*** – The Downtown Franklin Association, Heritage Foundation, and Preservation Organizations publish their own calendars and events on their websites and sometimes in print media.
- ***1.3: Document the history and culture of Franklin through oral histories*** - The Heritage Foundation operates the Once Upon a Yesterday: Grandparents Day program where grandparents or others can record their stories.
- ***1.4: Create a community heritage center*** - The Heritage Foundation opened the Moore-Morris History and Culture Center in 2022.
- ***2.1: Develop a neighborhood conservation program*** – The City of Franklin created a Neighborhood Conservation Overlay District within the Zoning Ordinance though it has not yet been implemented.
- ***2.3: Conserve historic landscapes*** – The City of Franklin created the Hillside/Hillcrest Overlay District and Scenic Overlay District, and has designated historic cemeteries and Heritage Roads; The Heritage Foundation operates the Heritage Roads Program to protect scenic landscapes.
- ***2.4: Evaluate the Effectiveness of Design Standards*** – The City of Franklin created the Historic Preservation Overlay District (HPO) and the Historic District Design Guidelines to protect historic buildings and neighborhoods through a design review process. The HPO has been updated since its adoption and a revised set of design guidelines were adopted in 2022.
- ***2.5: Explore financial incentive programs*** – The Heritage Foundation operates the Preservation Easement Program.
- ***2.6: Enhance historic cemeteries through maintenance, landscaping, inventories, and awareness*** – The McGavock Confederate Cemetery Corporation maintains and restores the McGavock Confederate Cemetery; The Toussaint L'Overture Cemetery Club maintains and restores the Toussaint L'Overture Cemetery; The Rotary Club of Downtown Franklin has a program to clean headstones in city cemeteries; The City of Franklin has a self-guided cell phone audio tour that includes historic

cemeteries; The Franklin City Cemetery and Rest Haven Cemetery were listed on the National Register of Historic Places.

- ***2.8: Improve gateways and linkages into historic Franklin*** – The City of Franklin created the Columbia Avenue Overlay District and expanded the Franklin Road Local Historic District.
- ***3.1: Update the 1999 Historic Resources Inventory*** – The City of Franklin and the Heritage Foundation updated the Historic Resources Survey in 2007 and 2017.
- ***3.2: Develop a digitized inventory database compatible with the City's GIS software*** – The City of Franklin created an Interactive GIS map of historic districts and landmarks on City's website.
- ***3.3: Identify and nominate historic landscapes*** – Middle Tennessee State University Center for Historic Preservation listed the Harlinsdale Farm National Register Historic District in 2006, with a boundary expansion in 2013; Tennessee Historical Commission listed the Rest Haven Cemetery National Register District in 2012, and the Franklin City Cemetery Historic District in 2012; Middle Tennessee State University/Tennessee Division of Archaeology listed the Glass Mounds Discontiguous Archaeological National Register District in 2015)
- ***3.4: Periodically Evaluate Local Historic District Zone Boundaries*** – The City of Franklin re-evaluated and expanded the Downtown Franklin Historic District in 2002 and 2005.
- ***4.1: Send an Annual Notice*** – The City of Franklin notifies property owners within the HPO annually of their inclusion in the Historic Preservation Overlay Zone and what actions may require review by the Historic Zoning Commission via postcard.
- ***4.2: Create a Historic Zoning Commission website*** – The City of Franklin website includes a Historic Zoning Commission page under *Boards and Commissions* and a Historic Preservation page under *Planning and Sustainability Department*.
- ***4.3: Develop an updated Visual Reference Guide*** – The City of Franklin adopted the new Historic District Design Guidelines in 2022 which are available to the public on the City of Franklin website.
- ***5.1: Encourage ground floor retail on Main Street*** The Heritage Foundation through the Downtown Franklin Association implements programs and strategies through the Main Street Program to encourage ground floor retail.
- ***5.2: Invest in Downtown marketing and management*** – The Heritage Foundation through the Downtown Franklin Association provides membership seminars and workshops, resources for downtown startups, shop local business events, the Franklin Locals volunteer program, three downtown festivals, and has received numerous awards.
- ***6.2: Enhance the Visitor Center*** – The Williamson County Convention & Visitors Bureau through Visit Franklin has expanded the Visitor Center to include information on local history and heritage sites, small exhibits, and a gift shop with books, apparel, and Franklin memorabilia.

- *6.3: Market Franklin's heritage tourism experience* – The Williamson County Convention & Visitors Bureau through Visit Franklin promotes local heritage tourism by focusing on niche markets including African American Heritage Tourism: local markers and statue on the public square and the McLemore House Museum; Agritourism: local working farms, pumpkin and apple picking, hayrides, and farmers markets; Architecture Tourism: historic Downtown Franklin, the Franklin Historic District, and walking tours; Civil War History Tourism: Battle of Franklin Trust house museums and thematic tours; Cultural Tourism: Franklin festivals; Ecotourism: BluewaysTN water trails and corridors to include the Harpeth River; Music Tourism: the American Music Triangle driving trail; and Scenic Travel: the Natchez Trace Parkway.
- *7.1: Strengthen City capacity* – The City of Franklin employs a full-time Preservation Planner and Assistant Preservation Planner to implement the City's historic preservation program. The City's 2024 comprehensive plan Envision Franklin includes historic preservation as one of its guiding principles. City staff and elected officials regularly receive training on the City's historic preservation program and procedures.
- *7.2: Strengthen local capacity* – The Heritage Foundation provides educational, financial incentive, and advocacy programs, manages four properties including their offices in the Lehew Magid Big House for Historic Preservation, the Moore-Morris History and Culture Center, Franklin Grove Estate and Gardens, the Franklin Theatre, and operates the Downtown Franklin Association; The African American Heritage Society operates the McLemore House Museum, Merrill-Williams Home, and African American Heritage driving tour; The Battle of Franklin Trust operates the Carter House, Carnton, and Rippa Villa house museums; Williamson County operates the Archives and County Museum; The Lotz House Civil War House Museum; Franklin community members created the Fuller Story and March to Freedom Statue; Franklin Walking Tours and Franklin on Foot Tours; Civil War battlefields.

The following are some of the strategies from the 2001 Preservation Plan that were not addressed and could be revisited in the current Plan:

- *1.1: Organize an annual Franklin Heritage Festival* - Consider enhancing the Main Street Festival produced by the Downtown Franklin Association to more directly reflect the history and heritage of Franklin, such as living history, arts and crafts, historic architecture, music, and food related to Franklin's heritage.
- *2.7: Develop Corridor Management Plans for historic roads* – Consider working with the Tennessee State Scenic Byway Coordinator to designate the Heritage Roads of Franklin as scenic byways and develop corridor management plans to preserve historic resources)

- *4.4: Host an Orientation Session* – The Historic Zoning Commission, in partnership with local preservation organizations, could host a bi-annual orientation program for homeowners, builders, and developers to share information about the review process, code requirements, financial incentives, and other preservation practices)
- *6.1: Create the Franklin Heritage Traill* – The City of Franklin operates a self-guided cell phone audio tour of historic parks, battlefield sites, and cemeteries. Consider creating a Franklin Heritage Trail by expanding the tour to include Franklin's heritage sites as one self-guided tour with kiosks and interpretive panels throughout the city. Partner with the Convention & Visitors Bureau: Visit Franklin, Heritage Foundation, and other preservation organizations.
- *7.1: Strengthen City capacity* – Consider sharing preservation information with Williamson County planning staff and convening a joint meeting between the City Council and County Commission regarding preservation issues.

2004 Battlefield Preservation Plan

The Battlefield Preservation Plan is a landscape preservation and interpretation plan. Its focus is to tell the story of the Battle of Franklin, with reference to other nearby Civil War engagements as outlined in 25 key recommendations. That story is best told by preserving the places where the battles happened, mitigating encroaching development, and reclaiming battlefield land where feasible. The Battlefield Preservation Plan intersects with the goals of the 2001 Historic Preservation Plan in its concern with buildings, structures, and neighborhoods from the Civil War era. The Plan does not directly address contextualization of Civil War battlefields and structures through the telling of the fuller story.

The following are some of the key accomplishments of the 2004 Battlefield Preservation Plan:

High Priority

- **A-1: Battlefield Park- Land Acquisition & Improvements** - In 2006, the City of Franklin, in cooperation with the American Battlefield Trust, took ownership of what is now Eastern Flank Battlefield Park. The City's Parks and Streets Departments began renovating the property in 2008 and transformed it to what is now Eastern Flank Battlefield Park and Event Facility.

- **A-2: Carnton Plantation- Enhancements & Battle Interpretation** - Additional trees have been planted to screen the new houses so that they are not as visible from the site. Interpretative panels

are across the site that provide additional information. The Battle of Franklin Trust actively works to provide information and expand interpretation to cover all aspects of history on the site. The BOFT reports that an estimated 100k people visit Carnton and Carter House each year.

- **A-3: Carter House- Integration of the Old High School Gym Site -** In 2016, the old gym building was demolished, and the grade was returned to match the existing landscape. Fencing that was utilized around the Carter House was installed. Cannons were not installed at this location.

- **A-5: Carter House- Reclamation of the Cotton Gin Site -** The post-Civil War House and two pizzerias were demolished on the site of the Cotton Gin around 2015. The area has been transformed into a landscaped space with interpretive signage and fencing. The site is known as Carter's Hill Park and is a historic city-operated park.

- **A-6: Carter House- Addition of the Properties to the South** - The properties between the Carter House and Strahl Street were demolished/removed from the site between the years 2015-2017.

- **A-7: Downtown Area- Hospital Flags** - Beginning in 2005, the properties identified as hospitals during the Civil War had letters, agreements to use a city-provided flag, and a flag that resembled the flags used to indicate that the house was a hospital. Later luminaries were also provided to be at the properties as well as the flags. These letters were sent out in 2005, 2006, 2007, 2008, 2009, 2010, 2011, and 2012.

- **A-8: Winstead Hill Area- Conservation Easements** - The City of Franklin purchased the Breezy Hill Property.

- **A-9: Franklin Visitors Center** - There are adjacent free parking garages and paid parking lots, a bus loading area, public rest rooms, staff on hand to answer questions, and maps and brochures are available.

- **A-10: Harrison House- Long Term Protective Measures** - The house has long-term protective measures and the house history is included on the City's existing Audio Tour and has more information within the platform update.

- **A-11: Fort Granger- Access, Views & Promotion Improvements** - The City's Wayfinding Sign Program was wrapped up in January 2025. The gravel parking lot on the north side of the fort was expanded. The vehicular access and parking in Pinkerton Park were not extended, but a new dedicated park access off of Eddy Lane to the Park was added and the overall intent was met to achieve more

direct accessibility to Ft. Granger. Portions of the recommendations for pedestrian access and vista improvements are complete.

- **A-12: Battlefield Interpretive Center** - A new visitor's center is currently being constructed at the rear of the Carter House site and will serve as the interpretation center for the Battle of Franklin.

- **A-13: Linking the Sites- Improving Corridors: Design Guidelines** - In 2005, the Columbia Avenue Design Standards were approved. We currently have a section in the Zoning Ordinance for an overlay to conserve portions of Columbia Avenue. And it was approved in the upcoming fiscal year budget to widen Columbia Avenue beginning at Downs Boulevard.

- **A-14: Linking the Sites- Driving Tour Brochures** – This brochure is available at Visit Franklin.

- **A-15: Downtown Area- Walking Tour Brochure** – There is a paid walking tour that focuses on this. More information can be found on Visit Franklin's website.

Moderate Priority

- **B-1: Linking the Sites- Greenways Enhancements** – The greenway facilities were repaired and a portion of the parking areas at greenway trailheads have been improved.

Low Priority

- **C-2: Roper's Knob & Cedar Hill- Access, Interpretation & Enhancement** - There is access to Roper's Knob through a subdivision, but the trail has recently been cleaned up and is not advertised as publicly accessible; An excavation on the property by the Tennessee Department of Environment and Conservation Division of Archaeology in 2005 was completed.

- **C-5: Linking the Sites- Improving Corridors: Streetscapes** – This was addressed in goal A-13.

The following are some of the strategies from the 2004 Battlefield Preservation Plan that were not addressed and could be revisited in the current Plan:

- **A-4: Carter House- Linkages with the Lotz House** – The Lotz House is now a house museum that shares the Lotz family's account of the Civil War. Two separate organizations operate the Carter Hill

site and the Lotz House Museum and do not appear to offer joint tours. A crosswalk with special pavers on Columbia Avenue has not been installed.

- **A-8: Winstead Hill Area- Conservation Easements** – An observation point viewing the Harrison House has not been done. The additional pathway between the existing point to the observation point has not been done. The wayside exhibit has not been created at the observation point.

- **A-9: Franklin Visitors Center** – There are current no interpretive exhibits or orientation film.

- **A-10: Harrison House- Long Term Protective Measures** – There is currently no wayside exhibit about the Harrison House or a new observation point on Winstead Hill.

- **A-11: Fort Granger- Access, Views & Promotion Improvements** – There is currently no paved path connecting the parking lot north of the fort to the fort.

- **B-2: Winstead Hill Area- Observation Point & Wayside** – An observation Point and wayside has not been done.

- **B-3: Downtown Area- Silhouette Waysides** – While the City of Franklin has not installed silhouette waysides downtown, sites like Carnton do utilize metal silhouettes.

- **B-4: Linking the Sites- Greenways Expansions** – A new bridge for 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 has not been done. The proposed Carnton segment, Rail Line segment, and Mack Hatcher segment have not been done.

- **C-1: Collins Farm- Enhancement & Interpretation** – A National Register nomination was created and submitted in 2004 and was deemed ineligible because the battle site improvements had reduced its historic integrity to low levels. Based on this document: NPS Franklin Battlefield Survey.

- **C-2: Roper's Knob & Cedar Hill - Access, Interpretation & Enhancement** – The City of Franklin owns this property but has not added trails or interpretive signage.

- **C-3: Downtown Area- Court House Exhibit** – There is currently no interpretive display in the building.

- **C-4: Downtown Area- Bridge Interpretation** – The vegetation has been cleared, but wayside exhibits have not been created or installed. The only signage is a silver TN historical marker that has been there since the original Battlefield Plan was published.

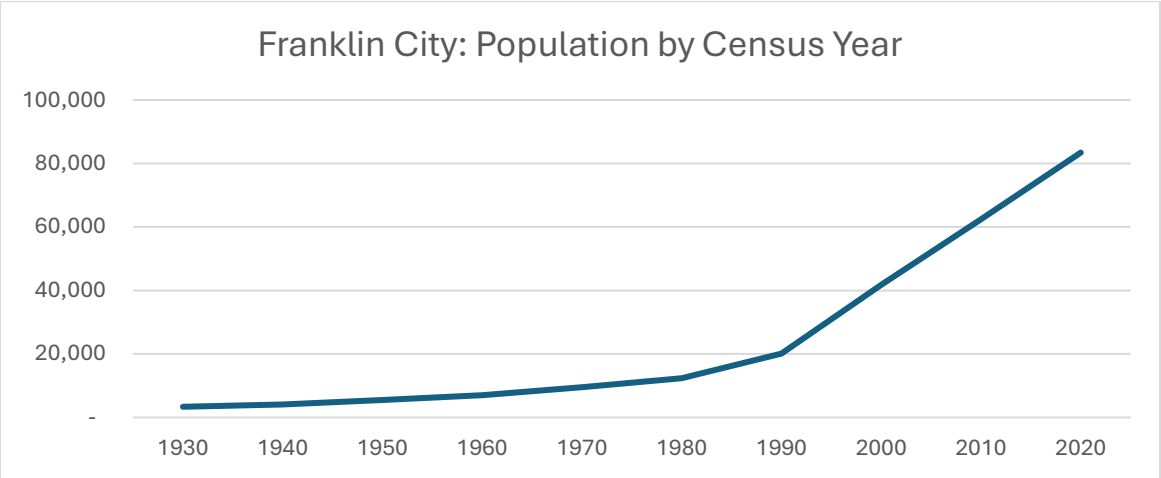
- **C-6: Freight Depot- Interpretation** – There is a business operating in the depot building.

Trends Impacting Preservation Today

Demographic Trends

Franklin has grown in every decennial Census since 1870 except the 1900 census, when the population dropped 3%. Looking back at the last 100 years, Franklin has grown continually and rapidly, never less than 22% in a 10-year period. From 1990 to 2000, the city's population increased 108%, largely due to annexations during that period. In the 2020 Census, the population had grown 34% over 2010.

In 2024, the city's estimated population was 93,011.1



While most of the population growth has occurred outside designated local and national historic districts, the influx has put development pressure on historic buildings as land has become more valuable, and it has put development pressure on previously undeveloped land where new housing has been (and continues to be) built.

We also looked at aggregated demographic data from the city's designated historic districts. While the city's population grew 34% between 2010 and 2020, the population of the historic districts grew more slowly, at an average rate of 6%.2 This makes sense because less development occurred in

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[1] All 2024 data referenced in this section are "intra-censal" estimates by ESRI.

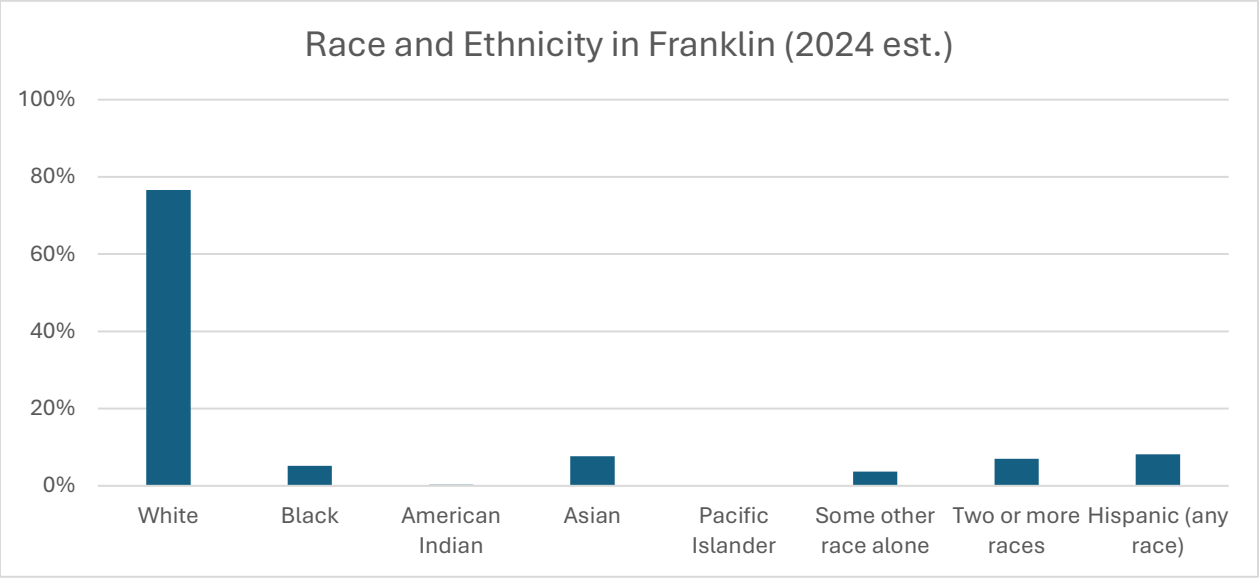
[2] This average represents five of the seven designated historic districts. The small geography and population size of each historic district means detailed district-by-district analysis does not offer meaningful insights. Two districts – Adams Street and Everbright Avenue – are too small to pull demographic data specific to the districts. It appears that the

historic districts (a result of growth constraints and zoning) and more development occurred in non-designated portions of the city.

	Franklin City	Designated historic districts
Change, 2010-2020 Census	+34%	+6%

Race and ethnicity

Racial composition in the city has changed over time, too. In 2024, the total of all non-white, non-Hispanic residents of Franklin was 24%. This represents an increase of 8%, from 16% in 2010. During the same period, the Hispanic population of the city remained constant, at 8%.[3]



Housing

The median home value in Franklin City in 2024 was $693,431, while in designated historic districts it was $878,693.[4] It is reasonable to speculate that the higher home values in historic districts are

population in the Hincheyville district *declined* by 8% from 2010 to 2020, but this number should be viewed as imprecise because of the small population sample.

[3] Race and ethnicity are inherently complicated and subjective. The Census attempts to categorize race and ethnicity, but those categories continue to evolve. For example, "Hispanic" is defined as an ethnicity in the Census, so an individual can identify as any race *and* Hispanic. Increasingly however, Hispanic or Latino people identify as "Some other race" because they see their culture and experience as different from the white experience.

[4] Median value in historic districts does not include Adams Street, Everbright Avenue, or Lewisburg Avenue, for which housing data is not available because of the size of the districts.

because of the desirability of these areas as places to live. Homes outside the historic districts are likely to be larger structures on larger lots than homes in historic districts. If all factors were equal, homes outside historic districts would, theoretically, be more expensive because of the added space. But historic districts seem to bring an additional inherent value, which could be attributable to the quality of the buildings, quality of life in historic districts, walkable neighborhood scale, highly regulated development standards, or other factors.

Housing tenure

Based on limited available data, it appears that owner-occupancy is lower in designated historic districts than the city overall. In the aggregated historic districts, 51% of homes are owner-occupied, compared to 63% of homes in Franklin City.[5] Renter occupancy accounts for 40% of homes in historic districts and 32% in the city overall. This seems to be driven by a larger proportion of rental units in the Downtown district, along with Franklin Road and Lewisburg Avenue districts.[6]

Affordability

Housing is expensive in Franklin, regardless of whether a home is in a historic district. As one resident noted, "Our kids can't live here; we're preserving for a generation that can't live here anymore." The concern voiced by many is that high home prices have changed the texture of Franklin, even while buildings themselves are preserved.

The Housing Affordability Index is a standardized representation of the relationship between income and the cost of housing. The HAI is based on a scale with a midpoint of 100: values greater than 100 indicate increasing affordability. An HAI of 100 means the median household income is sufficient to qualify for a loan on a median-valued home and not be cost-burdened. The Housing Affordability Index throughout Franklin suggests lack of affordability for households with median income. In Franklin City, the HAI score is just 71, or 29 points below the benchmark of 100.

HAI scores below 100 reflect increasingly cost-burdened situations. HUD defines housing cost burden as spending more than 30% of income on housing, which includes rent or mortgage

[5] Aggregated housing tenure for historic districts does not include data for Adams Street or Everbright Avenue because of their small geography.

[6] Occupancy percentages do not add up to 100% because there are always some unoccupied units, even in a strong housing market.

payments, utilities, and other related fees. Households spending over 50% of their income on housing are considered severely cost-burdened.

In focus groups, many residents expressed a desire to solve for affordability by diversifying the housing stock. One challenge in building more affordable housing units in Franklin is Tennessee's prohibition on inclusionary zoning, meaning cities cannot require developers to include a certain number of affordable housing units in new developments as a condition of zoning approval.

Threats to housing

Franklin's desirability as a place to live, combined with its high land values, has accelerated teardowns, a strategy used by developers to extract more value from desirable lots. Teardowns typically involve replacing a smaller older home with a larger new home. Teardown development in Franklin primarily affects areas outside designated historic districts, though it can threaten noncontributing buildings within historic districts, subject to application to the Commission.

Heritage Tourism Trends

"Heritage tourism is traveling to experience the places, artifacts and activities that authentically represent the stories and people of the past and present. It includes cultural, historic, and natural resources."[7]

Overview

Tourism is a strong and growing industry in Franklin and Williamson County and has a significant impact on the local and state economies. Williamson County ranks Number 6 out of the state's 95 counties in visitor spending (preceded by Davidson, Shelby, Sevier, Knox, and Hamilton counties).[8]

Marketing to attract visitors is led by the Williamson County Convention and Visitors Bureau (CVB), which operates under the name *Visit Franklin*. Visit Franklin's mission is to positively impact the local economy by increasing travel-related spending in the county, provide quality and welcoming experiences to all visitors, support the local hospitality industry, and assist in the development, preservation, and expansion of the county's tourism products. Visit Franklin reaches four market areas: leisure travel, meetings/conferences/conventions, group tours, and sports marketing. It manages a visitor center in downtown Franklin with a second visitor center planned for the Factory at Franklin.

Visitation and Spending

The most recent impact reports show growth in the local tourism industry: Day and overnight visitation to Franklin and Williamson County increased in 2023 over the previous year. In 2023, day visitation to Williamson County increased by 422,679 people– from 4,466,295 in 2022 to 4,888,974. Overnight visitation also increased by 309,431 – from 3,367,369 in 2022 to 3,676,800.[9]

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[7] National Trust for Historic Preservation, Heritage Tourism Program, 1990.

[8] Data in this section was compiled by Smith Travel Research for the Tennessee Department of Tourist Development.

[9] Data in this section was compiled by Smith Travel Research for the Tennessee Department of Tourist Development. For the purposes of this research, a visitor is defined as someone who completes any journey for business or pleasure, outside their normal community and not part of a normal routine. A day visitor's trip

Direct visitor spending in the county in 2023 totaled $1.32 billion, which represents the aggregate of five spending categories:

- Food and beverage: 35%
- Lodging: 23%
- Amusement and Recreation: 15%
- Transportation: 14%
- Retail: 13%

In addition, visitor spending supports local employment and generates local and state tax revenues. The following are attributable directly to visitor spending in Franklin and Williamson County:

- Employment: 8,825
- State taxes: $90 million
- Local taxes: $54 million

The most recent visitor research survey taking an in-depth look at visitor activities was conducted in 2019, prior to the Covid pandemic. With the gradual reopening and recovery of the travel industry in the last few years, the CVB may consider another survey at some future point. However, at present there is sufficient data from multiple sources to yield insights into visitor interests and activities. Sources include:

- **Visitor Center** – More than 40,000 visitors stop at the downtown Franklin Visitor Center each year. The center is staffed with information specialists who provide information and help visitors plan their stay. A second visitor center is planned for the Factory at Franklin.
- **Partner data –** The Franklin Battlefield Trust tracks some 100,000 visitors annually to tour Carter House, Carnton and Rippa Villa historic sites. Three signature festivals produced by the Heritage Foundation and Downtown Franklin Association (Main Street, Pumpkinfest and Dickens of a Christmas) draw 350,000 attendees each year.

Based on Visit Franklin's research, the most popular destinations in Franklin for leisure visitors are heritage tourism experiences, including:

- Historic downtown Franklin
- Factory at Franklin
- Historic homes

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involved travel >50 miles from home, spending time in destination and returning home to sleep. An overnight visitor spends one or more nights in a lodging facility, short-term rental, or the home of friends/family.

- Battlefields

Williamson County is also fortunate to have strong repeat visitation with 66.9 percent of visitors making a return trip.[10]

In 2024, the average length of stay for a visitor was two days with 77.3% staying overnight. Hotel occupancy in Williamson County currently averages 68 percent annually for 54 hotels. While most hotels offer extended stay or limited service, tourism leaders identify a need for more full-service hotels which would accommodate more visitors. At the same time, participants in community meetings for the preservation plan identified the possibility of "too many tourists" as a potential concern. (Occupancy data for short-term rentals such as Airbnb was not available.)

[10] Ibid.

Visitor Origins

In the period from December 2023 through December 2024, the top visitor origin states for Williamson County were Tennessee (24.3%), Alabama (12.9%), Florida (6.3%), Kentucky (5.6%), Georgia (5.4%), Texas (4.4%), Illinois (3.8%), Ohio (3.5%), Indiana (3.5%) and North Carolina (3.2%).

One factor to monitor is the ever-increasing visitation to nearby Nashville. Visitor research for Williamson County showed that in 2024, 52.3% of tourists also visited Nashville. Tourism leaders in Nashville recently forecasted a record-breaking 17.3 million tourists to visit in 2025. As visitation to Nashville continues to increase, many of these tourists will find their way to Franklin.[11]

While the travel industry has largely recovered to pre-pandemic levels, there is renewed uncertainty in forecasts for late 2025 and the near-term future. The current uncertainty primarily impacts international travel and is related to the slowed issuance of visas and reduced demand for visiting the US. The Nashville market (and, by extension, Franklin) will likely see fewer international visitors in the near term. A March 2025 report showed reduced inbound travel to the US from Canada (-26% in overnight land trips; -14% in air travel); Western Europe (-17%); Asia (-25%); and South America (-10%).[12]

Heritage Tourism in Franklin

A successful and sustainable heritage tourism destination requires attention to many factors that influence the visitor experience – everything from attracting a potential visitor's interest and providing information to help plan a visit, making it easy for visitors to find the destination, offering an engaging and authentic experience at sites that are well preserved and interpreted, and

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[11] "No Signs of Slowing Down: Nashville Eyes $11.4 Billion in Visitor Spending," https://fox17.com/news/growing-nashville/nashville-tourism-114b-in-visitor-spending-music-city-travel-cma-fest-savannah-bananas

[12] U.S. Travel Snapshot, April 2025, U.S. Travel Association, https://www.ustravel.org/us-travel-snapshot-april-2025

maintaining ongoing communication with the visitor to encourage return visits and word of mouth recommendations to others.

Heritage tourism programs bring together tangible historic resources (like buildings and sites), intangible cultural heritage (like stories and traditions), and the capacity to curate and interpret authentic experiences for visitors. Franklin successfully leverages historic preservation to support robust heritage tourism.

A successful heritage tourism program achieves three primary goals:

1. **Preserves a community's tangible and intangible legacy** – Supports preservation and stewardship of buildings and landscapes to places to see where events happened, to hear the voices and read the words, to watch local artisans at work and to participate in unique celebrations.

2. **Attracts Visitors** - Encourages travelers to seek out the places that connect us to a historical time and place that still shapes us – individually, as a community and as a nation - today.

3. **Builds Community Pride** - Engages residents in learning about their history and encourages them to advocate for their community's preservation and to become ambassadors in sharing their community's culture and heritage with visitors.

Just as Franklin's residents readily associate historic and cultural resources as important to the city's character and quality of life, the same is true of visitors: they are drawn to enjoy the historic downtown, tour historic homes, and take guided tours to learn more about the area's history and culture.

Niche Markets

Throughout the country and in Franklin, there is a growing effort to develop and promote niche markets by tailoring unique experiences that appeal to travelers with special interests. The following are popular heritage tourism niche markets with relevance to Franklin:

African American Heritage Tourism

Increasing interest in African American history and associated places, both by Black and non-Black travelers, have brought greater attention to saving and interpreting historic resources and cultural traditions, including cuisine, literature, performing and visual arts, as well as the history of enslavement, segregation and civil rights.

As part of a commitment to tell the story of Franklin's African American history, a coalition of pastors, community leaders and residents worked together to raise funds to place a series of historic markers and a statue around the public square. The statue honors the U.S. Colored Troops. Two of the historic markers tell the story of the Battle of Franklin; another marker tells the story of the market house that stood on the square where enslaved African Americans were bought and sold for many years. Three additional markers tell of Reconstruction following the Civil War, a riot that occurred in 1867, and the local African Americans who enlisted in the U.S. Colored Troops at the courthouse. The statue, named March to Freedom, is the first in the nation located on a public square.[13]

Agritourism

Agritourism refers to visiting a range of agricultural sites and operations, including farm stays and pick-your-own activities, as well as hay rides, corn mazes, and the like. The U.S. Census of Agriculture shows an increasing trend in agritourism and related recreational services and direct sales of agricultural products.

Visit Franklin informs visitors that the county is "dotted with many working farms open to the public" as well as many farmers markets. Experiences include feeding alpacas, staying overnight on a dairy farm and touring a milk museum, picking out a Halloween pumpkin, picnicking in an apple orchard, cuddling baby goats, enjoying a hayride, weaving through a corn maze, and many others.[14] Tennessee also celebrates "Century Farms," family farms that have operated for more than 100 years. These farms, both in Franklin and the region, tell the story of the Franklin agricultural history.

Architecture Tourism

Travelers may choose a destination specifically to see unique architecture or enjoy it as a backdrop for their activities such as touring, shopping, and dining. Tourists are often drawn to destinations that

[13] "The Fuller Story and the March to Freedom Statue," https://visitfranklin.com/history/the-fuller-story-project/
[14] https://visitfranklin.com/things-to-do/farm-experiences/

offer a unique architectural heritage because it provides a glimpse into the past and allows visitors to immerse themselves in the local culture and gain a deeper understanding of the place they are exploring. Historic buildings and landmarks are often destinations in themselves.

Visit Franklin's research shows that the charming downtown is the primary draw for visitors who enjoy shopping, dining and strolling through the award-winning historic district, and enjoying the district's historic commercial and residential architecture. Several tour companies offer walking tours that include the historic downtown.

Civil War Tourism

Research compiled by Civil War Trails, Inc. shows that interest in travel to places associated with the Civil War continues to grow and that these travelers have a significant economic impact on the destinations they visit. Civil War travelers typically stay three to four nights and, in addition to their interest in history, also seek food/beverage and recreation experiences.

Tennessee's significant role in the Civil War is reflected in a unique distinction: it is the only state whose entirety is encompassed in a National Heritage Area, designated by Congress in 1996. The NHA works to tell "the whole story of America's greatest challenge, 1860-1875: the powerful stories of vicious warfare, the demands of the home front and occupation, the freedom of emancipation, and the enduring legacies of Reconstruction."[15] The NHA management entity works with partners across the state to develop programs and projects that interpret Civil War stories to educate residents, students and tourists.

The Battle of Franklin Trust preserves and manages three historic homes where it interprets stories of the Civil War and the lives of the people associated with the sites. The three sites attract some 200,000 visitors annually. Carter House, Carnton, and Rippa Villa were surrounded by the Battle of Franklin in November of 1864. Considered the last major battle of the Civil War, the fighting left almost 11,000 soldiers dead, missing, captured or wounded. A variety of thematic tours are offered at each site, such as stories of the War's impact on the families who lived there and the enslaved people who worked there, interpretation of the surrounding battlefield, and behind-the-scenes tours. Each November, a special event commemorates the November 29-30, 1864, Battles of Spring Hill and Franklin.

[15] Tennessee Civil War National Heritage Area, https://www.tncivilwar.org/

Cultural Tourism

Cultural tourism is a term often used interchangeably with heritage tourism but focuses more on a destination's intangible cultural resources. It includes study tours; performing arts and cultural tours; travel to festivals and other cultural events; visits to sites and monuments; travel to study nature, folklore, or art; and pilgrimages."[16] It also includes local foods and foodways. Such assets are also attractive to conventions, business meetings, group tours, or special/family events.

Franklin's historic downtown is the setting for three signature festivals produced by the Heritage Foundation and the Downtown Franklin Association which attract more than 350,000 attendees, including residents and tourists, annually. Each festival draws attendees to enjoy festival activities and to shop and dine in the historic downtown. The oldest of the festivals is the Main Street Festival. Begun 41 years ago, the festival has grown to attract more than 120,000 attendees to enjoy unique arts and crafts, live music and dance performances, public art exhibits and children's activities. The festival is consistently listed as one of the Top 20 Events in the South by the Southeast Tourism Society. Each October, festival goers celebrate autumn at Pumpkinfest which features unique arts and crafts, live entertainment and other activities. In December, Dickens of a Christmas uses the historic downtown's architecture as the backdrop to recreate the time of Charles Dickens (famed author of *A Christmas Carol)* with musicians, dancers and costumed characters from Dickens' novels roaming the streets.[17]

Ecotourism

The International Ecotourism Society defines ecotourism as "responsible travel to natural areas that conserves the environment, sustains the well-being of local people, and involves interpretation and education."[18] The growing interest in outdoor activities and experiences creates new opportunities for the tourism industry because, to experience nature, most Americans must leave home. While a distinct category of travel, ecotourism visitors overlap with heritage, cultural, and architecture tourism.

In 2024, the Office of Outdoor Recreation was established in the Tennessee Department of Environment and Conservation to develop and promote the state's $11.9 billion outdoor recreation

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[16] United Nations World Tourism Organization,

[17] "Festivals on America's Favorite Main Street," Heritage Foundation of Williamson County and Downtown Franklin Association, https://downtownfranklintn.com/festivals/

[18] International Ecotourism Society, 2015, https://ecotourism.org/what-is-ecotourism/

economy. A new program of the Office of Outdoor Recreation is BluewaysTN, a program to create a system of water trails or water-based recreation corridors through the state's 15 rivers. BluewaysTN includes infrastructure development, branding and marketing. In Franklin and Williamson County, the Harpeth River is targeted for inclusion in the program. The Harpeth Conservancy is a lead local partner.

Music Tourism

Music tourism includes visiting music-themed museums, attending a festival or concert, touring a recording studio, or listening to music in a variety of local venues such as restaurants, amphitheaters, or arenas. Music tourism constitutes its own travel niche but it is also a component of cultural tourism. Destinations with a music heritage attract visitors to tour associated places such as recording studios or an artist's home; artists may engage fans through meet-ups and photo opportunities, or promotional partnerships between music-related attractions and tourism agencies.

Franklin is a featured destination on an Americana Music Triangle driving trail that takes visitors from the music recording meccas of Nashville to Muscle Shoals, Alabama. The Americana Music Triangle links Nashville, Memphis, New Orleans, Muscle Shoals and other cities in Tennessee, Alabama, Mississippi, Louisiana and Arkansas where nine distinct genres of music – blues, jazz, rock and roll, R&B/soul, country, gospel, Southern gospel, Cajun/zydeco and bluegrass - emerged over time. Stops in Franklin include the historic Franklin Theatre, songwriters' night at Kimbro's restaurant, and live music at Puckett's, Americana Taphouse, Bunganant Pig and Gray's on Main restaurants.[19]

Scenic Travel

In the words of 19th century Transcendentalist Ralph Waldo Emerson: "To finish the moment, to find the journey's end in every step of the road, to live the greatest number of good hours, is wisdom."[20] This quote is often paraphrased as "It's not the destination, it's the journey."

For heritage travelers, the journey becomes part of the destination as they choose to travel along scenic routes to fully experience the landscapes that lead to historic communities. The National Scenic Byway Foundation advocates preservation of scenic roadways and promotes their value to travelers whose interests include seeing historic landscapes, visiting places of historic and

[19] https://www.americanamusictriangle.com/story

[20] 1845 (Copyright 1844), *Essays: Second Series* by Ralph Waldo Emerson

architectural significance, archaeology, photography, and more.[21] The economic impacts of scenic driving include revenue from lodging, dining, shopping, and local attractions.

The Tennessee Department of Transportation recognizes a network of scenic roadways in the state including parkways, local and state-designated roads, and National Scenic Byways. The Natchez Trace Parkway is an All-American Road/National Scenic Byway managed by the National Park Service that travels 444 miles from Nashville through Alabama to Natchez, Mississippi, passing through Williamson County along the route. The Parkway roughly follows the Old Natchez Trace, an early travel route for Native Americans, European settlers, military soldiers and commerce traders. The Parkway features multiple stops with signs, wayside exhibits and historic sites interpreting the history of the route. Travelers are also encouraged to explore communities such as Franklin which are located near the Parkway.

Visit Franklin is a member of the Natchez Trace Compact, a coalition of state and local tourism offices in Tennessee, Alabama and Mississippi which formed in 1999 to promote travel on the Parkway and in surrounding communities.[22]

A study by the National Park Service found that almost six million visitors traveled the parkway in 2016, spending more than $142 million in communities near the parkway.[23]

Additionally, locally, the Heritage Foundation manages a Heritage Roads Program in Williamson County. The program is designed to identify, protect and preserve scenic roads throughout the county. Currently more than 50 roads – either in part or entirety – have been designated.[24]

Sustainable Tourism

In recent decades the focus of planning for heritage tourism has grown from simply attracting visitors to enjoy a destination's historic sites and cultural attractions to reflect a unified goal: Sustainable tourism. The "Heritage Tourism Market Size, Share & Trends Analysis Report" published in 2024 identifies sustainability as a "defining force" that permeates all aspects of heritage tourism and

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[21] "Byways Across America," National Scenic Byway Foundation, https://nsbfoundation.com/about/byways-across-america/

[22] Natchez Trace Compact, https://www.scenictrace.com/about-the-compact/

[23] "Natchez Trace Parkway Tourism Created $142 Million in Local Economic Benefits," National Park Service, April 2017, https://www.nps.gov/natr/learn/news/natchez-trace-parkway-tourism-created-142-million-in-local-economic-benefits.htm; NPS calculated that 80% of spending is in Mississippi, 13% in Tennessee and 7% in Alabama.

[24] Heritage Roads Program, https://williamsonheritage.org/historic-preservation/heritage-roads-program/

ecotourism, balancing the influx of visitors with the preservation of historical assets. Sustainable tourism seeks to ensure that tourism benefits are shared equitably, supporting local economies and creating incentives for cultural preservation.

The travel industry is witnessing an evolution where sustainability is not simply an option but a central tenet of heritage tourism's long-term strategy, creating a resilient framework for conserving historical assets while enhancing visitor engagement.[25]

Branding Heritage Tourism in Franklin

Visit Franklin's brand messaging emphasizes the importance of authenticity, the need to preserve the integrity of historic resources, the need to document intangible heritage, the opportunity to create a variety of messages for different experiences, and the essential involvement of the residents in welcoming visitors to Franklin and Williamson County. Visit Franklin emphasizes historic preservation in its brand messaging priorities:[26]

- **Where We've Been, Who We Are**: Civil War history, the Fuller Story, relevant programming and content, historic battlefields and museums
- **Some Things Are Worth Preserving**: Preserving land, preserving buildings and character, preserving stories, preserving the things that matter
- **"Small Town, Big Experience"**: Intimate experiences, intentional and curated, Southern hospitality, leave our table full of good food and good stories
- **The Power of Community**: A collection of unique communities, more alike than we are different, relationships and people, the power of coming together

Together, these communicate the types of experiences that await visitors to Franklin and Williamson County.

Franklin is the centerpiece of the CVB's marketing which invites visitors to *Experience the South's Most Charming Town* and declares downtown Franklin as a "must-see" attraction. Visit Franklin's brand messages include:

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[25] Heritage Tourism Market Size, Share & Trends Analysis Report, Grand View Research, 2024, https://www.grandviewresearch.com/industry-analysis/heritage-tourism-market-report#

[26] "Franklin, Tennessee: Visit Franklin Messaging Booklet," Williamson County CVB, 2024. Visit Franklin recently completed a community research project which provided insights to inform marketing and sales efforts.

1. **A Great American Main Street.** For almost 50 years, Franklin's historic downtown has led the way nationally in revitalization and attracting visitors. The Downtown Franklin Association (DFA) formed in 1984 to support fledging revitalization efforts with resounding success. In 1995, Franklin was one of the first downtown's designated as a Great American Main Street by the National Trust for Historic Preservation. Over the next three decades, the downtown continued to be preserved and revitalized, attracting new retail and restaurants, drawing tour guides to give historic tours and serving as the setting for festivals enjoyed by thousands each year.

2. **Telling Franklin's Fuller Story.** The city is setting a national model for telling the community's fuller stories. "Dealing honestly with history is vitally important to the integrity of place and visitor education. Powerful messages can help heal wounds, evoke greater understanding and empathy…and give voice to underrepresented or silenced populations."[27]

   Visit Franklin explains the Fuller Story Initiative: "Franklin's Public Square is more than a charming centerpiece—it's a space where the complexities of history are brought into focus. The Fuller Story initiative weaves together narratives of courage, resilience, and reckoning, shedding light on often-overlooked chapters of Franklin's past." The initiative resulted in the placement of historic markers and a statue around the public square. The statue honors the U.S. Colored Troops. Two of the historic markers tell the story of the Battle of Franklin; another marker tells the story of the market house that stood on the square where enslaved African Americans were bought and sold for many years. Three additional markers tell of Reconstruction following the Civil War, a riot that occurred in 1867, and the local African Americans who enlisted in the U.S. Colored Troops at the courthouse.

3. **Preservation Leader.** Franklin's designation as a Great American Main Street is one of many awards and accolades recognizing the city's dedication to historic preservation. Additionally, community leaders successfully raised more than $28 million to reclaim and restore 200 acres where the 1864 Battle of Franklin occurred. The battlefield and three historic homes – Carter House, Carnton and Rippa Villa – are now major attractions offering a variety of thematic tours, educational programs and events. Among the community's many other preservation projects is the Moore-Morris History and Culture Center of Williamson County. Housed in an early 20th century historic home, the Center provides an interactive experience interpreting the county's history. Visitors can also take a self-guided driving tour to explore Franklin's African American history. The tour travels through historic neighborhoods and highlights homes, churches, parks, businesses and other sites while sharing stories of the lives of African Americans throughout many eras.

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[27] *Cultural Heritage Tourism: Five Steps for Success and Sustainability,* Cheryl M. Hargrove, American Association for State and Local History, Rowan & Littlefield, 2017

Looking Back, Looking Ahead

Franklin has been a leader in heritage tourism for more than four decades, providing a nationally recognized model for community engagement and careful planning to welcome visitors while maintaining a high quality of life for residents. The revitalization of downtown Franklin, which began in the 1980s, brought many accolades locally and nationally. Bringing the charming downtown to life again also heralded the arrival of a new opportunity – welcoming visitors to experience the downtown, tour historic sites, and to generate economic impact.

With this success, in the early 1990s Franklin participated in the nation's first heritage tourism pilot program. Managed by the National Trust for Historic Preservation and the Tennessee Department of Tourist Development, the three-year initiative focused on the Natchez Trace Parkway and communities – including Franklin – along the parkway to develop and implement heritage tourism plans.

In the decades that followed, Franklin's heritage tourism offerings continued to expand. Today, there are a multitude of experiences for visitors who are interested in the area's culture and history and heritage tourism will be a key component of the new historic preservation plan.

As annual visitation nears five million tourists, it will be important to continually evaluate the question that popular destinations ask: *What is the right number of tourists – or - how many is too many?*

Economic Development Trends

Economic development intersects with many aspects of historic preservation in Franklin, including heritage tourism (discussed later in this chapter, and in Chapter 5), The Factory, and others. But the heart of this intersection of tourism, preservation, and economic development is historic downtown Franklin.

Downtown Franklin, part of the Main Street America program, was among the first winners of a Great American Main Street award, in 1995, the award's inaugural year. Once a "revitalization" project, today downtown is vibrant and thriving. It seeks to maintain its record of success by continually adapting to changes in retailing, dining and entertainment, and tourism.

Downtown is the single most-visited destination in Franklin City and the third most-visited destination in Williamson and Davidson Counties. (Nashville's Broadway is the most-visited destination in the two counties.)[28]

Downtown is different from a historic site in that its value reflects the combined assets of historic buildings, the quality of the public space, and the mix of commercial enterprises. These qualities can't be teased apart. For example, a downtown with historic buildings but no businesses is a drain on the local economy, rather than a contributor. It is the productive economic use of historic commercial buildings that helps to assure their preservation.

As a result of its unique businesses and visitor experience, downtown Franklin has managed to thrive though a tumultuous period of transitions to ecommerce and streaming entertainment where many historic downtowns have struggled.

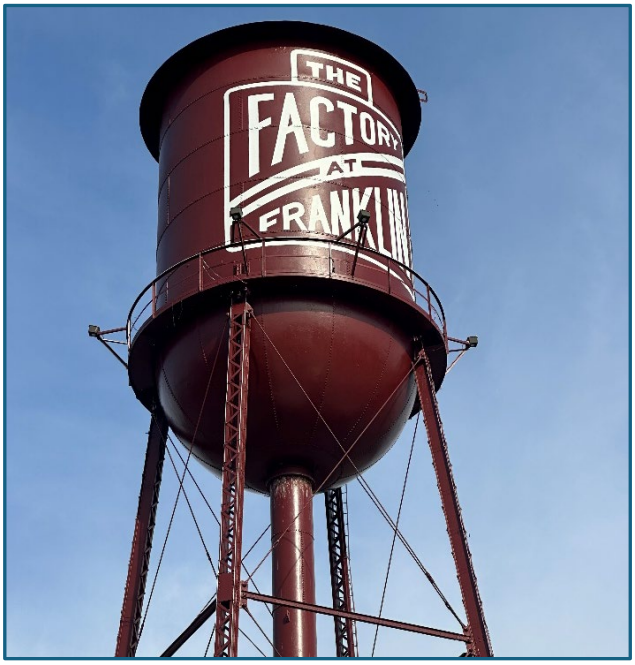
Downtown Franklin is fortunate to be in this position. But its success also comes with risks. In focus groups, some residents reported that they don't frequently go downtown, especially on weekends or when events are scheduled, because it is too crowded. One resident noted, "Downtown is friendly but it's not family-friendly. There's nothing for kids to do." In interviews, restaurateurs report about 60% of reservations are from outside the Middle Tennessee market and that only about 20% of downtown diners are local. Residents report they are less likely to go out to eat downtown because they "can't just show up," as they were accustomed to doing in the past.

Increased foot traffic downtown brings increased consumer spending while also increasing the value of commercial space. (The value of a retail space, unlike a residence, is based on the revenue that can be generated in it, a function of the volume of customer traffic.)

For independent businesses, especially, the increased real estate values downtown pose threats to their business models: Rising real estate values result in rising property taxes. Property taxes are passed through to tenants in most cases and can challenge the financial viability of a business if sales and net profits cannot increase at the same rate as fixed costs. Restaurants, which have capacity limitations, expressed greatest concern about this condition.

[28] Source: Symphony Tourism Economics, 2024, via Visit Franklin.

Downtown has also seen an increase in chain businesses in recent years, which confirms the strength of the Franklin market. While the number of chain businesses is still relatively small, they present two potential threats:



Visitors increasingly value local experiences and local products. While the familiarity of Starbucks may be appealing, these are not the businesses that attract them.

Chains can often afford to pay higher rents than independent businesses and they will typically sign longer leases.

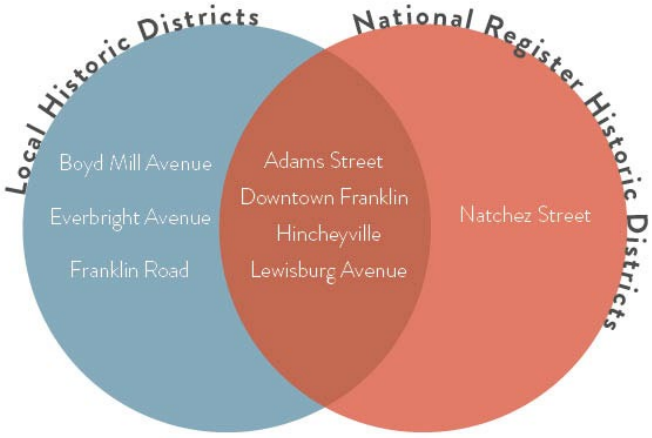
Chain retailers, which are sometimes called credit tenants because of their ability to secure bank financing, are highly desired by building owners. However, when a chain tenant has the resources to pay more for a storefront space (i.e., because they want to be in a particular market), it has the effect of raising rents for adjacent storefronts and all of downtown, making it harder for independent businesses – the businesses that both locals and visitors highly value – to remain.

Local Designated Historic Resources

In Franklin, there are two primary types of official designations for historic resources: locally designated resources that are within the Historic Preservation Overlay District (HPO) and resources that have been listed in the National Register of Historic Places (NRHP). Resources may be listed in the NRHP or under the HPO, or both.

The HPO is designed to preserve and protect architecturally or historically significant resources. Alterations to a property under the HPO must follow the Historic District Design Guidelines and be approved by the Historic Zoning Commission. Historic Districts within the HPO are known as Local Historic Districts and individual properties within the HPO are Local Landmarks or Individual Local Designations. Franklin has seven Local Historic Districts, twelve Local Landmarks, and ten Individual Local Designations.

The NRHP is primarily an honorary designation for resources that are historically significant but can provide some protection from projects that are funded or permitted by a federal agency. A property owner may be eligible for certain tax credits on qualifying renovations to a property listed in the NRHP. Listing in the NRHP does not restrict a property owner from making alterations or additions to, or demolition of, the historic resource. Currently, there are 41 individual properties within the City of Franklin that are listed in the NRHP, and 5 historic districts. The Natchez Street Historic District is the only National Register historic district in Franklin that is not also designated as a local historic district and therefore does not fall within the HPO regulations. See **Appendix D - National Register Historic Resources** for further information on individual properties and historic districts in Franklin listed in the National Register of Historic Places.



The following categories define the different types of designated historic resources:

Buildings: a building such as a house, barn, church, hotel, or similar construction is considered principally to shelter any form of human activity. “Building” may also refer to a historically and functionally related unit, such as a courthouse and jail or a house and barn.

Structure: the term “structure” is used to distinguish from buildings those functional constructions made usually for purposes other than creating human shelter. Examples include bridges, roads, and water towers.

Object: the term “object” is used to distinguish from buildings and structures those constructions that are primarily artistic in nature or are relatively small in scale and simply constructed. Although it may be, by nature or design, movable, an object is associated with the specific setting or environment. Examples include monuments, statuary, foundations, and boundary markers.

Sites: a site is the location of a significant event, a prehistoric or historic occupation or activity, or building or structure, whether standing, ruined, or vanished, where the location itself possesses historic, cultural, or archaeological value regardless of any existing structure. Examples include battlefields, cemeteries, designed landscapes, and ruins of a building.

Districts: a district possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development. Examples include business districts, industrial complexes, residential areas, and transportation networks.

Local Historic Districts

Currently, the City of Franklin has a total of seven local historic districts. Four of these districts are also listed in the NRHP and three districts are designated as Local Historic Districts only. All Local Historic Districts fall under the jurisdiction of the HPO.

Local Historic Districts that are also listed in the NRHP

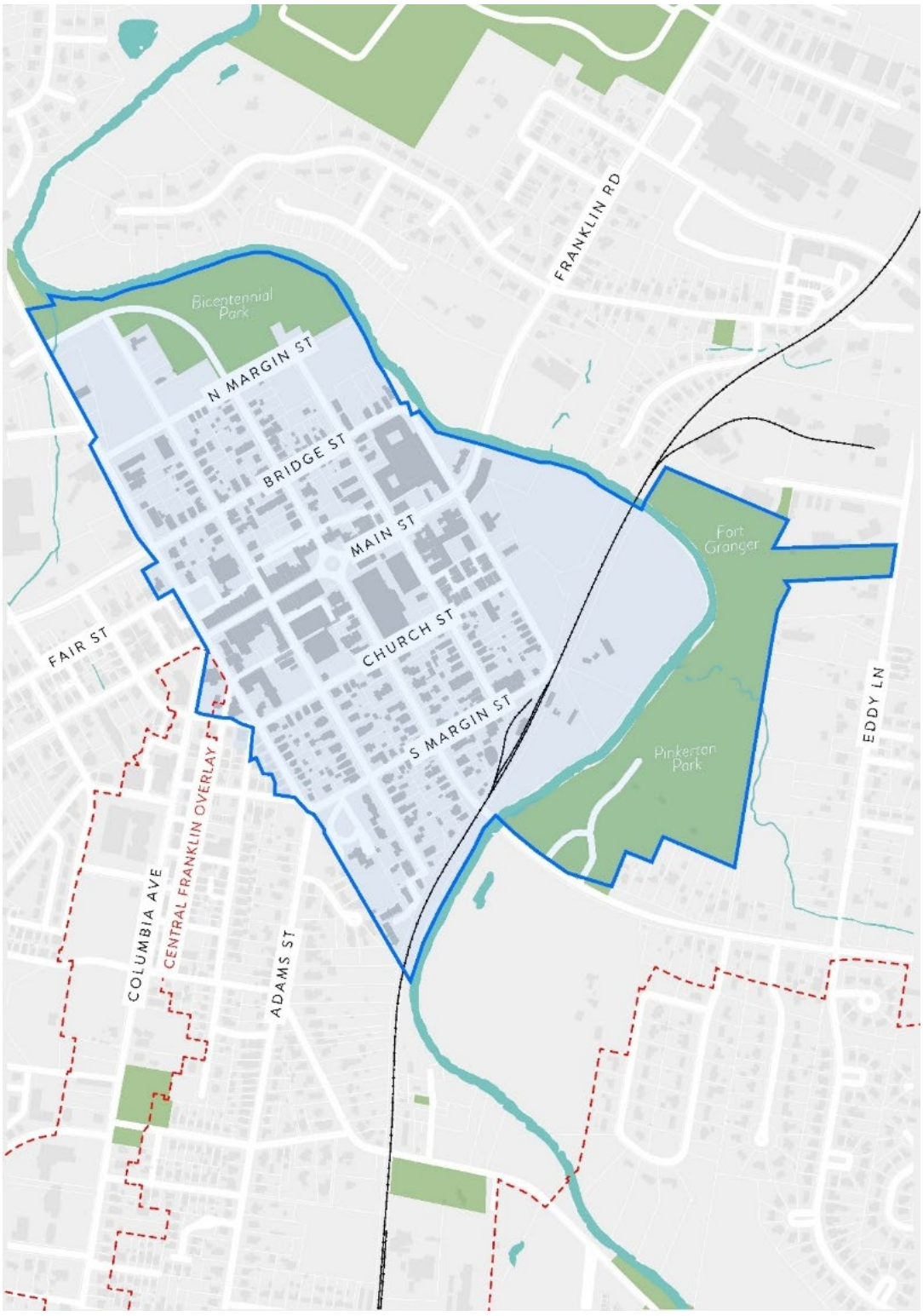
Franklin has four Local Historic Districts (HPO) that are also listed in the NRHP: the Downtown Franklin Historic District, the Lewisburg Avenue Historic District, the Hincheyville Historic District,

and the Adams Street Historic District. The HPO boundaries generally follow the NRHP boundaries, but some boundaries do not align exactly.

Downtown Franklin Historic District (c.1805–1967)—Designated 1989, expanded 2002 and 2005; NRHP-listed 1972, expanded 1988 and 2000

The Downtown Franklin Historic District, centered around Main Street and 3rd Avenue, is composed of Franklin's oldest residential and commercial buildings, including the public square and courthouse. These buildings, constructed in a variety of styles including Federal, Greek Revival, Italianate, Queen Anne, and Victorian, illustrate the continued evolution of Franklin as the governmental and commercial center of Williamson County.

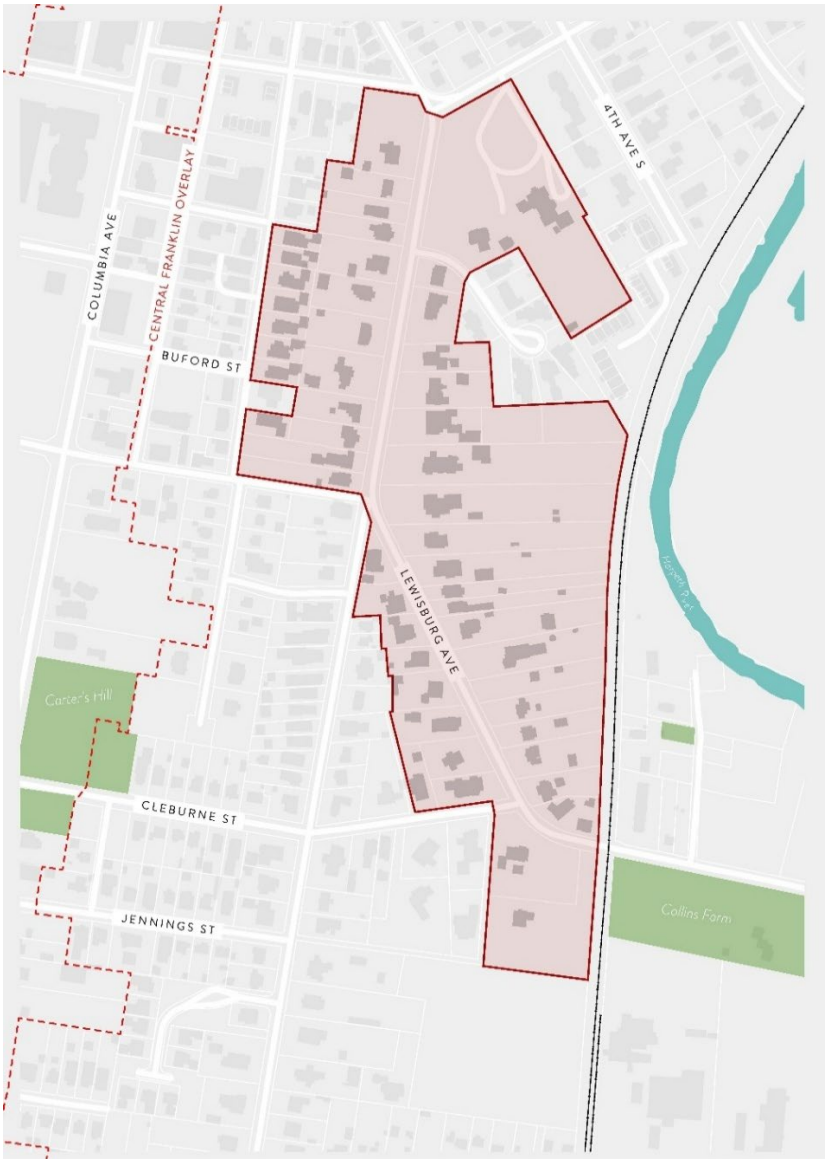
The Downtown Franklin Historic District boundary has been increased twice since its listing on the NRHP. The first extension in 1988 contains a one-block area of 3rd Avenue that includes 12 contributing dwellings and four non-contributing buildings. In 2000, the district boundary was further extended to encompass houses on the east side of the 300 block of 4th Avenue South. Eight single-family dwellings were added to the district. Today, the Downtown Franklin Historic District includes 221 contributing buildings and 52 non-contributing resources.



Downtown Franklin Historic District Map

Lewisburg Avenue Historic District (c.1840–c.1935)—Designated 1989; NRHP-listed 1988, expanded 2023

The Lewisburg Avenue Historic District is roughly bound by South Margin Street, Lewisburg Avenue, and Adams Street. The district is listed under Criterion C for its notable residential architecture. The district showcases a rich tapestry of architectural styles, including Queen Anne, Italianate, Colonial Revival, Bungalow, and English Tudor, reflecting the evolution of residential architecture in Franklin. The district boundaries were expanded in 2023. The district now contains 31 dwellings of which 29 contribute to the historic character. Also included in the district are nine contributing outbuildings.



Lewisburg Historic District Map

Hincheyville Historic District (c.1828–c.1930)—Designated 2005; NRHP-listed 1982, expanded 2020

The Hincheyville Historic District is located along West Main and Fair Streets, between 5th Avenue and 11th Street. Hincheyville, the first subdivision of the town, is named after Hinchey Petway who bought the land and subdivided it into town lots in 1819. It is primarily comprised of single-family dwellings representing the influence of mostly Federal, Greek Revival, Victorian, Italianate, Queen Anne, Eastlake, Four Square, Bungalow, and Tudor Revival styles. The district was originally comprised of 92 buildings with 72 contributing to the historic character of the district. Two churches and a few commercial buildings are also within the district. St. Paul's Episcopal Church, a Gothic Revival style church, is within the NRHP district and was individually listed on the NRHP in 1972 but is not covered by the HPO boundary.

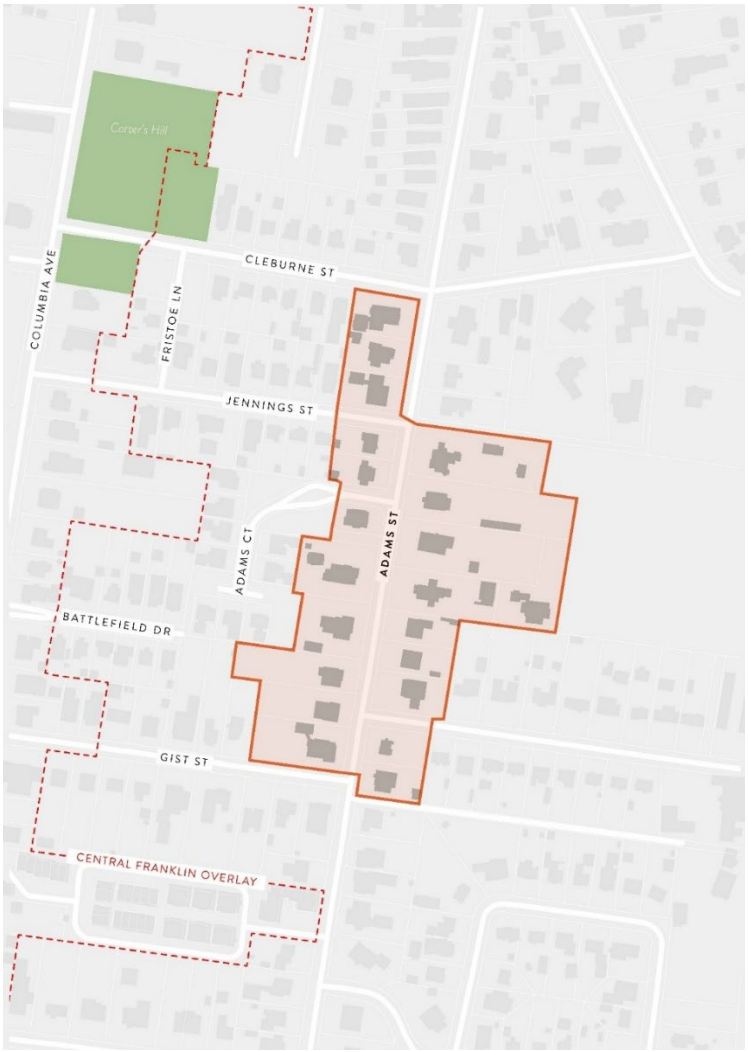
In 2020 revisions were made to the Hincheyville Historic District documentation which altered the boundary and expanded the architectural and historic details of Hincheyville. The period of significance was extended to include 1950s architecture.

Hincheyville Historic District Map

Adams Street Historic District (c.1890–c.1940)—designated 1989; NRHP-listed 2000

The Adams Street Historic District consists of properties at 1112–1400 Adams Street, 1251–1327 Adams Street, and 304–308 Stewart Street. The district is listed under Criterion C for its late nineteenth and early twentieth century architecture including Folk Victorian, Bungalow, and Craftsman styles. The district contains 34 dwellings, of which 28 are considered contributing to the character of the district. The district also includes eight contributing outbuildings and 11 non-contributing outbuildings. Four of the non-contributing buildings are mid-century Ranch dwellings.

The district retains much of its architectural integrity as one of the community's best concentrations of Folk Victorian and early twentieth century dwellings.



Adams Street Historic District Map

Local Historic Districts only covered by the HPO

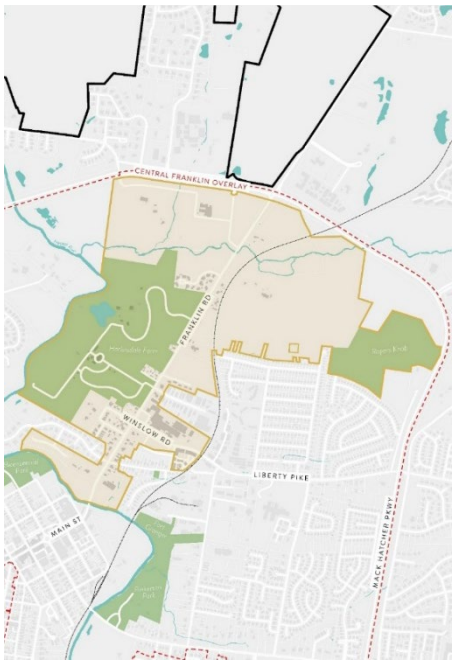
Three Local Historic Districts are not listed in the NRHP: the Franklin Road Local Historic District, the Boyd Mill Avenue Local Historic District, and the Everbright Local Historic District.

Franklin Road Local Historic District – designated 2006

The Franklin Road Local Historic District is on the north bank of the Harpeth River southwest of Mack Hatcher Memorial Parkway. The properties represent an array of architectural styles from the early nineteenth century through the mid-twentieth century including Federal, Greek Revival, Folk Victorian, Neoclassical, and Bungalow. The local district includes properties on Franklin Road, Winslow Road, Myles Manor and Hooper Lane, due to their association with the Franklin Road corridor. Within this district there are several NRHP-listed resources including:

- Wyatt Hall, 334 Franklin Road (NRHP 1980)
- Henry H. Mayberry House, 151 Franklin Road (NRHP 1988)
- Thomas Shute House, 370 Franklin Road (NRHP 1988)
- Roper's Knob Fortification, Off Liberty Pike (NRHP 2000)
- Dortch Stove Works, 230 North Franklin Road (NRHP 1997)
- Alpheus Truett House, 228 Franklin Road (NRHP 1988)

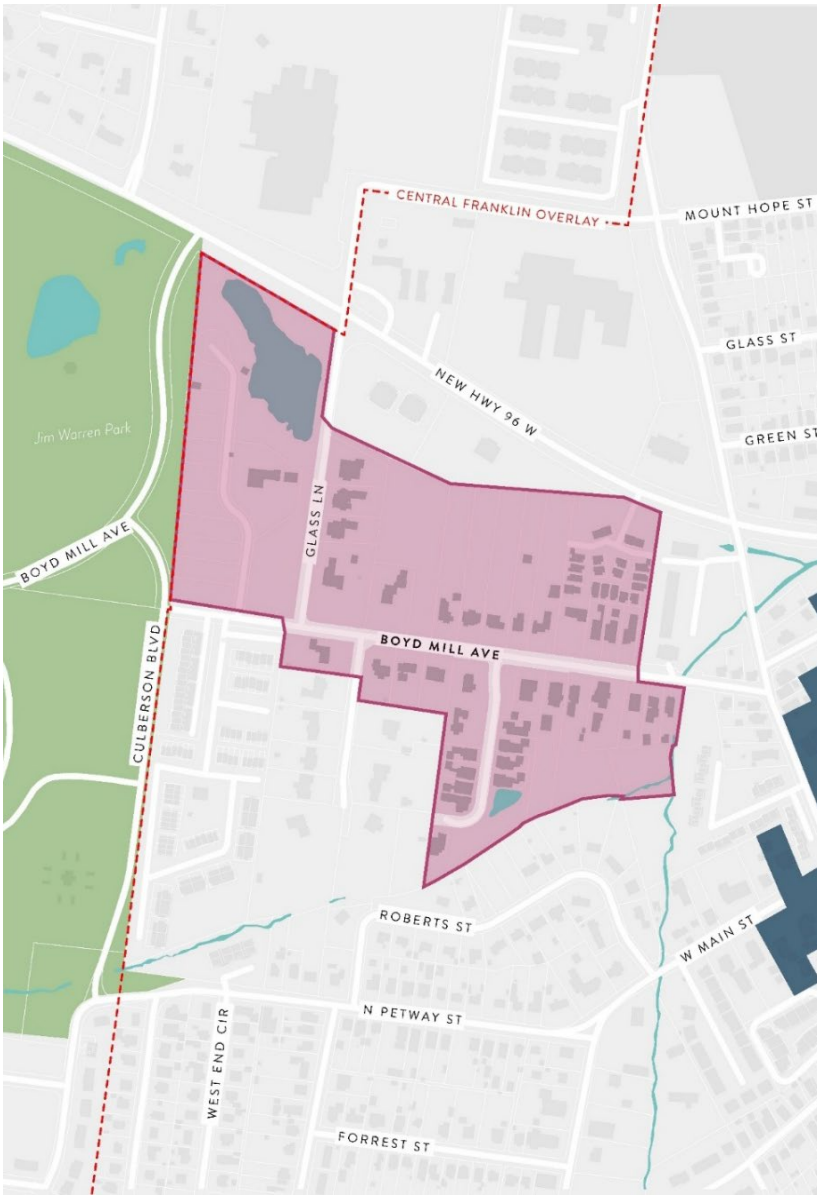
- Harlinsdale Farm, 239 Franklin Road (NRHP 2006), and 315 Franklin Road (Boundary Increase 2023)



Franklin Road Local Historic District Map

Boyd Mill Avenue Local Historic District – designated 1989

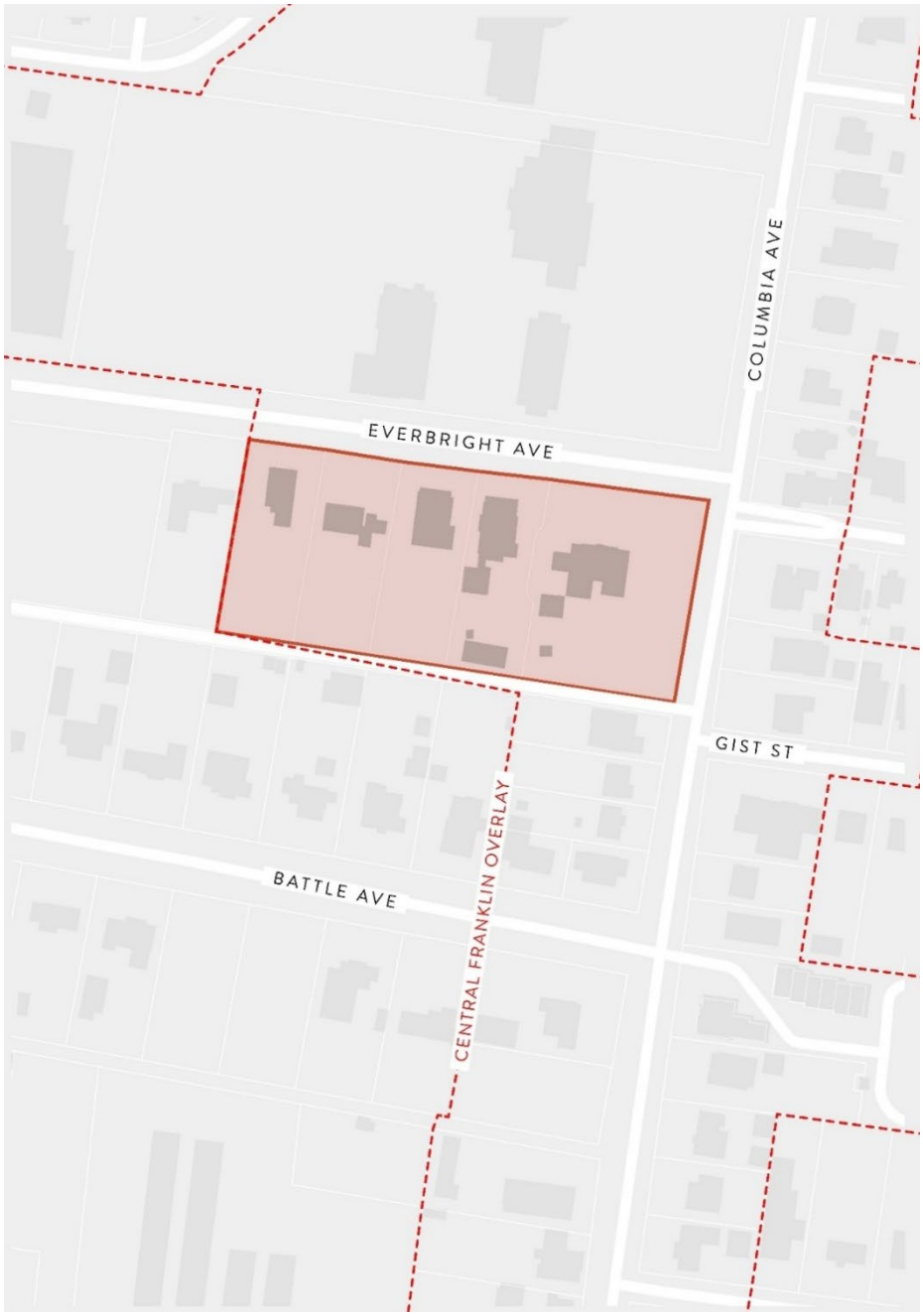
The Boyd Mill Avenue Local Historic District consists of Colonial Revival, Folk Victorian, and Bungalow style dwellings constructed in the early to mid-twentieth century. These plots were originally sold off from the estates of the White and Bushi families. The district also includes the William S. Campbell House (NRHP 1975), also known locally as Magnolia Hall, an 1840 Italianate style dwelling that is individually listed on the NRHP. The historic district received its name from the Boyd Mill, located on the turnpike that connected Franklin with Old Hillsboro Road.



Boyd Mill Avenue Local Historic District Map

Everbright Avenue Local Historic District – designated 2006

The Everbright Avenue Local Historic District is composed of 1920s Craftsman style dwellings that were originally part of the campus of the Battle Ground Academy. The land was part of Congressman Richard Bostick's Everbright estate, and passed through the hands of Samuel Graham, of Pinewood fame, and Franklin Mayor John B. McEwen before being sold.



Everbright Avenue Local Historic District Map

Local Landmarks and Individual Local Designations

Local Landmarks and other individual local designations not classified as Local Landmarks are historic resources covered by the HPO that are not within the boundary of a local historic district. Alterations to these properties must be approved by the Historic Zoning Commission. There are 12 Local Landmarks in Franklin. Ten of those landmarks have been individually listed in the NRHP. The two historic resources that have not been listed in the NHRP are Rebels Rest and Rural Plains. Below is a list of Franklin's Local Landmarks:

1. Carnton, listed 1973, 1345 Eastern Flank Circle – designated 1989
2. Carter House, listed 1966, 1140 Columbia Avenue – designated 1998
3. Fort Granger, listed 1973, 113 Fort Granger Drive – designated 1992
4. Harrison House, listed 1975, 4077 Columbia Pike – designated 2005
5. John Herbert House/Breezeway House, listed 1988, 3201 Herbert Drive – designated 2008
6. Lotz House, listed 1976, 1111 Columbia Avenue – designated 2005
7. Merrill-Williams House, listed 2004, 264 Natchez Street – designated 2022
8. McLemore House, listed 1999, 446 11th Avenue North – designated 2022
9. John Seward House, listed 1988, 1755 Players Mill Road – designated 2006
10. Carothers House, listed 1989, 1343 Huffines Ridge – designated 2019
11. Rebel's Rest, 176 Eagles Glen Drive – designated 1989
12. Rural Plains, 244 Old Peytonsville Road – designated 2017

In addition, there are 10 individual local designations covered by the HPO that are not classified as Local Landmarks. As with Local Landmarks, alterations to these individually designated properties must also be approved by the Historic Zoning Commission. Following is a list of Franklin's local individual designations:

1. 403 Cummins Street – designated 1998

2. 902 Evans Street – designated 1998
3. Carter's Hill Park and Assault on Cotton Gin Park – designated 2015
4. The Green Book House, 253 Natchez Street – designated 2022
5. Bazelia S. Harris Community Life Center (Shorter Chapel), 263 Natchez Street – designated 2022
6. Miller House, 1205 Columbia Avenue – designated 2005
7. Mounds, 1377 Hillsboro Road – designated 1992
8. Roper's Knob – designated 2006
9. Shorter Chapel AME at 255 Natchez Street – designated 2022
10. Winstead Hill, 4023 Columbia Avenue – designated 1992, expanded 2005

Preservation Tools

The following section provides an overview of the existing regulatory tools available for implementing Franklin's historic preservation program.

City of Franklin Zoning Ordinance

The City of Franklin utilizes its Zoning Ordinance as the primary means to identify, preserve, and protect the City's historic resources and to administer the historic preservation program. Following is an overview of relevant chapters from the Zoning Ordinance in relation to the City's historic preservation program.

Chapter 4: Overlay Zoning Districts

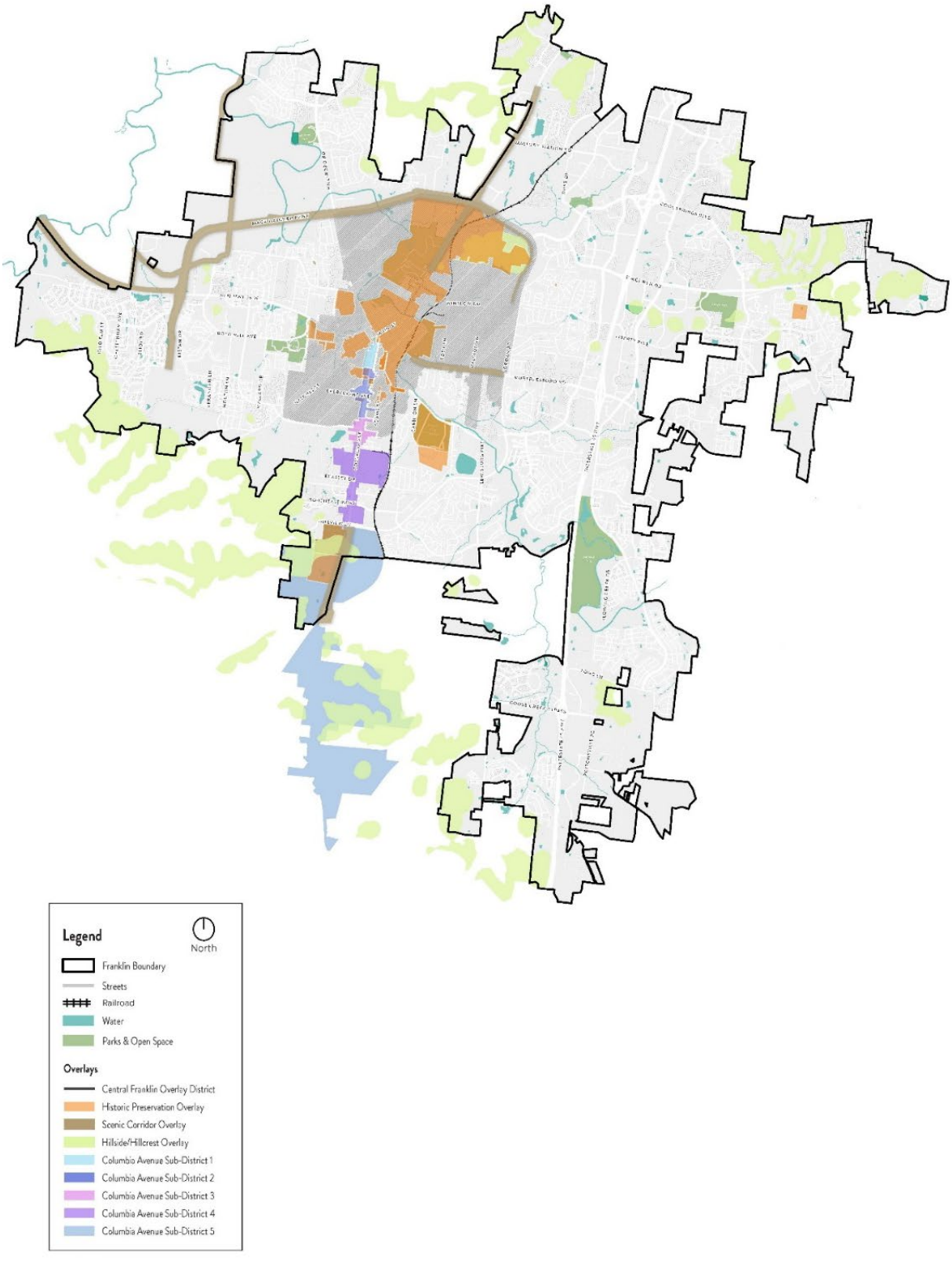
The regulations found in the zoning overlay districts are in addition to the underlying zoning regulations found in Chapter 3: Zoning Districts of the City's Zoning Ordinance. Where conflicts occur between the underlying and overlay zoning regulations, the overlay zoning applies.

Section 4.5: Historic Preservation Overlay District (HPO)

The Historic Preservation Overlay District (HPO) provides the primary provisions and regulations for protecting historic resources within the City of Franklin, including buildings, structures, sites, landmarks, monuments, streetscapes, cemeteries, walls, squares, neighborhoods, archaeological sites, and historic districts. Where conflicts occur between the HPO and the Historic District Design Guidelines, the Guidelines take precedence.

The HPO provides the criteria for identifying and designating historic districts, which may vary in size and location throughout the City, and requires that any construction, alteration, rehabilitation, relocation, or demolition within the HPO is reviewed under the Historic District Design Guidelines and receives a Certificate of Appropriateness prior to the work being performed. The installation of signs must also receive a Certificate of Appropriateness and a sign permit. There are currently seven historic districts within the City's HPO.

The HPO also requires that property owners perform routine property maintenance and repairs on building exteriors within the HPO in accordance with the Zoning Ordinance, Municipal Code, the Historic District Design Guidelines, and relevant building codes. The HPO provides procedures for addressing any violations issued in relation to property maintenance and repairs. Additionally, the HPO confirms that a property owner may address conditions deemed dangerous to life, health, or property as directed by a City enforcement agency without the issuance of a Certificate of Appropriateness; if the work necessary to comply with the City enforcement agency affects the exterior of a building then the Historic Zoning Commission shall be notified and provided adequate time to comment on the necessary work, where practicable. Finally, the HPO authorizes the Historic Zoning Commission members and City staff to enter private land within the HPO to examine, survey, and post or remove notices as required under the Zoning Ordinance but requires approval from a property owner to enter a building.



Map of Franklin Zoning Overlay Districts

Section 4.6: Neighborhood Conservation Overlay District (NCO)

The Neighborhood Conservation Overlay District (NCO) outlines boundary and designation criteria for creating an NCO district to protect the traditional character and distinctive features of an established neighborhood. The NCO requires individual development standards for new construction be adopted for each NCO district, ties the issuance of building permits to these standards, and requires exterior property maintenance and repairs conform to the Municipal Code and building codes. There are currently no NCO districts designated within the City.

Review Bodies

(Draft language subject to BOMA approval)

Section 19.5: Historic Zoning Commission outlines the Commission's review and approval authority as follows:

- Provide preliminary HZC recommendations to the Franklin Municipal Planning Commission and the Board of Mayor and Aldermen regarding development plans.
- Provide review and final approval of Certificates of Appropriateness within the Historic Preservation Overlay District.
- Provide final authority on the interpretation of the Historic District Design Guidelines.

Section 19.5 also outlines additional duties of the Commission as follows:

- Regularly maintain and update the Historic Preservation Plan, Historic Resources Survey, and the Historic District Design Guidelines.
- Nominate properties for inclusion in the Historic Preservation Overlay District.
- Review nominations for listing on the National Register of Historic Places.
- Make determinations on a property's contributing status within the Historic Preservation Overlay District.
- Provide HZC determinations to the Board of Zoning Appeals for variance requests related to historic structures in the Floodway or Floodway Fringe Overly Districts.
- Provide recommendations on public art proposals to the Franklin Public Arts Commission and the Board of Mayor and Aldermen.

Finally, Section 19.5 requires that membership of the Commission be provided and that the Commission adopts a set of bylaws governing its procedures by a majority vote, both in accordance with state law.

Section 19.7: Department of Planning and Sustainability outlines the authority and duties of the Department in relation to the Historic Preservation Program as follows:

- Coordinate the review of development applications within the HPO and present recommendations to the Historic Zoning Commission.
- Provide expertise and technical assistance to the Historic Zoning Commission.
- Administer **Chapter 18: Historic Resources** and advise the Historic Zoning Commission on matters submitted to the Commission.
- Coordinate the City's historic preservation activities with state and federal agencies and partner organizations.
- Assist the Historic Zoning Commission on maintaining and periodically updating the Historic Resources Survey.

Procedures

This chapter provides an overview of the types of applications required under the Zoning Ordinance, the recommending City department, and the approval body, as well as the general review procedures for all applications and the review procedures and public notice requirements specific to each application.

Section 20.11: Certificate of Appropriateness outlines the requirements and procedures for the submittal of Certificate of Appropriateness applications. The Department of Planning and Sustainability processes Certificate of Appropriateness applications, reviews, and makes recommendations on applications for work within the HPO, which receives final approval from the Historic Zoning Commission. Department staff may also provide administrative approval in circumstances where the proposed work does not substantially affect the exterior appearance of the property. Certificate of Appropriateness applications reviewed by Department staff and the Historic Zoning Commission must adhere to the Historic District Design Guidelines and are required prior to the start of work or the issuance of a building permit. Work requiring a Certificate of Appropriateness includes the following:

- Exterior architectural features for new construction.
- Exterior design, modification, alteration, or extension of existing buildings.
- Setbacks, parking, sidewalks, driveways, fencing, signage, or other features that may affect the character of a historic resource.
- General compatibility of exterior design, arrangement, texture, and materials in relation to similar features of structures in the immediate surroundings.

The Certificate of Appropriateness review process is as follows:

1. The Department of Planning and Sustainability reviews the application and provides a recommendation to the Historic Zoning Commission.

2. The Historic Zoning Commission reviews the complete application within 30 days.

3. The Historic Zoning Commission reviews the application at a public meeting and may approve the application, approve with conditions, deny, or defer for continued review.

4. The Department of Planning and Sustainability issues a written Certificate of Appropriateness for approved applications.

5. The Department of Planning and Sustainability notifies the applicant in writing if the applicant is denied by the Historic Zoning Commission.

Certificate of Appropriateness applications expire after two years. Department staff may provide one six-month extension following a written request by the applicant. Appeals of judgments by the Historic Zoning Commission may be filed with the courts under Tennessee Code 27-9-101.

Boards and Commissions

Historic Zoning Commission

The mission of the Historic Zoning Commission is to preserve and protect Franklin's historic resources through identification, designation, and design review. The board is comprised of nine appointees. One of their primary responsibilities is to review proposed exterior alterations within the Historic Preservation Overlay (HPO) for compliance with the Franklin Historic District Design Guidelines.

Board of Zoning Appeals

The appointed board has two major responsibilities: administrative reviews and variance requests. An administrative review is part of an appeals process when someone believes that there has been an error in enforcing the zoning ordinance. A variance is relief from a specific requirement of the zoning ordinance based on specific findings.

Civil War Historical Commission

This appointed commission, which includes representatives of historic preservation and Civil War-related organizations, is an advisory body to city government for matters relating to the identification, preservation, maintenance, and recognition of sites related to Civil War battles, skirmishes, encampments, troop movements, and other war-related sites located within the city limits of Franklin. It helps produce forums on Franklin's Civil War heritage, makes recommendations for implementation of battlefield preservation plans, and serves as a resource for the city and representatives of historic sites.

Franklin Housing Commission

The commission's mission is to encourage the production and maintenance of affordable housing, raise community awareness of potential business opportunities involving partnerships with neighborhood residents and community development organizations, and advise the Board of Mayor and Aldermen on affordable, workforce, and moderately-priced housing issues and opportunities.

Franklin Municipal Planning Commission

This nine-member administrative body makes recommendations to the local governing body about changes in the zoning ordinance or zoning map, annexations, or other planning-related decisions. It also adopts and maintains the land use plan and subdivision regulations, reviews the subdivision of land, and reviews site plans.

Franklin Public Arts Commission

This nine-member citizen board provides guidance and oversight for art projects which are for outdoor public display in the City of Franklin. The Commission is also responsible for developing

policies, procedures and regulations necessary to carry out the program. The Commission reviews and makes recommendations concerning all aspects of public art, including policy, projects, acquisition, siting, maintenance, adoption, deaccession, education and outreach.

Franklin Sustainability Commission

This nine-member commission is a policy advisory board to the local government on issues of sustainability, energy, waste reduction, and transportation and mobility.

Past Planning Efforts

City leaders have taken seriously their responsibilities as stewards of Franklin's built heritage. This Historic Preservation Plan builds on the work of the following planning documents – all part of an ongoing effort to preserve Franklin's unique setting and historic resources for future generations.

Envision Franklin (2024) – The City's General Plan, "Envision Franklin: Preserving the Past, Planning the Future," was adopted in May 2024. Throughout the plan, it underscores the importance of preservation to the Franklin community and the importance of retaining historic fabric and scale. It recommends a foundation of managed growth through context-sensitive design and infill development. Historic preservation has been so successfully incorporated into Franklin's self-image and future vision that the General Plan includes "preservation" in its title. The General Plan addresses land use throughout the city, defining areas where new commercial, industrial, or large-lot residential development are best situated.

Historic District Design Guidelines (2022) – The Historic District Design Guidelines prescribe best practices related to the treatment and alteration of historic buildings and structures within Historic Preservation Overlay Districts. While the Guidelines are not regulatory, they inform the decisions of the Historic Zoning Commission when it considers applications for exterior changes in historic districts. The Guidelines stress the preservation of original building fabric and compatibility of changes or additions with historic buildings, structures, and landscapes.

Appendix A – Key Definitions

Historic Resource: A historic resource is any building, structure, object, district, or place considered to have historical, architectural, cultural, or archaeological importance locally or nationally.

Cultural Landscape: Cultural landscapes include both natural and cultural resources that are significant to Franklin's history and development over time and may include features such as gardens and parks, cemeteries, pathways, battlefields, water elements, monuments, roads and scenic highways.

National Register of Historic Places: The National Register of Historic Places (NRHP) is this Nation's official list of historic resources worthy of recognition, including resources of local, state and national significance. Managed by the National Park Service, in partnership with the Tennessee Historical Commission (State Historic Preservation Office), National Register listing is honorary, may include both individual properties and districts, and does not restrict the use or disposition of a historic property. Under most conditions, properties must be at least 50 years old and meet several criteria to be eligible for listing. There are currently 41 individual properties and five historic districts listed on the National Register in Franklin.

National Historic Landmark: A National Historic Landmarks (NHLs) is a building or district that is identified as significant to the nation's heritage. The Tennessee Historical Commission (State Historic Preservation Office), private property owners, or other interested parties may sponsor the nomination of an NHL, which are designated by the U.S. Department of the Interior. NHL designation, like the National Register, is honorary only. Hiram Masonic Lodge No. 7 and Franklin Battlefield are the two NHLs in Franklin.

Local Historic Landmark – A local historic landmark is an individual historic resource within the City of Franklin that is identified as significant for its visual, architectural, historical, or cultural merits, and is worthy of recognition and preservation. Local historic landmarks are protected through the application of the Historic Preservation Overlay Zoning District. There are currently 12 local landmarks in Franklin.

Local Historic District – A local historic district is a defined area within the City of Franklin that contains a collection of significant historic resources which, as an whole, are worth preserving for their visual, architectural, historical, or cultural merits and contributions toward understanding

Franklin's history. Local historic districts are protected through the application of the Historic Preservation Overlay Zoning District. Franklin currently has seven local historic districts.

Historic Preservation Overlay Zoning (HPO): A City of Franklin zoning district applied to Local Landmarks and Local Historic Districts that provide regulations and procedures designed to protect the City's historic resources.

Certificate of Appropriateness: A document required by the City of Franklin for any construction, alteration, rehabilitation, relocation, and demolition, as well as other activities, proposed for Local Landmarks and properties within Local Historic Districts within the HPO. Certificate of Appropriateness applications must be approved by City staff or the Historic Zoning Commission prior to the start of work and must be considered in relation to the Historic District Design Guidelines.

Historic District Design Guidelines: A specialized set of guidelines which outline best practices and procedures for the maintenance, rehabilitation, restoration, and reuse of historic resources, as well as relocation, demolition, new construction, site features, and signage, located within the HPO.

Appendix B – History of Franklin

The land encompassing present-day Franklin, Tennessee, was inhabited by Native Americans for at least 10,000 years before white settlers and enslaved Black people arrived. Much like the initial settlers, Native Americans were drawn to the Franklin area because of its abundant natural resources along the Harpeth River which winds its way north through the region from its headwaters at Eagleville, southeast of Franklin. The Harpeth River watershed provided Native Americans with easy access to clean water and a rich diversity of plants and animals to harvest.

During the Archaic period (circa 7975 BCE–975 BCE), Native Americans began building semi-permanent village sites along waterways throughout Tennessee. In Franklin, Native Americans established a settlement along the Harpeth River known as the Anderson-Holt Site. Named after the white property owners, this site is one of the first examples of a long-term encampment in Franklin where Native Americans procured food, built shelter, and buried their dead for many years.

The Native American population increased in Franklin during the Woodland period (circa 975 BCE–1000 CE), which saw the construction of mounds, which were likely both burial and ceremonial in nature. About 1,800 years ago, Native Americans constructed mounds along the river on the northwestern outskirts of Franklin. Known as the Glass Mounds Site, this large town site currently consists of two conical shaped mounds but previously contained at least four mounds standing between 8 and 20 feet tall. Named for Samuel F. Glass, who owned the property in the nineteenth century, the Glass Mounds Site is an excellent example of long-distance trade between communities, with copper, mica, and marine shell artifacts that originated from as far north as the Great Lakes and as far south as the Gulf Coast.

The Glass Mounds Site (NRHP 2015) is the best documented Native American site in Franklin. In the 1870s, Tennessee residents W.M. Clark and Edwin Curtis excavated the mounds on behalf of the Smithsonian Institution and the Peabody Museum of Archaeology & Ethnology at Harvard University. In the twentieth century, the site was impacted by phosphate surface mining and looting. Located adjacent to the Westhaven Golf Course, the Glass Mounds Site is currently protected by a conservation easement granted to the Tennessee Ancient Sites Conservancy in 2012.

The Mississippian period (circa CE 1000–1500) in Franklin was initially a time of great population increases, centralized communities, and intensive agriculture. The Harpeth Meadows Site is an excellent example of a large Mississippian village with evidence of numerous structures, fortifications, and dedicated burial grounds. An increase in warfare—perhaps due to overstretched resources—is

evident at later Mississippian period sites. Once white and Black settlers moved into Middle Tennessee, the Mississippian culture was essentially dissolved.

Settlement (1795–1830)

In the 1770s, hunters began exploring the area which, in 1775, became part of the Transylvania Purchase, an illegal purchase of land from the Cherokee Indians by speculators. From 1775–1776, all the land of present-day Tennessee became the Washington District of North Carolina, which established Tennessee County, encompassing present-day Franklin, in 1788. Two years later, North Carolina ceded rights to all its lands west of the Great Smoky Mountains, including Tennessee County, to the federal government as the Southwest Territory, which would become the State of Tennessee.

In 1790, North Carolina also established the North Carolina Military Reservation along the Cumberland River Valley in present-day Middle Tennessee. Soon, scores of veterans of the Revolutionary War arrived to claim land grants inside the reservation as payment for their services in the military. Most land grants were 640 acres. Settlers also migrated from other states, primarily Virginia. This area became known as the Cumberland Settlements centered on river towns such as Nashville and Franklin.

In 1796, the Southwest Territory was admitted into the Union as the State of Tennessee. White settlers began trickling into the area by the late 1790s, settling along rivers and creeks where they established farms operated by the labor of enslaved Black people. Many followed an ancient buffalo path—which evolved into Franklin Road—into the Harpeth River valley. Williamson County was carved from Davidson County in 1799 and the county seat of Franklin, named after Benjamin Franklin, one of the Founding Fathers of the United States. Franklin was laid out near the Harpeth River on a 640-acre plot of land owned by Abram Maury. On April 5, 1800, Maury filed a plat map containing streets, building lots, and the town square with the county courthouse.

In the early nineteenth century, two significant roads were built through the county. In 1801, the federal government built a 500-mile post road, known as the Natchez Trace, from Nashville to Natchez on the Mississippi River. US Army troops widened the trace, which featured houses of accommodation and ferries along the route. Use of the road declined in the 1820s. From 1816–1820, the federal government constructed the National Military Road which provided a more direct route from Nashville to New Orleans. The 516-mile route was intended to aid economic

development and movement of military troops. Named "Jackson's Military Road" in honor of General Andrew Jackson, the road cut through Choctaw Indian Territory in Alabama and Mississippi. Jackson's Military Road declined in the 1840s due to disrepair and difficulty keeping it passable through the swamps in Mississippi. The route later became part of the Jackson Highway in the early twentieth century.

Pre-Civil War (1830–1860)

Williamson County contained productive soil, timber, and land especially suitable for raising livestock. During the pre-Civil War period, the county became one of the wealthiest in Tennessee due to its agricultural industry. Enslavement was an integral part of the local economy. By 1850, planters and smaller slaveholders in the county held some 13,000 enslaved Black people who made up nearly half the population of more than 27,000. As the county seat, Franklin became a prosperous town and the county's primary commercial, industrial, and educational center.

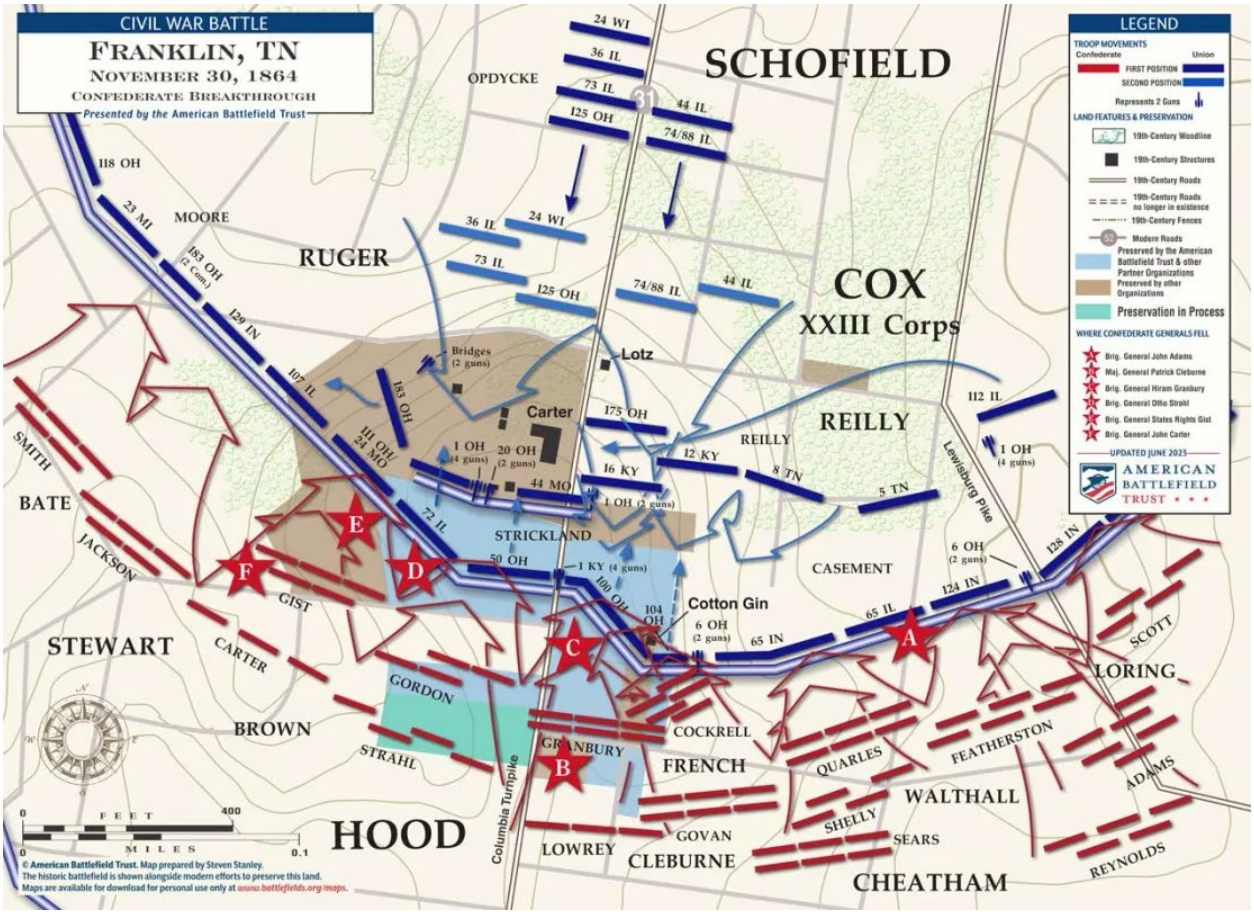
During the pre-Civil war era, transportation improvements drove the region's economy. In the 1830s, private toll turnpikes were constructed, connecting Franklin with Nashville, Columbia, Murfreesboro, and elsewhere. In August 1855, the Nashville & Decatur Railroad—which evolved into the Tennessee & Alabama Railroad—opened freight and passenger depots at Franklin.

In 1830, an extraordinary event was held in Franklin when U.S. Commissioners John H. Eaton and John Coffee accompanied President Andrew Jackson to meet with representatives from the Chickasaw Nation. The delegations held the council meeting to negotiate the sale of tribal lands. This marked the first time in U.S. history that a president had personally participated in treaty negotiations. The meeting occurred at Hiram Lodge No. 7, which had been completed in 1823 on 2nd Avenue. At the time, the three-story Masonic Hall was known as the Grand Lodge of Tennessee.

Civil War and Reconstruction (1861–1885)

Williamson County was significantly impacted by the Civil War. Three notable battles fought at Brentwood, Thompson's Station, and Franklin had some of the highest fatalities during the war. The large plantations that were key to the county's economic foundation were devastated and many of the county's youth were killed. Under the command of Major General Gordon Granger, the U.S. Army liberated Franklin in early 1862. A year later, the U.S. Army constructed military fortifications

and signal stations surrounding the town to defend against attacks by the Confederate Army. The fortifications constructed by the U.S. Army formed an approximate semicircle around Franklin from the northwest to the southeast. The Harpeth River, running along the north side of Franklin, formed the other half of the circle.



In February 1862, the U.S. Army captured Nashville which they would hold until the end of the war. Troops under the command of Granger moved southward along the Franklin Turnpike and occupied Franklin. On the north side of town, the U.S. Army constructed Fort Granger, a strategic command post protecting the railroad bridge spanning the Harpeth River. Self-emancipated Black freedmen assisted Federal forces with the construction of this fortification.

The First Battle of Franklin occurred on April 10, 1863; however, it was more of a skirmish in comparison to the Second Battle of Franklin, which is more commonly referred to simply as The Battle of Franklin. In the first battle, Confederate Major General Earl Van Dorn advanced north along the Columbia Turnpike from Spring Hill. Granger initially considered this movement a strategic diversion and sent forces to protect Brentwood, north of Franklin on the route to Nashville. The

Confederate advance was repulsed by Granger's subordinate, Brigadier General David S. Stanley, whose men crossed the Harpeth River at Hughes' Ford. The Confederates under Van Dorn returned to Spring Hill.

The (Second) Battle of Franklin is best understood in the context of the events that led to it. After the fall of Atlanta to U.S. forces under Major General William Tecumseh Sherman in September 1864, Confederate General John Bell Hood made the decision to target and attack the Federal supply lines between Atlanta and Chattanooga. Initially he was pursued by U.S. forces under the command of Sherman. When Hood moved his forces to northern Alabama, Sherman pivoted and began his "March to the Sea" through Georgia, from Atlanta to Savannah. The remainder of the U.S. forces in the region under Brigadier General George H. Thomas were scattered. Given the remaining U.S. troops' disarray, Hood planned to strike while he had the advantage by moving north into Tennessee. He was delayed however by weather and the late arrival of additional troops under Major General Nathan Bedford Forrest.

Confederate forces began to move north in Tennessee on November 21, 1864. In response, U.S. troops under Major General John Schofield moved north from Pulaski. By November 27, both forces had reached the vicinity of Columbia. The following day Hood sent his cavalry ahead, an anticipatory move as part of a larger plan to cut off the U.S. forces' path of retreat. On November 29 Hood moved the rest of his forces north to block the path to Nashville. U.S. Brigadier General George Wagner positioned his troops at Spring Hill to protect the Columbia Pike. The Confederates made camp east of the road and during the evening of November 29, while the Confederate forces had bedded down within sight of the road, U.S. forces continued north along Columbia Pike under the cover of darkness. Confederate spies climbed to the roof of the three-story Masonic Hall to observe troop movements at Fort Granger.

As the U.S. forces arrived at Franklin on the evening of the 29th and morning of the 30th, they begin to fortify and build earthworks. On November 30, realizing that the U.S. Forces had slipped past him, Hood and his forces headed north in pursuit. By 11am Forrest's calvary caught up with the last of the of U.S. forces and pushed them from Winstead Hill south of Franklin. Between the Confederates at Winstead Hill and the southernmost fortifications of the U.S. troops at Franklin was two miles of flat and generally open terrain. The U.S. Army had assembled a forward line of earthworks, a main line near the Carter House, and a reserve line to the rear. At 4:00pmthe Confederate forces formed a two-mile-wide front and advanced across the intervening countryside forming battlelines as they approached the U.S. earthworks.

Confederate forces broke through the U.S. forward line and the retreating U.S. forces, driven back to the main line, provided cover for the advancing Confederates who broke through the main line near the Carter house. The Confederate forces might have continued had not reinforcements under the command of Colonel Emerson Opdyke advanced to support the U.S. main line. While U.S. forces regained the earthworks east of Columbia Pike, on the west side of Columbia Pike, Confederate forces remained within the fortifications in the garden of the Carter House where fighting was particularly brutal. Despite the arrival of additional Confederate troops around 7pm, the U.S. line held, and the Confederates pulled back, allowing U.S. forces to continue north to Nashville late that night.

In the aftermath of the fighting, dozens of Franklin buildings became makeshift hospitals to attend to the wounded. The losses from the one-day battle were devastating, particularly to the Southern forces. Of the estimated 8,578 casualties, over two thirds were Confederate, including the deaths of five generals and the mortal wounding of a sixth.

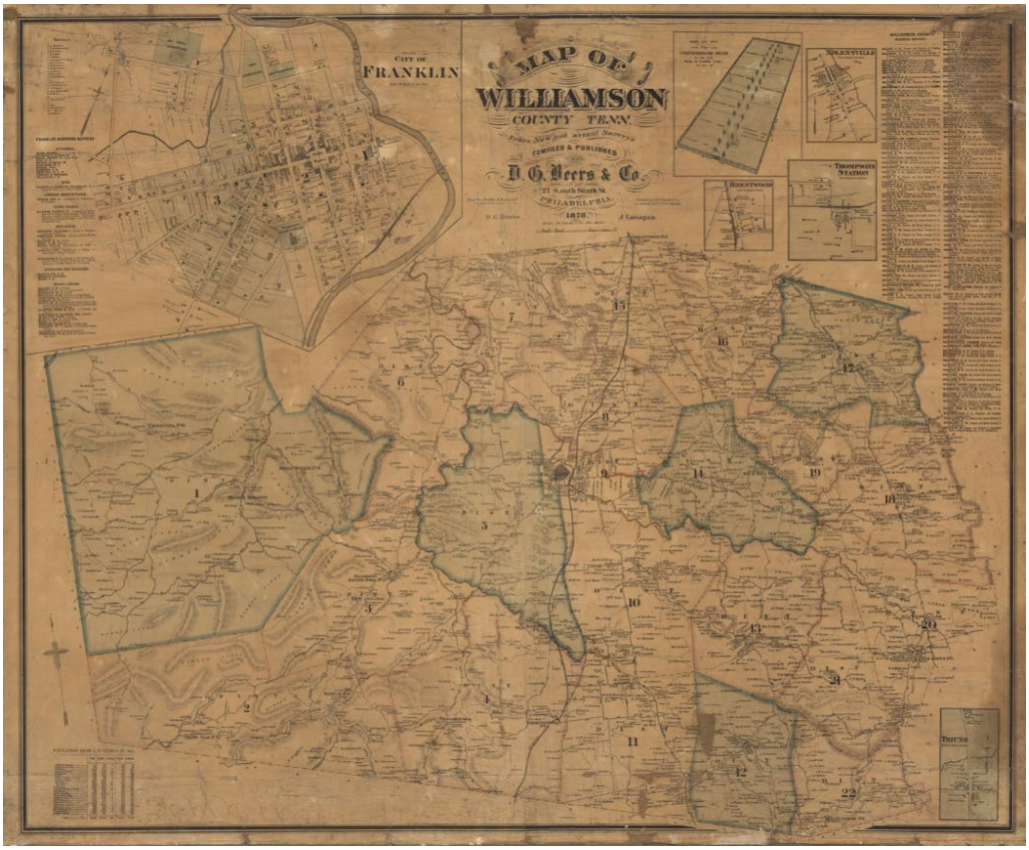
At the subsequent meeting of these two forces at the Battle of Nashville on December 15-16, the U.S. won a decisive victory, shattering the Confederate Army of Tennessee. As the Confederates retreated, there were a small number of minor engagements near Franklin. On December 17 there was an exchange of gunfire near Hollow Tree Gap and a subsequent charge on the Confederate line. Federal troops advanced on Confederate forces as they crossed the Harpeth River via a railroad trestle bridge and a temporary pontoon bridge. A Confederate battery provided cover as the remainder of the Southern troops entered the city and destroyed the bridges. Confederate Lieutenant General Stephen Lee ordered a retreat. They proceeded south along Columbia Pike with U.S. forces in pursuit. The two engaged at the Confederate rear line, then roughly a mile north of the West Harpeth River, with U.S. calvary attacking Confederate infantrymen. Another engagement along the West Harpeth River after dark devolved into vicious hand-to hand combat. Additional skirmishes continued until January 1st of 1865 when the southern forces crossed the Tennessee River.

Throughout the war, the daily lives of townspeople were impacted by the nearly constant military presence during the U.S. Army's three-year occupation. At Fort Granger, soldiers set up long-term encampments with rows of tents and camp sites. Each day, soldiers likely marched into town as a show of force. At night, troops implemented calls to arms and exchanged gunfire to test the strength of defensive lines. At all hours of the day, the soldiers on guard demanded that townspeople stop and give countersigns at checkpoints. Infantrymen were roused from sleep with blaring bugles and rattling drums before sunrise. Drills occurred during the morning hours. Dress parades with battle

flags and music were assembled on the parade grounds. Union infantrymen practiced their shooting skills, easily expending 2,000 rounds per day. Booming artillery could be heard for over 12 miles or more. As part of practice routines, gunnery within the fortifications was fired with live rounds at distant targets. At night, drunken revelry, brawls, and late-night howls were not uncommon. Additionally, the long-term encampments at Franklin included a field hospital, regimental field headquarters, and a contraband camp for self-emancipated enslaved people.

On the outskirts of town, troops occupied plantations where they cut down trees for firewood, destroyed farmhouses and outbuildings of Confederate sympathizers, and took farm animals. Upon the end of the Civil War in 1865, the Federal soldiers garrisoned at Fort Granger for several months before abandoning Franklin.

Franklin rebounded after the war. By 1878, the town featured dozens of businesses along Main Street. The town boasted of seven mercantile stores, a bank, a newspaper, three physicians, and nearly a dozen attorneys. Industrial facilities included a cotton gin, planning mill, and manufacturers of bricks, carriages, and furniture. Residential neighborhoods stretched to the north, south, and west of the town square. Educational facilities included the Franklin Academy on Main Street and the Tennessee Female College operating on Margin Street.



New South Era–Progressive Era (1885–1929)

As prosperity returned following the Civil War, new commercial construction in downtown Franklin rapidly expanded. By the 1880s, a bustling commercial area developed along West Main Street in Franklin's commercial business district (NRHP 1972). The corridor featured a plethora of shops and businesses including a cobbler, a dentist office, bakeries, butchers, pharmacies, barber shops, hotels, grocery stores, and two large liveries. Allen Nevils Crutcher Williams opened the A.N.C. Williams Store (NRHP 1972) on West Main Street just after the Civil War. Mr. Williams was a prominent Black entrepreneur in Franklin, and this was the site of his general store for over sixty years.

In the 1880s, the Franklin Flour Mill Company constructed a new five-story mill at the site of a former cotton factory just two blocks east of the town square. By 1890, other small-scale milling facilities operated within the Franklin commercial district. These mills include the Green Williams Planing Mill, the Wilson and Synan Harpeth River Mills, the Shea and Brown Feed Mill, and the W. L. Johnson Cotton Gin and Sawmill.

Meanwhile, Franklin's population grew, building new homes to the south and west of town on what had once been farmland. As these new neighborhoods filled up, more farmland was turned into homes. The newly freed enslaved African Americans built their own neighborhoods. They worked as blacksmiths, barbers, bricklayers, grocers, teachers, and nurses, and operated nightclubs, restaurants, tourist homes, and service stations. A.N.C. Williams, who owned and operated a store, lived on

Natchez Street in what was sometimes referred to as “Baptist Neck,” for the three churches in one half mile which all served the African American community. In 1875, Harvey McLemore, who had been enslaved, subdivided 15 acres near Mt. Hope Cemetery to sell to other African Americans in Franklin. Known as Hard Bargain due to Harvey McLemore’s ability to drive a hard bargain, the neighborhood contains around 130 dwellings.

Another neighborhood for African Americans developed around Church Street between 1st Avenue South and 2nd Avenue South around the same time. By 1910, the neighborhood was known as “Bucket of Blood.” The name may have been a reference to a stabbing where the victim was said to have bled “a bucketful of blood.” The name may also have been a reference to the street of housing owned by the Lilly Flour Mill. This street opened onto 1st Avenue South and had six duplexes that the company leased to employees. The street ended at the back of a livestock barn. Cattle and other livestock were regularly driven down the street to the barn where they were sometimes slaughtered. The results of the slaughtering process possibly inspired the name. That street was about where Emily Court is now. In 1903, the City of Franklin expanded its formal boundaries to include these new neighborhoods.

As Franklin’s Black community prospered, the county experienced racial unrest as white mobs attacked and murdered Blacks. From 1884 to 1924, five Black people were lynched in Williamson County, including Amos Miller, a 23-year-old Black man who was taken from the courtroom in Franklin during his 1888 trial as a suspect in a sexual assault case. The white mob hung Miller from a balcony of the Williamson County Courthouse. During this period, the city erected the Confederate Monument, with a marble statue portraying a Confederate soldier atop a column, on the courthouse square to commemorate the thirty-fifth anniversary of the Battle of Franklin.

In 1909, an interurban streetcar railway connecting Franklin with Nashville began service along Franklin Turnpike. The 19-mile electric rail line ran from Franklin’s town square to the terminus in Nashville at Bransford Avenue and Eighth Avenue South and passed through modern-day Bicentennial Park and Harlinsdale Farm. The Franklin Interurban operated until 1942. The passenger cars were segregated with separate seating areas for Black people.

In the late 1910s, the State of Tennessee focused its transportation improvements on building new highways and upgrading older turnpikes. This effort included releasing tolls on the Columbia and Franklin turnpikes, which together were designated State Route 6 (SR-6) and U.S. Highway 31 (US-31). The road follows Main Street through downtown, Frankin Road to the north, and Columbia Pike to the south. In the 1920s, US-31/SR-6 became part of the Andrew Jackson Highway, a

marked interstate highway connecting Chicago and New Orleans that passed through Franklin. The Jackson Highway was used by tourists—both Black and white—and featured roadside businesses such as service stations, tourist homes, restaurants, nightclubs, motels, and drugstores. In Franklin, Ruth Gaylor provided lodging in her house, which she advertised as a Tourist Home in the *Green Book*, a nationwide guidebook for Black travelers, from 1956–1961. These routes increased tourism at Franklin's Civil War heritage sites.

In 1929, the Allen Manufacturing Company constructed a stove manufacturing plant on Franklin Pike. The location provided easy transportation for employees while a railroad spur line transported manufactured goods. In 1932, the building became the Dortch Stove Works.

Depression and World War II (1929–1945)

Like towns across the nation, Franklin's economy suffered during the Great Depression of the 1930s, limiting new commercial and residential growth during that decade. Likewise, World War II restricted access to construction materials. Few new buildings were built during this period. By 1930, the town had a population of nearly 3,500 people. Despite the trend toward urbanization, the area surrounding Franklin remained a farming community. Most farmers raised corn, wheat, cotton, and livestock. Williamson County was a center of the equestrian industry and home to numerous horse farms and thoroughbred studs. At Franklin, the Harlinsdale Farm was famous as the stud for Midnight Sun, a Tennessee Walking Horse stallion who won two world grand championships. Nearly 90 percent of Tennessee Walking Horses trace their history back to Midnight Sun.

In the 1940s, the Works Progress Administration (WPA), a New Deal make-work program, renovated the country courthouse on the town square and constructed a new county jail on Bridge Street. The WPA completed the Williamson County Jail (NRHP 1972), now known as the "Old, Old Jail," in 1942. The Art Deco architecture was similar in style to the Franklin Theatre (NRHP 1972) which opened in 1937. Otherwise, the New Deal had little impact on Franklin.

Post-World War II (1945–1975)

During the mid-twentieth century, Franklin benefited from its proximity to Nashville, which had grown into one of the largest cities in the South. In the 1950s and 1960s, Nashville experienced civil rights protests, demonstrations, and violence, which resulted in businesses, institutions, and residents

relocating to surrounding towns such as Franklin. As Franklin prospered, the downtown commercial business district expanded with new shops, offices, and service stations. To accommodate the influx of new residents, developers platted residential subdivisions on the town's outskirts lining Franklin Road and Hillsboro Road.

In the postwar era, the increase in population required the construction of many new schools for both Black and white residents. The Natchez High School for Black students on Natchez Street opened in 1949. In the mid-1950s, the Franklin High School for white students relocated to Hillsboro Road. Although the 1954 *Brown v. Board of Education* ruling made segregation of schools unconstitutional, desegregation of public schools in the South was a slow process. Desegregation of schools in Franklin took place from 1961–1968. Following the desegregation of public schools, several new private schools were established in Franklin.

In 1953, the State of Tennessee incorporated the Franklin Housing Authority (FHA) with the goal of providing low-rent public housing. In the 1950s and 1960s, the FHA constructed segregated public-housing along Columbia Avenue and across from the Williamson County Hospital grounds.

The period after World War II also brought a nationwide suburban boom. Planned neighborhoods with uniform lot sizes and consistent housing styles became the norm. During the late 1940s through the 1960s, ranch-style subdivisions began to emerge on the outskirts of Franklin's historic downtown. Built for practicality and affordability, these neighborhoods also reflected the rise of automobile-centered suburban living.

In the late 1960s the Tennessee Division of Highways completed I-65 through Williamson County. Though located east of town, the interstate further connected Nashville and Franklin, and the increased ease of access encouraged more daily commuters to live in Franklin and work elsewhere, leading to a growth in the city's population.

Contemporary (1975–Current)

Since the 1970s, Williamson County and Franklin have grown into affluent suburban communities on the south side of Nashville. In 1985, General Motors announced plans to construct a new manufacturing facility for its Saturn brand near Spring Hill, in southern Williamson County. The announcement immediately drew new residents to the area, including Franklin, and by the time the first new automobiles rolled off the lot in 1990, the population of the City of Frankin had grown from

12,407 in 1980 to 20,098. During this period, Nashville's music industry leaders and celebrity entertainers began to make their homes in Franklin.

During the 1980s, work began on the Mack Hatcher Memorial Parkway (SR-397), a bypass road intended to alleviate traffic through the center of town. By 1990, the road connected Columbia Pike in the south to Hillsboro Road in the north, around the east side of town. The Tennessee Department of Transportation completed the most recent section, from Hillsboro Road to SR-96, in 2021.

In 1991, the Cool Springs Galleria shopping mall opened northwest of downtown Franklin, near the interstate. The mall spurred further commercial growth including strip malls, hotels, business parks, and big box retailers. As the area drew new businesses, Cool Springs became the corporate headquarters for companies such as Nissan, Mitsubishi Motos, UBS Financial Services, CKE Restaurants, and Community Health Systems. As new businesses arrived, so did new residential developments, especially between Franklin and the interstate.

Both the population and the city limits have continued to expand, growing to span both sides of I-65 and most of the Cool Springs area. New residential developments surround the city, especially along Hillsboro Road to the northwest, SR-96 to the west, and I-65 to the east. Between 2020 and 2023, Franklin's population increased from 83,454 to nearly 89,000. Franklin is included in the Nashville metropolitan area, which has over two million residents.

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Appendix C – Historic Resources

Residential Resources

Early dwellings in Franklin were modest log and frame buildings. Residential development centered around the town square and along key roadways like Columbia Avenue. Some of the earliest extant houses in Franklin are Federal-style dwellings, characterized by brick construction, symmetrical facades, and minimal ornamentation. Constructed around 1800, Wyatt Hall (NRHP 1980) and the Hamilton-Brown House (NRHP 1973) are good examples of this style in Franklin. Greek Revival-style dwellings soon came into fashion with prominent porticoes and classical details. The wealthier residents of the city, particularly plantation owners, built elaborate Grecian houses such as the Lotz House (NRHP 1976) and Carnton (NRHP 1973). In 1819, Hinchey Petway subdivided land southwest of the original town boundary for the creation of Franklin's first residential addition. Named Hincheyville (NRHP 1982), the neighborhood features some of the city's best examples of Federal and Greek Revival-style architecture.

During the Civil War, the construction of residential architecture in Franklin came to a halt. Many houses in the area were repurposed as miliary hospitals or headquarters. The reconstruction era brought renewed economic activity, rail connections, and improved infrastructure. Following emancipation, African American communities began to develop in Franklin. One such enclave was the Natchez Street District (NRHP 2004). Formerly enslaved individuals began to purchase property and settle along Natchez Street located southwest of Hincheyville.

In the late nineteenth century, architectural tastes for dwellings shifted to more decorative styles such as Italianate, Queen Anne, and Folk Victorian. Italianate style is characterized by low-pitched roofs with moderate to widely overhanging eaves having decorative brackets beneath; tall, narrow windows; and often with a square cupola or tower. Excellent examples of this style in Franklin include the Winstead House (NRHP 1979) on South Margin Street and the Andrew C. Vaughn House (NRHP 1988) on Murfreesboro Road. Queen Anne-style architecture was common in -Franklin at the turn of the twentieth century. This style is identifiable by its steeply pitched roofs of irregular shapes, patterned shingles, cutaway bay windows, and asymmetrical facades with partial or wraparound porches. The Folk Victorian style features minimal detailing compared to high Victorian styles like Queen Anne but is notable for its porches with spindle work detailing and cornice line brackets. The forms of Folk Victorian houses are often simpler with symmetrical rectangular gable-

front or side-gable forms or the gable-front-and-wing plan. Styles of this era can be found in the Hincheyville District and the Lewisburg Avenue Historic District (NRHP 1988).

In the early twentieth century, increasing automobile ownership began to influence the development of residential patterns in Franklin. Residential architecture transitioned from the ornate styles to simpler and functional styles influenced by national architecture trends. These styles included Craftsman, American Foursquare, Colonial Revival, and Tudor Revival. Craftsman architecture is identified by low-pitched gable roofs, wide eaves with exposed rafter tails, tapered porch columns, and decorative beams or braces commonly added under the gables. Examples of this style can be found in the Hincheyville Historic District at 1005 Fair Street and 1002 West Main Street. More modest examples are in the Natchez Street Historic District.

American Foursquare is a house form that is found in many styles of this period. The form is characterized by its two-story squared floor plan with four rooms upstairs and four rooms downstairs. The house at 1327 Adams Street in the Adams Street is a Colonial Revival style example of an American Foursquare. Colonial Revival is recognized by its symmetrical façade, accentuated front door with a decorative pediment supported by pilasters or extended portico with columns, doors with fanlights or sidelights, and multi-pane glazing in the windows. This style can be found throughout the city with excellent examples in the Lewisburg Avenue Historic District such as 102 and 111 Lewisburg Avenue and 501 South Margin Street.

Tudor Revival is distinguished by its steeply pitched gable roofs; decorative half-timbering; tall, narrow windows; massive chimneys; and front doors or porches with rounded arches. Examples of this style can be found at 803 and 807 Fair Street in the Hincheyville Historic District.

As automobile travel eased travel into the historic core of Franklin, the suburban development began to sprawl from the city. Neighborhoods developed along Lewisburg Avenue, 2nd Avenue, and South Margin Street. During the Great Depression, loans insured by the Federal Housing Administration funded the construction of small houses with minimal detailing.

The period after World War II brought a nationwide suburban boom. Planned neighborhoods with uniform lot sizes and consistent housing styles became the norm. Minimal Traditional, Ranch, and Split-Level dwellings were common during this period. These houses were typically smaller and cheaper to build than their more elaborate predecessors. Minimal Traditional houses are generally one-story in height with low-pitched, often gabled, roofs and the roof eaves usually have little to no

overhang. Although not common in Franklin, Minimal Traditional houses are present as infill in historic neighborhoods such as 1333 and 1335 Adams Street.

The Ranch house rose to prominence as the dominant form for the construction of post-War World II suburban development. The Ranch is characterized by low-pitched roofs, wide eaves, large picture windows, brick veneer, and attached garages. Excellent examples of early Ranch houses can be found in Franklin along Avondale Drive.

Mid-century residential resources in Franklin have yet to be surveyed and were excluded from previous historic district boundaries due to their age. Examples of these post-War World II neighborhoods in Franklin can be found along Fairground Street, Battle Avenue, Avondale Drive, and Carolyn Avenue on the south side of town. The neighborhood at the intersection of West Main Street and Dabney Road features many Ranch and Minimal Traditional dwellings. The Hillsboro Road corridor between Del Rio Pike and Mack Hatcher Memorial Parkway also exhibits mid-century Ranch houses.

The Franklin Estates Mobile Home Park was established in the 1970s. The Park is a planned community with a clubhouse, swimming pool, and playground. Mobile home parks played a key role in affordable housing during the Post-World War II suburban housing boom. The prefabricated dwellings were relatively inexpensive to construct and maintain.

Suburban expansion of Franklin has continued since the Post-War World II era coincided with the expansion of Nashville to the north and the construction of the interstate highway system in the 1960s. “New historic” infill has been common within the city limits as new houses are constructed to reference historic homes in massing and architectural detailing. Other neighborhoods outside the historic core, such as Natchez Street and mid-century subdivisions, are threatened by modern infill with new construction dwellings and mixed-use commercial buildings.

Commercial

Early commercial development in Franklin was characterized by Federal-style brick buildings centered around the town square. This style—most often of brick construction—features simple, symmetrical designs. The Maury-Darby Building (NRHP 1972), constructed between 1815–1817, is the oldest building on the square. These early buildings housed general stores and taverns, establishing Franklin’s core as a mercantile center.

As prosperity returned following the Civil War, new commercial construction in Franklin featured the more ornate Italianate and Victorian styles. These buildings are characterized by parapeted roofs, corbelled brick cornices, caste iron details, and storefront windows. The A.N.C. Williams Store (NRHP 1972) near the west end of Main Street was constructed just after the Civil War. A.N.C. Williams was a prominent Black entrepreneur in Franklin, and this was the site of his general store for over sixty years. By the 1880s, a bustling commercial area developed along Main Street in Franklin's commercial business district (NRHP 1972). In the early twentieth century, fires in downtown Franklin resulted in new two-story commercial buildings constructed alongside the nineteenth century Italianate buildings.

In the 1930s, Franklin's commercial resources saw subtle influences of Art Deco architecture. The best example in the city is the Franklin Theatre which opened in 1937. The building introduced curved lines, a smooth wall surface, geometric motifs, and neon signage to the commercial strip downtown.

The commercial development of Franklin has centered around the downtown district with modern infill. Some infill stands out against the predominately late nineteenth century and early twentieth century architecture of the downtown commercial core. An example of this is the Post-Modern style building at 210 East Main Street with its short stature and heavy design. Due to the city's extensive design overlays the newer commercial developments are more harmonious with the historic character of the district, echoing the historic structures using brick, cast stone, and mirroring cornice lines of the older buildings.

Transportation Resources

Since its founding, residents of Franklin have relied on roads as their primary form of transportation. Many of these roads have been locally designated Heritage Roads in honor of their historic significance. These include the streets of downtown Frankin, portions of Franklin Road, Columbia Pike, and Carter's Creek Pike.

The Nashville and Decatur Railroad arrived in Frankin in 1855 and provided freight and passenger transportation to the river ports in Nashville and Alabama. The Tennessee and Alabama Railroad soon took over the corridor and constructed a brick freight depot in 1858 on Margin Street southeast of the town square.

Industrial Resources

Historically, Franklin's economy was primarily agricultural. To support the sale of cotton – one of the most common crops – the Franklin Cotton Factory opened in 1825 near the Harpeth River. In the 1850s, an iron factory opened near the cotton factory, taking advantage of the proximity to the railroad. Federal military troops destroyed both buildings during the Civil War.

In 1869, Joshua B. Lillie established the Franklin Flour Mill at the site of the cotton factory. The company built a five-story mill building in the 1880s and in 1926 constructed concrete grain elevators that continued to operate until the 1980s despite a fire that destroyed the mill in the 1950s. The grain elevators stand on the east side of 1st Avenue South.

In 1929, the Allen Manufacturing Company constructed a stove manufacturing plant at 230 Franklin Road. In 1932, the brick building became the Dortch Stove Works (NRHP 1997). The plant remained active until 1991. The building was later renovated as a multi-purpose commercial space known as The Factory at Franklin and retains the Dortch Stove Works ghost sign on its facade.

Government and Fraternal Buildings

Most government and fraternal buildings are located within the downtown Franklin Historic District. The oldest public building in the city is Hiram Masonic Lodge No. 7 (NRHP 1973) at 115 2nd Avenue South. Constructed in 1823, the three-story Gothic Revival building was designated a National Historic Landmark in 1973. The American Legion Hall used by American Legion Post 215 at 510 11th Avenue North is an important African American fraternal landmark in the Hard Bargain neighborhood. Constructed as dwelling around 1890, it has been used by American Legion Post 215 since 1952. The building is undergoing renovations.

Frankin serves as the governmental seat of the county. The Williamson County Courthouse (NRHP 1972) at 135 4th Avenue South, constructed in 1858, is a notable example of the Greek Revival style which was commonly used in the construction of public buildings. The courthouse exemplifies this style with its Doric columns and symmetrical design. In contrast, the Williamson County Administrative Complex at 1320 West Main Street was constructed as a hospital in the 1950s. That building has been used for county government purposes since the 1990s and underwent major renovations in 2020.

In 1925, the federal government constructed the US Post Office (NRHP 1972) at Five Points on the west end of the downtown Franklin Historic District. The trapezoidal building sits on a triangular lot and is a notable representative of the Colonial Revival architectural style.

In 1980, the City of Franklin purchased and adaptively reused a former shopping mall, built in 1970 on the Public Square, for “temporary” use as the City Hall. Forty-five years later, in 2025, the city demolished the building. A new City Hall is expected to open in 2027.

Religious Resources

Churches played a significant role in the public lives of Franklin's early citizens. St. Paul's Episcopal Church (NRHP 1972) at 510 West Main Street was constructed in the 1830s with enslaved labor. The original sanctuary included a second-floor gallery where enslaved Black people sat during worship services.

Several churches constructed after the Civil War still stand in downtown Franklin. These include the 1871 St. Phillip's Catholic Church at 113 2nd Avenue South, the 1871 First Methodist Church at 148 5th Avenue South, the 1876 Franklin Cumberland Presbyterian Church at 615 West Main Street, and the circa-1890 Missionary First Baptist Church at 113 Natchez Street.

Gothic Revival was a popular style for church construction in Franklin, and the rest of the country, during this period. The style, typically constructed in brick or stone, is characterized by an emphasis on verticality, steeply pitched roofs, pointed arches, lancet stained-glass windows, and buttresses. The St. Paul's Episcopal Church, First Methodist Church, and the Franklin Cumberland Presbyterian Church are all examples of Gothic Revival ecclesiastical architecture.

During the twentieth century, religious congregations constructed churches throughout the city. These include the 1907 Romanesque-style First Presbyterian Church, the circa-1930 Colonial Revival-style First Assembly of God Church at 259 Fourth Avenue South and the circa-1950 Christ Community Church Community Center at 133 Fourth Avenue South.

Natchez Street, also known as "Baptist Neck," is especially dense with religious buildings, including the 1925 Gothic Revival-style Shorter Chapel A.M.E Church at 152 Fowlkes Street and the 1972 Modernist-style Providence United Primitive Baptist Church at 377 Natchez Street.

Educational Facilities

Few historic school buildings remain in Franklin. The Battleground Academy, established in 1899, moved their campus to Columbia Avenue and Everbright Avenue in 1902. The new campus evolved to include a dormitory in 1922 and, later, a gymnasium. By 2003, the Battleground Academy had relocated to their current campus at 336 Ernest Rice Lane on the grounds of the former Glen Echo plantation (NRHP 1976). The 1922 dormitory has been demolished and one of the campus buildings is now occupied by the Renaissance School.

Constructed during Franklin's expansion of the mid-1950s, Franklin High School was located at 810 Hillsboro Road. The current two-story building replaced the mid-century building in 2006.

In 1917, the Rosenwald Foundation provided funding for the Lee-Buckner Rosenwald School, one of four Rosenwald-funded schools for African Americans in Williamson County. In 2018, the Heritage Foundation of Williamson County purchased and moved the school to its current location adjacent to the Winstead House (NRHP 1979) at the Franklin Grove Estate in Franklin.

African Americans in Franklin

African Americans arrived in Williamson County with the earliest settlers and remain a significant proportion of Franklin's population. Before the Civil War, the African American population included both free and enslaved Black people. Dick Poyner, a famous craftsman best known for his chairs, arrived in the Leiper's Fork area around 1800. Notable remnants of the lives of enslaved Black people include a dwelling at the Carter House within the Franklin Battlefield Site (NRHP/NHL 1966) and a dwelling at Carnton (NRHP 1973).

After emancipation, Thomas Freeman, who had been enslaved at Carnton, built a home at 303 Frankin Road. In 1864, Rev. Allen Williams, who had also been enslaved, opened his grocery store at 416 Main Street and continued to operate the business until 1928. Rev. Williams also constructed a house at 202 Church Street. Both buildings still stand within the Franklin Historic District. In 1875, Harvey McLemore subdivided 15 acres west of 5th Street to sell to other African Americans in Franklin. Known as Hard Bargain, the neighborhood contains around 130 dwellings. In 1880, McLemore constructed a home for himself at 446 11th Avenue North. The McLemore House (NRHP 1999) is now a museum.

Another historically African American neighborhood—the Natchez Street Historic District—was also established in the 1870s. The neighborhood includes the Merrill-Williams House at 264 Natchez Street, which has recently been restored as a museum, and the Gaylor House at 253 Natchez Street. Ruth Gaylor provided lodging in her house, which she advertised from 1956–1961 as a Tourist Home in the *Green Book*, a national guide for African American travelers. Built in 1946 to replace earlier schools, Natchez High School is located at 335 Natchez Street. When it was built, it was the only high school in Williamson County for African American students and remained so until desegregation. It now serves as the Claiborne & Hughes Nursing and Rehabilitation Center.

In 1869, the Lillie Mills flour company built a flour production plant on 1st Avenue South. The company also constructed two rows of shotgun-type houses which were primarily occupied by African American employees. The more eclectic Bell Town neighborhood on Cummins Street and Evans Street near Buford Street also features smaller dwellings on dense lots. These neighborhoods all include prominent churches. Notable African American churches include the Wiley Memorial Chapel Methodist Episcopal Church at 112 2nd Avenue South, First Missionary Baptist Church at 113 Natchez Street, Pleasant Valley Primitive Baptist Church at 604 Mount Hope Street, and the Green Street Church of God at 915 Green Street.

Since the late twentieth century, these neighborhoods have seen increasing pressure from development, especially near the Lillie Mills flour plant and Bell Town. Much of these neighborhoods have been lost.

Cultural Landscapes

Cemeteries formed some of the first public parks in Franklin. Established in 1811 on land owned by the Presbyterian Church, the Franklin City Cemetery (NRHP 2012) was the first formal burying ground in Franklin. The cemetery is on the east side of 4th Avenue North at North Margin Street. Adjacent to the city cemetery, Rest Haven Cemetery (NRHP 2012) is a 7-acre cemetery at 324 4th Avenue North. The earliest burials at Rest Haven date from the 1840s though the cemetery was not formally established until 1855. The Mt. Hope Cemetery, established 1875 at 608 Mt. Hope Street, is an active cemetery that abuts two sides of the Toussaint L'Overture County Cemetery (NRHP 1995). The Toussaint L'Overture County Cemetery, whose first burials date from 1869, is considered the oldest continuously operating African American institution in the county.

Antebellum agriculture and the Civil War are significant parts of Franklin's history. Historic parks preserve some of Franklin's open spaces and provide opportunities for education. Currently, Franklin operates six historic parks, including the Eastern Flank Battlefield Park which preserves 110 acres of the Battle of Franklin (NRHP/NHL 1966). This park includes the Confederate Cemetery and is adjacent to the Collins Farm Park, which is part of Carnton. Nine parks in total are covered by the Historic Preservation Overlay, a zoning overlay designed to protect historically significant resources.

The remnants of Fort Granger (NRHP 1973), a military fortification built by the US Army, are now part of a 14.5-acre park at 113 Fort Granger. East of downtown the park overlooks the city and is surrounded by trenches dug during the war. Likewise, Winstead Hill is now a 61-acre public park. Roper's Knob (NRHP 2000) is owned by the city but is not accessible to the public.

Harlinsdale Farm (NRHP 2006) at 239 Franklin Road was established before the Civil War but is most significant for breeding Tennessee Walking Horses in the mid-twentieth century. Harlinsdale is best known as the home of Midnight Sun, the first repeat world Grand Champion and the sire of most champion Tennessee Walking Horses. Since 2007, the city has preserved a 200-acres section of the farm as a public park.

Civil War Resources

The greater Franklin Battlefield was designated as a National Historic Landmark in December 1960. Within that boundary several other resources were included and designated as contributing to the battlefield's significance including Carter House, Carnton Plantation and the McGavock Confederate Cemetery, Fort Granger and Winstead Hill. All National Historic Landmarks are de facto listed on the National Register of Historic Places. Fort Granger, Carnton Plantation, and Carter House are all locally designated and within the Historic Preservation Overlay (HPO).

Harrison House, an early nineteenth century Greek Revival-style house was listed on the National Register of Historic Places in 1975 for its architecture and role as the Confederate Army's mustering location prior to the assault at Franklin. It is also locally designated.

Lotz House was listed on the National Register of Historic Places in 1976 for its architecture. It is near the Carter House and was close to the most intense areas of the battle. It is also locally designated.

McPhail-Cliffe Office is a contributing resource in the Franklin National Register Historic District, listed in 1972. It served as Maj. General Schofield's first headquarters for the battle which eventually moved to Fort Granger.

Tennessee and Alabama Railroad Freight Depot circa 1858 was a regional transit point for troops and supplies. It was used to store ammunition during the siege and was burned by retreating federal troops but saved by residents and then used as a temporary hospital. It has been determined eligible for listing on the National Register.

Alpheus Truett House was listed on the National Register of Historic Places in 1988 for its architecture and military history. The frame, Greek Revival-style house was a temporary headquarters for Maj. General Schofield prior to its move to Fort Granger. Schofield observed Confederate troop movements from the second story porch.

Breezy Hill was used as a Confederate observation point in addition to Winstead Hill.

Cedar Hill is located northeast of Fort Granger and served as a defensive position for U.S. forces.

Cotton Gin Assault Site/Cotton Gin Park was the site of heavy combat. The park is the result of the reclamation of the area from commercial development.

Collins Farm has a post-Civil War dwelling; however, the surviving cultural landscape is the location where Confederate troops came under heavy federal artillery fire from Fort Granger.

Eastern Flank Battlefield was either wooded or under agricultural cultivation when Confederate troops advanced across it during the Battle of Franklin. In later years it was the home of a country club but is now rehabilitated as a battleground park.

Roper's Knob Fortifications were listed on the National Register of Historic Places in 2000 as part of the *Civil War Historic and Historic Archeological Resources in Tennessee Multiple Property Submission*. Built in 1863 this signal station built by U.S. forces is now largely an archaeological site, containing remains of a redoubt, blockhouse, entrenchment and abatis.

There are other identified locations that have been associated with troop movements and skirmishes that have been developed or have otherwise lost integrity such as the Parkway Commons Shopping Center/Ulman property or the Battleground Academy Campus.

Civil War Hospitals

- A National Park Service study identified several temporary battle-related hospital sites
- 328 Bridge St. (Walker-Baagoe House), ca. 1846 in Downtown Franklin Local Historic District, and Franklin National Register Historic District.
- 402 Bridge St. (Walker-Halliburton House), ca. 1863 in Downtown Franklin Local Historic District, and Franklin National Register Historic District.
- 143 S. Fifth Ave, ca. 1835 in Downtown Franklin Local Historic District, and Franklin National Register Historic District.
- 244 S. First Ave, (Bob Rainey House) ca. 1839 in Downtown Franklin Local Historic District, Franklin National Register Historic District, and individually listed on the National Register.
- 136 N. Fourth Ave, ca. 1835 in Downtown Franklin Local Historic District, and Franklin National Register Historic District.
- 217 N. Fourth Ave, ca. 1810 in Downtown Franklin Local Historic District, and Franklin National Register Historic District.

- 135 S. Fourth Ave, ca. 1830 in Downtown Franklin Local Historic District, and Franklin National Register Historic District.
- 209 E. Main St (Dr. McPhail's Office), ca. 1815 in Downtown Franklin Local Historic District, and Franklin National Register Historic District.
- Williamson County Courthouse, 1858 in Downtown Franklin Local Historic District, and Franklin National Register Historic District.
- 115 S. Second Ave (Hiram Masonic Lodge), ca. 1825 in Downtown Franklin Local Historic District, Franklin National Register Historic District, and individually listed as a National Historic Landmark and on the National Register of Historic Places.
- 202 S. Second Ave (Clouston Hall), ca. 1821 in Downtown Franklin Local Historic District, and Franklin National Register Historic District.
- 211 S. Second Ave (Bearden-Robinson House), ca. 1838 in Downtown Franklin Local Historic District, and Franklin National Register Historic District.
- 217 S. Second Ave (Davis-Still House), ca. 1810 in Downtown Franklin Local Historic District, and Franklin National Register Historic District.
- 236 S. Second Ave (Eelbeck-Johnson Office), ca. 1820 in Downtown Franklin Local Historic District, and Franklin National Register Historic District.
- 117 N. Third Ave, ca. 1815 in Downtown Franklin Local Historic District, and Franklin National Register Historic District.
- 118 N. Third Ave (Maney-Gault House), ca. 1828 in Downtown Franklin Local Historic District, and Franklin National Register Historic District.
- 125 N. Third Ave (John Eaton House), ca. 1818 in Downtown Franklin Local Historic District, and Franklin National Register Historic District.
- 137 N. Third Ave, ca. 1820 in Downtown Franklin Local Historic District, and Franklin National Register Historic District.
- 120 S. Third Ave, (Moran-Pope House), ca. 1828 in Downtown Franklin Local Historic District, and Franklin National Register Historic District.
- 224 S. Third Ave (Saunders-Marshall House), ca. 1805 in Downtown Franklin Local Historic District, and Franklin National Register Historic District.
- 805 W. Main St, 1831 in Hincheyville Local Historic District, and Hincheyville National Register Historic District.
- 1101 W. Main St, ca. 1828 in Hincheyville Local Historic District, and Hincheyville National Register Historic District.
- 1014 W. Main St, 1850 in Hincheyville Local Historic District, and Hincheyville National Register Historic District.

- 1010 W. Main St, ca. 1850 in Hincheyville Local Historic District, and Hincheyville National Register Historic District.
- 700 W. Main St, 1820 in Hincheyville Local Historic District, and Hincheyville National Register Historic District.
- 510 W. Main St, (St. Paul's Episcopal Church), 1834, Individually listed on the National Register.
- 1012 Fair St, 1850 in Hincheyville Local Historic District, and Hincheyville National Register Historic District.
- 724 Fair St, 1850 in Hincheyville Local Historic District, and Hincheyville National Register Historic District.
- 612 Fair St, (McEwen House), 1849 in Hincheyville National Register Historic District.
- 501 S. Margin St, (Otey-Campbell House), ca. 1830 in Franklin National Register Historic District, and Lewisburg Avenue National Register Historic District.
- 119 S. Margin St, (Nashville and Decatur Railroad Depot), 1858 in Downtown Franklin Local Historic District, and Franklin National Register Historic District.

Appendix D – National Register Historic Resources

The National Register of Historic Places (NRHP) is primarily an honorary designation for resources that are historically significant but can provide some protection from projects that are funded or permitted by a federal agency. A property owner may be eligible for certain tax credits on qualifying renovations to a property listed in the NRHP. Listing in the NRHP does not restrict a property owner from making alterations or additions to, or demolition of, the historic resource. Currently, there are 41 individual properties within the City of Franklin that are listed in the NRHP, and five historic districts.

Resources may be listed in the NRHP or under the HPO, or both.

The following categories define the different types of designated historic resources:

- ***Buildings:*** a building such as a house, barn, church, hotel, or similar construction is considered principally to shelter any form of human activity. "Building" may also refer to a historically and functionally related unit, such as a courthouse and jail or a house and barn.
- ***Structure:*** the term "structure" is used to distinguish from buildings those functional constructions made usually for purposes other than creating human shelter. Examples include bridges, roads, and water towers.
- ***Object:*** the term "object" is used to distinguish from buildings and structures those constructions that are primarily artistic in nature or are relatively small in scale and simply constructed. Although it may be, by nature or design, movable, an object is associated with the specific setting or environment. Examples include monuments, statuary, foundations, and boundary markers.
- ***Sites:*** a site is the location of a significant event, a prehistoric or historic occupation or activity, or building or structure, whether standing, ruined, or vanished, where the location itself possesses historic, cultural, or archaeological value regardless of any existing structure. Examples include battlefields, cemeteries, designed landscapes, and ruins of a building.
- ***Districts:*** a district possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development. Examples include business districts, industrial complexes, residential areas, and transportation networks.

National Historic Landmarks

Two Franklin resources are National Historic Landmarks, the highest designation offered by the federal government, reserved for the most historically significant resources. This designation provides the same level of protection as listing in the NRHP.

- Hiram Masonic Lodge No. 7, listed 1973 (NRHP #73001859), at 115 2nd Avenue South
- Franklin Battlefield, listed 1966 (NRHP #66000734), US 31

National Register Historic Districts

Currently, the City of Franklin has a total of five National Register historic districts. Four of these districts are also designated Local Historic Districts and one is listed in the NRHP only.

National Register Historic Districts also covered by the HPO

Franklin has four NRHP-listed districts that are also covered by the HPO: the Downtown Franklin Historic District, the Lewisburg Avenue Historic District, the Hincheyville Historic District, and the Adams Street Historic District. The HPO boundaries generally follow the NRHP boundaries, but some boundaries do not align exactly.

Downtown Franklin Historic District (c.1805–1967)—NRHP-listed 1972, expanded 1988 and 2000

The Downtown Franklin Historic District, centered around Main Street and 3rd Avenue, is composed of Franklin's oldest residential and commercial buildings, including the public square and courthouse. These buildings, constructed in a variety of styles including Federal, Greek Revival, Italianate, Queen Anne, and Victorian, illustrate the continued evolution of Franklin as the governmental and commercial center of Williamson County.

The Downtown Franklin Historic District boundary has been increased twice since its listing on the NRHP. The first extension in 1988 contains a one-block area of 3rd Avenue that includes 12 contributing dwellings and four non-contributing buildings. In 2000, the district boundary was further extended to encompass houses on the east side of the 300 block of 4th Avenue South. Eight single-family dwellings were added to the district.

Today, the Downtown Franklin Historic District includes 221 contributing buildings and 52 non-contributing resources. The following buildings in the district are individually listed on the NRHP:

- Hiram Masonic Lodge No. 7, 115 South 2nd Street (NRHP/NHL 1973)
- Winstead House, 423 South Margin Street (NRHP 1979)
- Rainey House, 244 1st Avenue (NRHP 1970)

Lewisburg Avenue Historic District (c.1840–c.1935)—NRHP-listed 1988, expanded 2023

The Lewisburg Avenue Historic District is roughly bound by South Margin Street, Lewisburg Avenue, and Adams Street. The district is listed under Criterion C for its notable residential architecture. The district showcases a rich tapestry of architectural styles, including Queen Anne, Italianate, Colonial Revival, Bungalow, and English Tudor, reflecting the evolution of residential architecture in Franklin. The district boundaries were expanded in 2023. The district now contains 31 dwellings of which 29 contribute to the historic character. Also included in the district are nine contributing outbuildings.

Hincheyville Historic District (c.1828–c.1930)—NRHP-listed 1982, expanded 2020

The Hincheyville Historic District is located along West Main and Fair Streets, between 5th Avenue and 11th Street. Hincheyville, the first subdivision of the town, is named after Hinchey Petway who bought the land and subdivided it into town lots in 1819. It is primarily comprised of single-family dwellings representing the influence of mostly Federal, Greek Revival, Victorian, Italianate, Queen Anne, Eastlake, Four Square, Bungalow, and Tudor Revival styles. The district was originally comprised of 92 buildings with 72 contributing to the historic character of the district. Two churches and a few commercial buildings are also within the district. St. Paul's Episcopal Church, a Gothic Revival style church, is within the NRHP district and was individually listed on the NRHP in 1972 but is not covered by the HPO boundary.

In 2020 revisions were made to the Hincheyville Historic District documentation which altered the boundary and expanded the architectural and historic details of Hincheyville. The period of significance was extended to include 1950s architecture.

Adams Street Historic District (c.1890–c.1940)—listed 2000

The Adams Street Historic District consists of properties at 1112–1400 Adams Street, 1251–1327 Adams Street, and 304–308 Stewart Street. The district is listed under Criterion C for its late nineteenth and early twentieth century architecture including Folk Victorian, Bungalow, and Craftsman styles. The district contains 34 dwellings, of which 28 are considered contributing to the character of the district. The district also includes eight contributing outbuildings and 11 non-contributing outbuildings. Four of the non-contributing buildings are mid-century Ranch dwellings. The district retains much of its architectural integrity as one of the community's best concentrations of Folk Victorian and early twentieth century dwellings.

National Register Historic Districts not covered by the HPO

The Natchez Street Historic District is the only district that is listed in the NRHP and not covered by the HPO.

Natchez Street Historic District (1881–1953)—listed 2004

The Natchez Street Historic District is roughly bound by Columbia Avenue, Granbury Street, and West Main Street on the southwest side of Franklin. The district is listed under Criterion A for its association with African American community planning and development as it reflects the period from Reconstruction through the Civil Rights movement and integration. Often referred to as "Baptist Neck" due to the presence of several churches, the neighborhood was home to many prominent African American people. The buildings represent a variety of Bungalow, Shotgun and Ranch styles and are mostly comprised of churches, single-family and multi-family dwellings. The district was originally comprised of 65 contributing buildings, 8 contributing objects, 27 non-contributing buildings, and 2 non-contributing objects.

Individual Properties

Currently, there are 41 properties within the City of Franklin individually listed in the NRHP. Several properties were listed simultaneously in 1988 as part of a multiple resources nomination encompassing Williamson County.

1. William S. Campbell House, listed 1975, (NRHP #75001798), 1840 William Campbell Court

2. Carnton, listed 1973, (NRHP #73001857), Confederate Cemetery Lane
3. John Henry Carothers House, listed 1989, (NRHP #89002028), 1343 Huffines Ridge Drive
4. Cox House, listed 1980, (NRHP #80003881), 150 Franklin Road
5. Craig-Beasley House, listed 2003, (NRHP #03001342), 425 Boyd Mill Avenue
6. Dortch Stove Works, listed 1997, (NRHP #97001438), 230 North Franklin Road
7. Douglass-Reams House, listed 1988, (NRHP #88000293), 2435 Douglass Glen Lane
8. Fort Granger, listed 1973, (NRHP #73001858), 113 Fort Granger Drive
9. Franklin Battlefield, listed 1966, (NRHP #66000734), on US 31 south of Franklin
10. Franklin City Cemetery, listed 2012, (NRHP #12000946), North Margin Street
11. Glass Mounds Discontinuous Archaeological District, listed 2015, (NRHP #15000333), 4000 Golf Club Lane
12. Glen Echo, listed 1976, (NRHP #76001808), 336 Ernest Rice Lane
13. Hamilton-Brown House, listed 2006, (NRHP #06000668), 845 Old Charlotte Pike
14. Harlinsdale Farm, listed 2006, (NRHP #06000344), 239 Franklin Road
15. Harrison House, listed 1975, (NRHP #75001799), 4077 Columbia Pike
16. John Herbert House, listed 1988, (NRHP #88000278), 3201 Herbert Drive
17. Hiram Masonic Lodge No. 7, listed 1973, (NRHP #73001859), 115 South 2nd Street
18. Robert Hodge House, listed 2005, (NRHP #05001224), 409 Madison Court
19. Knights of Pythias Pavilion, listed 1988, (NRHP #88000292), 1015 Carlisle Lane
20. Lotz House, listed 1976, (NRHP #76001809), 1111 Columbia Avenue
21. Maney-Sidway House, listed 1988, (NRHP #88000333), 231 Myles Manor Court

22. Henry H. Mayberry House, listed 1988, (NRHP #88000335), 151 Franklin Road
23. McGavock-Gaines House, listed 1988, (NRHP #88000329), 1711 Culpepper Lane
24. David McEwen House, listed 1988, (NRHP #88000360), east side of Franklin Road
25. McLemore House, listed 1999, (NRHP #99001372), 446 11th Avenue North
26. Daniel McMahan House, listed 1988, (NRHP #88000331), 111 Daniel McMahon Lane
27. Dr. Hezekiah Oden House, listed 1988, (NRHP #88000322), 1312 Lewisburg Pike
28. Mordecai Puryear House, listed 1988, (NRHP #88000340), 1251 Lewisburg Pike
29. Rainey House, listed 1970, (NRHP #70000621), 244 1st Avenue
30. Rest Haven Cemetery, listed 2012, (NRHP #12000947), 324 4th Avenue North
31. Y. M. Rizer House, listed 1988, (NRHP #88000348), 2950 Del Rio Pike
32. Roper's Knob Fortifications, listed 2000, (NRHP #00000353), Off Liberty Pike
33. John Seward House, listed 1988, (NRHP #88000352), 1755 Players Mill Road
34. Thomas Shute House, listed 1988, (NRHP #88000367), 370 Franklin Road
35. St. Paul's Episcopal Church, listed 1972, (NRHP #72001255), 510 Main Street
36. Toussaint L'Overture County Cemetery, listed 1995, (NRHP #95001435), 820 Del Rio Pike
37. Alpheus Truett House, listed 1988, (NRHP #88000364), 228 Franklin Road
38. Andrew C. Vaughn House, listed 1988, (NRHP #88000368), 501 Murfreesboro Road
39. Winstead Hill, listed 2003, (NRHP #74001930), U.S. 31
40. Winstead House, listed 1979, (NRHP #79002486), 423 South Margin Street
41. Wyatt Hall, listed 1980, (NRHP #80003882), 334 Franklin Road

Appendix E – Intangible Cultural Heritage

The United Nations Educational, Scientific and Cultural Organization (UNESCO) posits that cultural heritage extends beyond buildings, designed landscapes, structures, and objects. “Intangible cultural heritage includes traditions or living expressions inherited from our ancestors and passed on to our descendants, such as oral traditions, performing arts, social practices, rituals, festive events, knowledge and practices concerning nature and the universe or the knowledge and skills to produce traditional crafts.” (UNESCO p2).

Because Franklin contains several different cultures and groups, aspects of its intangible heritage may not be universal. For example, Juneteenth practices are celebrations of freedom for African Americans that originated with observances in Texas when enslaved people there were officially emancipated on June 19, 1865, by an order from Maj. Gen. Gordon Granger (who coincidentally was in command of troops the previous year at the Battle of Franklin). Annual Juneteenth celebrations have spread across the United States and have been adapted in various localities including Franklin.

Music has been a powerful force in middle Tennessee, particularly country and bluegrass music. Frankin has hosted numerous music festivals, such as the Blackberry Jam and Pilgrimage music festivals at Harlinsdale Farm, and the region is home to many professional musicians. Franklin has also hosted festivals related to food which reflect the area’s rich agricultural traditions.

While people of European descent comprise the largest group of residents in the county per U.S. census data, there are Asian and Hispanic populations in the region which may have brought cultural traditions with them. While Native Americans were expelled from the region, the heritage of descendant tribes and nations have a direct connection to the area and to extant archaeological sites. Some may consider “southern” a culture with practices, food, traditions, and lifeways that are distinct from other parts of the United States.

UNESCO advises that the first step to preserving intangible cultural heritage is to identify those traditions and practices and create an inventory. An inventory is the first step to developing policies and plans that can protect them. However, it is imperative that the identification and definition of these intangible cultural heritage practices come from within the community that house them and not solely be an outsider observation. (UNESCO, p 10)

Appendix F – Documentation and Surveys

Tennessee Historical Commission Surveys, 1973–1986

The Tennessee Historical Commission (THC) conducted a survey from 1973–1986 which recorded 1,127 resources in Williamson County. Approximately 400 resources were surveyed within the Franklin and Hincheyville historic districts. These surveys focused primarily on antebellum brick, frame, and log homes. In 1982, students at Middle Tennessee State University (MTSU) completed a survey of 726 resources in Williamson County. Focusing primarily on rural areas, this was the first comprehensive survey of historic and architectural resources in the county. In 1987, the Tennessee Historical Commission awarded the Williamson County Heritage Foundation a matching grant for an analysis of the survey data and preparation of a Multiple Resource Area (MRA) NRHP nomination for the county. The MRA nomination resulted in the NRHP listing of 90 individual resources, an extension of the Franklin Historic District along 3rd Avenue South, and the Lewisburg Avenue Historic District in Franklin.

Survey Update, 1999

In 1999, the Heritage Foundation of Franklin & Williamson County funded the preparation of a comprehensive inventory of properties in the Franklin Historic District. The survey noted the cultural landscape of Franklin had been significantly impacted by the suburbanization of the county. Architectural inventories completed from 1976–1982 documented 37 rural properties within the city limits of Franklin. Of those properties, 17 had been demolished by 1999 to make way for new development. The development impacted several properties previously listed on the NRHP. The 1999 survey identified the following properties as having been delisted from the NRHP because of either extensive alteration or demolition:

- Chistopher McEwen House / Aspen Grove
- James Carothers House / Cool Spring Farm
- James E. Collins House

By contrast, the urban historic resources in Franklin were largely well maintained. Properties determined eligible for listing on the NRHP during the 1999 survey included:

- Tennessee and Alabama Railroad Freight Depot on South Margin Street
- Roper's Knob on Liberty Pike
- Adams Street Historic District

The 1999 survey also recommended a boundary increase to the Franklin Historic District to include eight dwellings along 4th Avenue South. Eleven properties in the Hincheyville Historic District previously considered non-contributing were recommended to be contributing since they had reached 50 years of age since the original NRHP listing.

The 1999 survey also recommended that the William Winstead House and the Nicholas Cox House be reassessed in the future for their continued eligibility and that the NRHP nominations for the Franklin, Hincheyville, and Lewisburg Avenue historic districts be amended to reclassify buildings from non-contributing to contributing status. The 1999 survey also urged the City of Franklin to complete a Historic Preservation Plan.

Survey Update, 2017

In 2016, the Tennessee Historical Commission awarded the City of Franklin a grant to fund an updated survey for the Franklin Historic District and review properties along the Columbia Avenue corridor. Completed in 2017, the project updated the surveyed resources, identified those which were no longer extant, and reassessed contributing and non-contributing status for the resources. The survey also included an update to the NRHP nomination. The revised resource count for the Franklin Historic District was 235 contributing and 60 non-contributing resources. The update also identified 25 contributing outbuildings, 50 non-contributing outbuildings, and one contributing object.

A review of the properties along the east side of Columbia Avenue in the 700 to 1000 blocks southwest of the Franklin Historic District boundary was completed during the 2017 survey. The area has automobile-related properties with a distinct character. The survey recommended the district as worthy of preservation but ineligible for listing in the NRHP due to the number of non-contributing resources.

Tennessee Historical Commission Viewer

The Tennessee Historical Commission Viewer is an online mapping tool that provides access to historical data associated with resources throughout the state. It includes information from the Historic Resource Survey program and the NRHP program. The survey information may or may not contain information on NRHP eligibility for resources.

Appendix G - Planning and Legal Context

Tennessee Historic Preservation Plan

One of the duties of the THC is to develop a comprehensive plan for historic preservation in the state. In 2019, the THC implemented the Tennessee Historic Preservation Plan for guiding activities from 2019 through 2029. This preservation plan provides a mechanism for monitoring the successful implementation of activities and the growth of support for historic preservation in Tennessee. This plan also bolsters the state's efforts to preserve underrepresented and diverse resources, particularly the history of African Americans and Native Americans.

State Legislation

Tennessee Historical Commission (Tenn. Code Ann. § 4-11-102)

Established in 1919, the Tennessee Historical Commission (THC) is an independent state agency administratively attached to the Tennessee Department of Environment and Conservation (TDEC). The THC is federally designated as the Tennessee State Historic Preservation Office (TN-SHPO). The THC and the TN-SHPO are headed by an Executive Director. The THC is responsible for preserving and promoting Tennessee's history and encouraging an inclusive, diverse study for the benefit of future generations. The THC board is composed of 20 members: 15 individuals appointed by the Governor, Lt. Governor, and the Speaker of the House, as well as 5 ex official members. The THC board includes the State Historian, State Archaeologist, and State Librarian and Archivist.

The THC has the authority to hire personnel and appoint advisory boards. THC personnel implement state and federal preservation programs. The may accept gifts and may acquire real properties that have statewide historical or archaeological significance. The THC has authority over historical properties owned by the state and may coordinate with outside parties for administration and operation of a historic property. The THC also has the responsibility to review any plans to demolish change or transfer state properties that have historical architectural or cultural significance and provide comments in writing.

The THC has the power to provide matching grants through the Tennessee Civil War Site Preservation Fund to make fee simple purchases or buy protective interests purchases of sites listed in the National Park Service's Report on the Nation's Civil War Battlefields (1993, or as amended, reissued or supplemented); or any site associated with the Underground Railroad that is eligible for listing in the National Register of Historic Places (NRHP) or designated as a National Historic Landmark (NHL). When funds are made available to eligible organizations for purchase under this program, the state or other qualified party is granted a perpetual preservation easement.

The THC operates a Historic Property Land Acquisition Fund to purchase properties listed on the NRHP or "any other area of historic significance as approved by majority vote of the entire membership of the commission." The fund may also be used to purchase easements and for capital projects for historic properties, state-owned or otherwise.

The THC partners with local, state, and federal institutions, agencies, universities, and organizations for its historic preservation programs.

Tennessee Wars Commission (Tenn. Code Ann. § 4-11)

Established in 1994, the Tennessee Wars Commission (TWC) coordinates planning, preservation and promotion of the structures, buildings, sites and battlefields of Tennessee associated with the French and Indian War (1754–1763), American Revolutionary War (1775–1783), War of 1812 (1812–1815), U.S.-Mexican War (1846–1848), and the Civil War (1861–1865). Administered within the THC, the TWC is charged with developing a preservation plan to preserve and conserve the military heritage resources associated with these wars in Tennessee. Archaeological sites from World War II are also documented by the THC and TDOA. The TWC may document sites, award grants, acquire sites, support educational efforts, and fund maintenance of memorials and cemeteries related to the wars. It may accept loans, grants, and donations of money or property, and may accept or purchase land or

interest in battlefields and war memorials. The TWC is overseen by a professional staff member housed within the THC.

Tennessee Division of Archaeology (Tenn. Code Ann. § 11-6)

Established in 1970, the Tennessee Division of Archaeology (TDOA) is an independent state agency administratively attached to the TDEC. The TDOA, under the direction of the State Archaeologist, is tasked with implementing a statewide archaeology program including surveying, identifying, recording and mapping of sites; selected excavation of sites; preservation of excavated sites and artifacts; conducting research in Tennessee archaeology; producing publications; the display and maintenance of artifacts and sites; and disseminating educational information. The TDOA has an 11-member appointed Archaeological Advisory Council that works with the State Archaeologist to submit an annual report on the status of archaeology in Tennessee.

In conjunction with Tennessee State Parks, the TDOA purchases and maintains archaeological sites throughout Tennessee to operate as State Archaeological Parks. The TDOA has the authority to own and display artifacts acquired by the state. State law allows the TDOA to limit excavation on state lands to authorized agents of the State of Tennessee and provides for the issuance of archaeological permits for excavation on state lands. The State Archaeologist has the authority to excavate and examine state lands prior to sale.

Tennessee state law sets penalties for vandalism on state-owned or -controlled sites and for the removal, vandalism, and/or sale of artifacts from private property without permission. It provides guidance about the excavation of areas with Native American and/or non-Indigenous human remains and their treatment and requires consultation with local law enforcement and the coroner if human remains are discovered. State law also defines expectations for consultation with the TDOA when artifacts, human remains, or sites are discovered during projects on state or local government property.

The TDOA may accept grants and gifts and may hold the title to land or interests in land in the name of the state in furtherance of archaeological objectives. The TDOA partners with local, state, and federal institutions, agencies, universities, and organizations for its archaeological programs.

Demolition of Historic Structures (Tenn. Code Ann. § 7-51)

Enacted in 1989, this law affords some protection to some undesignated older residential structures with exceptions for transportation projects. A local governing body must approve by majority vote to allow the demolition of any residential structure that was originally constructed before 1865; is reparable at a reasonable cost; and has an historical significance besides age itself, including, but not limited to, uniqueness of architecture, occurrence of historical events, notable former residents, design by a particular architect, or construction by a particular builder. If demolition is denied, the local government shall condemn or purchase the property.

Enabling Legislation for Local Governments (Tenn. Code Ann. § 13-7)

Tennessee is a Dillon's Rule State which means in essence that local governments must have explicit authorization from the state government to exercise authority. Tennessee has a "home rule" provision but the City of Franklin does not have a home rule charter and operates under Dillon's Rule.

The code allows for the establishment of zoning and specifically for historic zoning. The rationale for historic zoning is stated explicitly.

The purpose of this part is to promote the educational, cultural, and economic welfare of the people of the state by enabling municipalities and counties to preserve and protect historic structures, areas and districts which serve as visible reminders of the history and cultural heritage of the state and the United States. Furthermore, it is the purpose of this part to strengthen the economy of the state and of the adopting governmental entities by stabilizing and improving the property values in historic areas, by encouraging rehabilitation and new construction and development that will be harmonious with the historic structures, areas and districts, and by preserving and rehabilitating buildings which are of significance to historic districts.

Localities may designate historic districts or zones and regulate construction, repair, alteration, rehabilitation, relocation, and demolition of any building or other structure within the boundaries of the zone. The historic zone is an overlay zone and does not generally regulate use unless there is a conflict, in which case the historic zoning takes precedence.

A historic zone is a geographically definable area which possesses a significant individual structure or a concentration, linkage or continuity of sites, buildings, structures or objects which are united by past events or aesthetically by plan or physical development, and that meets criteria synonymous

with those of the NRHP, or is listed on the NRHP. The code sets out the required process for establishing a zone including public notice.

Under these provisions, a local governing body (or Regional Planning Commission as applicable) would establish a historic zoning commission that meets specific codifed requirements in terms of size and qualifications.

The historic zoning commission reviews all applications for permits for construction, alteration, repair, rehabilitation, relocation or demolition of any building, structure or other improvement to real estate situated within a historic zone or district which can request additional information for review and analysis. It may also review work within a historic district or zone that does not require a permit. No work can proceed on projects subject to review until a certificate of appropriateness has been issued for the work. Shall act on the application for a COA within 30 days. If the COA is denied, then notice and justification will be given in writing.

In reviewing COA applications, the commission will use review guidelines and consider:

(1) Historic or architectural value of the present structure; (2) The relationship of the exterior architectural features of such structure to the rest of the structures, to the surrounding area, and to the character of the district; (3) The general compatibility of exterior design, arrangement, texture, and materials proposed to be used; and (4) Any other factor, including aesthetic, which is reasonably related to the purposes of this part (of the code).

Appeals of COA decisions are heard in the court system.

In addition to historic zoning, a local governing body may enact a demolition by neglect ordinance applicable to any designated landmark or any building or structure within a historic zone or district provided the ordinance has allowances for undue economic hardship.

Federal Legislation

There are numerous preservation responsibilities given to the federal government. The review of federal programs that follows is not exhaustive but covers those programs and areas most relevant to the plan. Many of these responsibilities are laid out in the National Historic Preservation Act (NHPA) of 1966. There is significant earlier preservation-related federal legislation, notably the Antiquities Act of 1906, which allowed for an administrative vehicle for the designation of national

monuments and enacted safeguards for archaeological deposits on federal lands, and the Historic Sites Act of 1935, which was the impetus for the National Historic Landmarks program (NHL).

National Historic Preservation Action of 1966

Most of the federal and state government preservation infrastructure in operation today, however, has its roots in the NHPA. The act established State Historic Preservation Offices (SHPOs), Tribal Historic Preservation Offices (THPO), and the National Register of Historic Places. It laid out requirements for federal agencies to survey and inventory their historic resources (Section 110) and created a process for the review and mitigation of adverse effects on historic properties as a result of federal undertakings (Section 106).

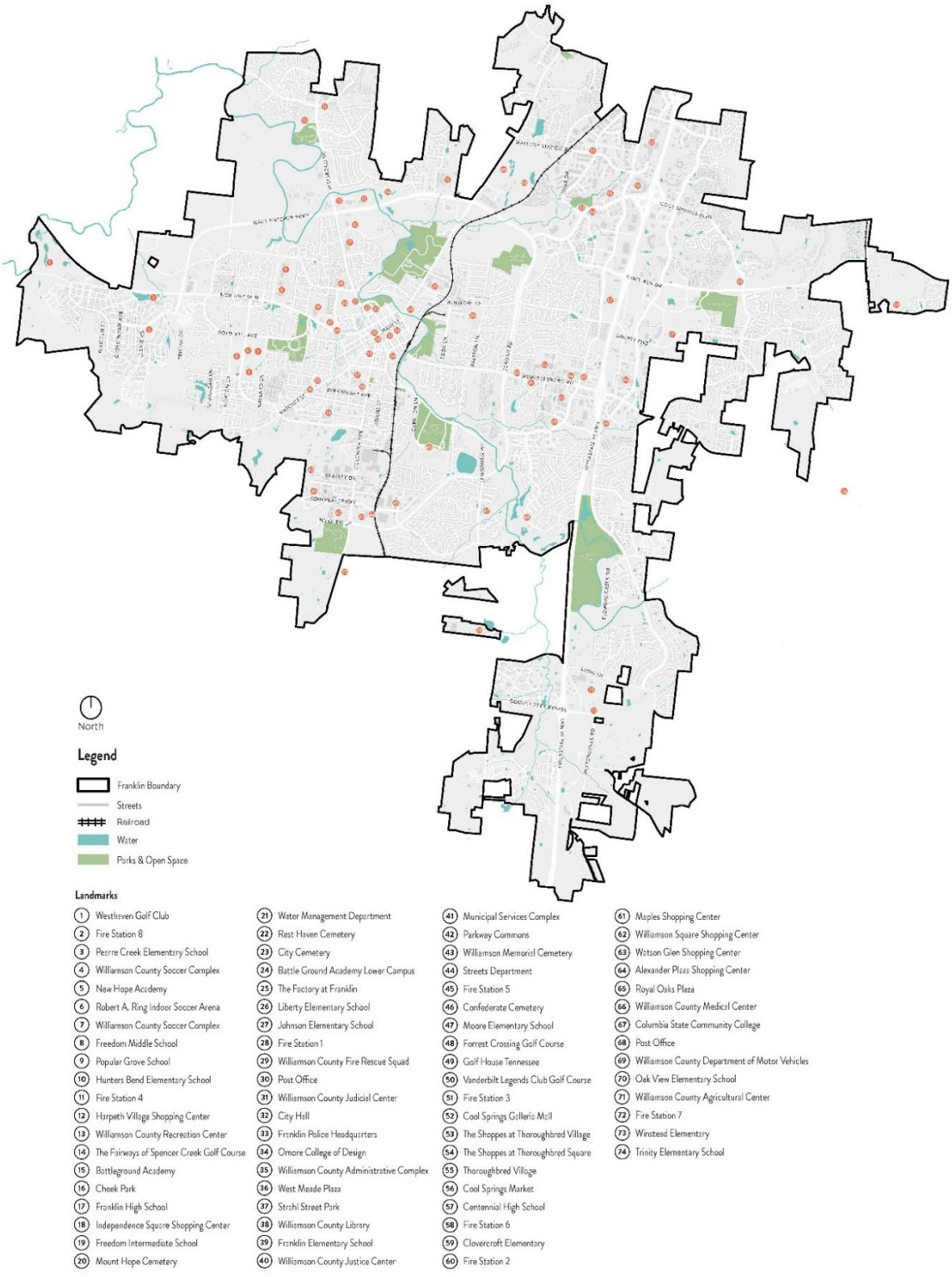
National Historic Landmarks

National Historic Landmarks (NHL) are buildings, objects, structures, districts, and sites that must meet certain standards for significance and integrity. The primary difference between NHLs and National Register properties, in addition to the process of preparation review, is that these properties must be significant at a national level (as opposed to a state or local level). Potential NHLs are often discovered and documented through national theme studies sponsored by the National Park Service, which provides a thematic context to identify and document numerous sites related to national themes and to analyze them within a larger context. Properties designated as NHLs are automatically listed on the National Register of Historic Places. The designation process is largely administered at the federal level.

National Register of Historic Places

The National Register of Historic Places (National Register) is defined as "the official list of the Nation's historic places worthy of preservation and is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect America's historic and archeological resources." As with NHLs, types of properties that can be listed are buildings, objects, structures, districts, and sites. Properties must meet certain standards for significance and integrity. The administration for this program is shared between the federal government through the National Park Service, and the SHPO or THPO. Listing on the National Register does not abridge any private property rights or regulate listed properties. It does not require a property to be open to the public. It can be a requirement for certain financial incentives such as grants and tax credit programs. Listing

on the Register and the eligibility for listing can trigger federal agency responsibilities regarding their own actions.



Map of National Register Properties in Franklin

Section 110 of the National Historic Preservation Act of 1966

Under Section 110 of the NHPA, each federal agency is to establish a historic preservation program charged with the identification, evaluation, designation, and treatment of historic properties owned or controlled by the agency. Guidelines were originally published in 1988 and revised in 1992. While not all resource data is open to public review for reasons as varied as national security and potential damage to archaeological remains, nonetheless the data should be collected systematically and regularly updated to reflect resource loss or resources that have aged into being considered historic. Reaching out to federal agencies, creating relationships with senior staff, and providing support for preservation can help reinforce the importance of the agency's 110 responsibilities and create opportunities for improved communication and collaboration.

Section 106 of the National Historic Preservation Act of 1966

Section 106 of the National Historic Preservation Act requires a review of federal undertakings that involve establishing an Area of Potential Affect (APE), identifying any historic resources within the APE, determining if the undertaking will have an effect on the resources and if the effect will be adverse or not, and if the effect is adverse, finding ways to mitigate the effect. Review is often coordinated with the requirements of the National Environmental Policy Act (NEPA), which requires a review of the environmental impact of federal actions. A federal undertaking is a broad concept extending far beyond an agency's actions on its own property to include federal grants, loan guarantees, licenses, and permits among other activities. While 106 responsibilities are ultimately that of the specific agency involved, agreements will often assign them to a designee such as a state department of transportation, which may receive billions of dollars in federal funding. Some of the process is managed by the State Historic Preservation Office. In theory, the process should actively involve and engage consulting parties that can include tribes, local governments, and historic preservation organizations. These consulting parties have some capacity to comment on and impact the process at each step. Participation in the 106 process is not guaranteed, and those who wish to gain consulting party status need to have a connection to the undertaking or resources. The federal Advisory Council on Historic Preservation also plays an education and oversight role.

Section 4f of the U. S. Department of Transportation Act of 1996

The U. S. Department of Transportation Act of 1996 has a provision in Section 4f that is somewhat like Section 106 of the NHPA, though more stringent. While 106 requires a process designed to

assess impacts and mitigate adverse impacts to historic resources, the Transportation Act has a higher standard that allows projects to go forward only if there is "no feasible and prudent alternative" and the project "includes all possible planning to minimize harm resulting from the use." The higher standard appears to reflect the expanded capacity of transportation projects specifically, notably federally funded road projects, to impact large swaths of the American landscape including historic places.

Archaeological Resources Protection Act of 1979

Specific archaeological protections can be found in the Archaeological Resources Protection Act (ARPA) of 1979, which expands issues addressed in the earlier Antiquities Act regulating archeological excavations on federal and native lands. It provided clearer definitions for looting and vandalism of archaeological sites and resources, and enumerated penalties for the same. It also establishes standards for curation of excavated artifacts.

Native American Graves Protection and Repatriation Act

The Native American Graves Protection and Repatriation Act (NAGPRA) governs the protection and repatriation of Native American remains and funerary objects on federal and native lands. American Indian Religious Freedom Act (AIRFA) includes provisions for the protection of Native American Sacred Sites, allowing access to said sites and maintaining the confidentiality of the sites' location.

Other federal programs, such as those enacted by executive order and grant programs with variable funding sources, are "on the books" but are not always funded or active or are vulnerable to reversal through executive order.

Other Regulatory Considerations

Historic Properties (Tenn. Code Ann. § 4-13)

With some provisions, the state is authorized to sell or transfer land that contains a building having historical significance, or is immediately adjacent to same to a nonprofit organization that "has the capability and plans to maintain and preserve the property and to open the property for general viewing of or other use by the general public."

Tennessee Heritage Protection Act (Tenn. Code Ann. § 4-1-412)

Enacted in 2013, the Tennessee Heritage Protection Act deals with the protection of public memorials and historic properties on public lands. Generally, the law prohibits the removal relocation, or renaming of a memorial that is on public property. Memorials. regarding a historic conflict, historic entity, historic event, historic figure, or historic organization" cannot be "removed, renamed, relocated, altered, rededicated, or otherwise disturbed or altered….sold, transferred, or otherwise disposed of by a county, metropolitan government, municipality, or other political subdivision of this state." Public entities must petition the Tennessee Monuments and Memorials Commission for waivers.

Public Law 699 (Tenn. Code Ann. §

Enacted in 1988, Tennessee Public Law 699 gives the THC authority to affect the outcome of proposed state funded projects that may impact historic resources. This law mandates that state agencies provide the THD an opportunity to review and comment on any proposed state-funded projects that could impact state-owned historic properties.

Tennessee Cemetery & Burial Site Laws (Tenn. Code Ann § 39-14-8)

Dating from 1911, the state's cemetery protection laws were updated in 1996 and amended in 2018. The law authorizes and requires the THC to post all cemetery relocation petitions, maintain a Historic Cemetery Preservation Specialist position, and form the Historic Cemetery Advisory Committee. These laws apply to public and private cemeteries, unmarked and unknown burials, and prehistoric archaeological cemeteries. In addition to grave sites and markers, cemeteries may include historic resources such as statues, monuments, mausoleums, chapels, gates, fences, and other structures.

Stone or Rock Walls (Tenn. Code Ann § 39-14-109)

This state law deals with the theft of rock walls. Rock and stone walls are afforded protection and governments may post that removing any portion of a rock wall on public right of way or on private property without consent of the owner constitutes theft.

City of Franklin Zoning Ordinance

The City of Franklin utilizes its Zoning Ordinance as the primary means to identify, preserve, and protect the City's historic resources and to administer the historic preservation program. Following is an overview of additional chapters from the Zoning Ordinance in relation to the City's historic preservation program.

Chapter 4: Overlay Zoning Districts

The regulations found in the zoning overlay districts are in addition to the underlying zoning regulations found in Chapter 3: Zoning Districts of the City's Zoning Ordinance. Where conflicts occur between the underlying and overlay zoning regulations, the overlay zoning applies.

Section 4.2: Floodway Overlay District (FWO)

The Floodway Overlay District (FWO) outlines the permitted uses and encroachments within the floodplains, identified in Section 17.6: Floodplain Protection, in order to preserve the flood plain designed to carry stormwater runoff and flooding events, prevent heightened flooding that may result in property damage or loss of life, and to prevent encroachment, development, and uses that would impede or obstruct water flow. Section 4.2.6: Exemptions allow for the use of historic structures within the Historic Overlay Zoning District as permitted within the underlying zoning, with major repairs or alterations subject to Section 17.6: Floodplain Protection and Section 20.11: Certificate of Appropriateness.

Section 4.3: Floodway Fringe Overlay District (FFO)

Like the Floodway Overlay District, the Floodway Fringe Overlay District (FFO) outlines the permitted uses and encroachments within the floodway fringe. Section 4.3.6: Uses and Structures Established Prior to the Date of Adoption outlines regulations for uses and structures that became non-conforming under the new Floodway Fringe Overlay District regulations. Historic structures within the Historic Overlay Zoning District may continue their use as permitted within the underlying zoning, with major repairs, alterations, or expansion subject to Section 20.11: Certificate of Appropriateness.

Section 4.4: Hillside Hillcrest Overlay District (HHO)

The Hillside Hillcrest Overlay District (HHO) outlines permitted uses and encroachment and prohibited development to protect hillsides and hillcrests within the City including natural and topographic characteristics, environmental sensitivities, aesthetic qualities, and viewshed. Existing lots, uses, and structures established prior to the ordinance and which are nonconforming must follow the regulations within Chapter 2: Nonconformities.

Section 4.7: Columbia Avenue Overlay District (CAO)

The Columbia Avenue Overlay District (CAO) provides development standards for new residential and commercial construction within five sub-overlay districts along Columbia Avenue/Columbia Pike to enhance the character and function of the corridor as the gateway into Franklin, ensure new buildings are compatible in character with their immediate surroundings, and enhance the quality and

character of new buildings surrounding historic and cultural resources. This is achieved with building setback, building height, building type, frontage types, signs, and parking standards. Where conflicts occur between the CAO and the Historic District Design Guidelines, the Guidelines take precedence.

Section 4.8: Central Franklin Overlay District (CFO)

The Central Franklin Overlay District (CFO) encompasses an area of Central Franklin that includes within its boundaries the oldest sections of the City, including multiple HPO districts. The CFO was created to ensure that new construction is sensitive to the qualities and character of surrounding established development. The CFO provides standards for façade design and materials for new buildings adjacent to a local or National Register historic district or within 600 feet of a designated historic landmark, as well as parking requirements that include a provision that prohibits the demolition of a historic structure for a surface parking lot. The CFO also requires the preservation of historic stone walls allowing for the removal of a segment where the extension of a street, internal drive, or driveway is necessary. Where conflicts occur between the CFO and the Historic District Design Guidelines, the Guidelines take precedence.

Section 4.9: Scenic Corridor Overlay District (SCO)

The Scenic Corridor Overlay District (SCO) provides regulations on setbacks, prohibited encroachments, landscaping, grading, and fences and walls – including the preservation of historic stone walls – to preserve the City's natural beauty through viewsheds, gateways, and landscape design along designated Scenic Corridors, which serve as gateways into Franklin. The SCO regulations apply only to land fronting on the Scenic Corridor including residential properties over 2.25 acres. Where conflicts occur between the SCO and other chapters or sections of the Zoning Ordinance, the SCO takes precedence. The following Scenic Corridors are designated within the City of Franklin's jurisdiction:

1. Carlisle Lane, east of Roy F. Alley Court to west of Del Rio Pike
2. Carters Creek Pike, west of Southhall
3. Columbia Avenue/Columbia Pike (US 31/SR-6), south of Mack Hatcher Parkway (US 431/SR-397)

4. Del Rio Pike/Cotton Lane, north of Del Rio Pike
5. Franklin Road (US 31/SR-6), from north of Hooper Lane to south of Country Road
6. Goose Creek Bypass (SR-248), west of Lewisburg Pike to east of Columbia Pike
7. Lewisburg Pike (US 432/SR-106), south of Goose Creek Bypass
8. Mack Hatcher Parkway–North Side (US 431/SR-397), north of Townsend Boulevard to west of CSX Railroad
9. Mack Hatcher Parkway–South Side (US 431/SR-397), north of Townsend Boulevard to north of Liberty Pike
10. Murfreesboro Road (SR-96), west of Mack Hatcher Parkway to east of the Harpeth River
11. Murfreesboro Road (SR-96), east of Oxford Glen Drive
12. New Highway 96 West–North Side (SR-96), west of Mack Hatcher Parkway
13. New Highway 96 West–South Side (SR-96), west of Boyd Mill Pike
14. Old Charlotte Pike, north of New Highway 96 West to west of Mack Hatcher Parkway
15. Roy F. Alley Court, east of Mack Hatcher Parkway to west of Carlisle Lane

Historic Resources

The purpose of this chapter is to prevent new development from having a negative visual impact on historic resources, both lands and structures, through the implementation of one or more historic resource edge treatments. This chapter applies to all development or redevelopment on, adjacent to, or across the street from lands or sites listed in the National Register of Historic Places or eligible for listing in the National Register as determined by the Tennessee Historical Commission.

There are five defined historic resource edge treatments that apply to different development scenarios in relation to the impacted historic resource(s). One or more edge treatment may be required for a development project as determined by the City's Department of Planning and Sustainability during the review process. Determining the appropriate edge treatment includes

consideration of the development location, new construction, landscaping, site features, fences and walls, open space, and infrastructure. The five historic resource edge treatments are defined as follows:

- Naturalistic Screening: Preserves the historic resource, setting, and surrounding site features by providing a year-round natural screening of evergreen trees and existing vegetation along the boundary between the historic resource and the new development/redevelopment.
- Farm-Field Boundary: Preserves the historic resource, setting, and surrounding site features by providing a fence or wall based on historical precedence as well as deciduous and cedar trees along the property boundary separating the historic resource and new development/redevelopment. New buildings must be similar in scale and architectural character to the historic building.
- Estate Enclosure: Preserves the historic resource, setting, and surrounding site features by providing formal plantings along the edge of the estate. New buildings within view of the historic building must be similar in scale and architectural character to the historic building.
- Integrated Edge: Integrates the historic resource into the overall site development/redevelopment with the historic resource serving as a focal point. The development/redevelopment is designed as if the new construction developed naturally around it. New buildings within view of the historic building must be similar in scale and architectural character to the historic building.
- Corridor Context: Development across the street from or within view of a historic resource within a Scenic Corridor (SCO) shall preserve the setting of the historic resource within the context of the corridor. New buildings must be similar in scale and architectural character to the historic building.

Procedures

This chapter provides an overview of the types of applications required under the Zoning Ordinance, the recommending City department, and the approval body, as well as the general review procedures for all applications and the review procedures and public notice requirements specific to each application.

Section 20.6: Preliminary Historic Zoning Commission Recommendation outlines the requirements and procedures for the submittal of Preliminary Historic Zoning Commission Recommendation applications for development plans within the HPO and rezoning applications with the HHO and SCO districts on, adjacent to, or across the street from properties eligible for or listed in the National Register of Historic Places, which receive final approval from the Board of Mayor and

Aldermen, and preliminary and final plats within the HPO which receive final approval from the Franklin Municipal Planning Commission.

City of Franklin Municipal Code

The Franklin Municipal Code includes the following ordinances relating to the City's historic preservation program:

Archaeological Site Ordinance

Chapter 3: Preservation of Archaeological Sites, Etc., of the City of Franklin's municipal code of ordinances, provides procedures for the protection and preservation of archaeological resources within the jurisdiction of the City of Franklin. The ordinance, which adopts the definitions provided in Section 11-06-102 of Chapter 6: Archaeology of the Tennessee Code, requires the Director of the Building and Neighborhood Services Department to maintain wherever possible maps, surveys, and other documentation which identify artifacts, sites, burial objects, burial grounds, and human remains within the City of Franklin.

Under Tennessee Code 11-06-107(d)(1)(B), the Department Director and the Chief of Police are the designated recipients of notice whenever human remains are encountered, accidentally disturbed or interred on public or private property. The ordinance also allows the Department Director to require a building permit for excavation projects to ensure that artifacts, sites, burial objects, burial grounds, or human remains are not disturbed. The Department Director may deny or refuse issuance of a building permit if it appears that the excavation work would violate the archaeological statues of the State of Tennessee.

Appendix H – Preservation Partners

African American Heritage Society of Williamson County

The mission of this non-profit organization is to collect, preserve, and interpret artifacts pertaining to Williamson County's African American culture and increase understanding and appreciation of our heritage for future generations. It owns the Harvey McLemore house museum in the historically African American Hard Bargain neighborhood and is advocating for the preservation of the Merrill-Williams home on Natchez Street. It manages a college scholarship program, sponsors fundraisers, and hosts events including a Juneteenth celebration.

American Battlefield Trust

The American Battlefield Trust preserves America's hallowed battlegrounds and educates the public about what happened there and why it matters. Working with partners the ABT has saved over 181 acres of land associated with the Battle of Franklin.

Battle of Franklin Trust

The organization's mission is to preserve, understand, and interpret the story of a people forever impacted by the American Civil War. They manage collections and operations at three house museums – Rippa Villa, Carnton, and Carter House – and offer specialty tours and host events such as battle anniversaries, descendants' reunions, and an annual legacy dinner. They support and coordinate the Franklin Civil War Roundtable and create outreach and educational opportunities through publications, podcasts, and YouTube videos. They are advocates for Civil War battlefield preservation in the region.

Civil War Trails

This organization works in six states including Tennessee to research and install interpretive markers, develop regional trails and market heritage tourism centered on the Civil War.

Franklin's Charge, Inc.

Organized in 2005, Franklin's Charge works in partnership with local preservation organizations to preserve threatened Civil War battlefield land in Williamson County. It also supports education, interpretation and heritage tourism efforts.

Franklin Tomorrow, Inc.

This is an independent, community-visioning non-profit created in 2000 by a group of forward-looking business and community leaders to safeguard for future generations the attributes that make Franklin special. Its mission is to engage the community, foster collaboration, and advocate for a shared vision for the future of Franklin. Through their research, programs, and engagement with citizens, that shared vision is for Franklin to be a city with vibrant neighborhoods, a robust economy, distinct character, and great people.

Friends of Franklin Parks

Their mission is to cultivate stewardship within our community to preserve Franklin's cultural and natural resources, conserve public open spaces, and enhance the park and trail experience. They work closely with the City of Franklin's Parks Department to identify local needs and opportunities, to find resources to support the system, and to make connections between public open spaces. The organization has a small staff and a volunteer board and supports venue rentals, hosts fundraisers, and manages volunteers at events and maintenance projects. Their signature fundraiser is its Raise the Roofs event.

Hard Bargain Association

The mission of the Hard Bargain Association is to preserve the historic Hard Bargain neighborhood by renovating existing homes, building high quality affordable housing, and enriching the lives of our neighbors. Its vision is to transform the neighborhood into a diverse and vibrant community to be proud of for generations to come. The organization hosts community meetings, and sponsors volunteer projects to rehabilitate houses and landscapes.

Heritage Foundation of Franklin & Williamson County

This nonprofit organization preserves, promotes, and advocates for the historic places, stories and culture of our community. Under its umbrella are four organizations: Downtown Franklin Association, a Main Street organization; the Franklin Theatre, a historic theater on Main Street; Franklin Grove, Estate and Gardens; and the Moore-Morris History and Culture Center, an archives and event center.

Land Trust for Tennessee, Inc.

Since 1999 the Land Trust for Tennessee has been dedicated to protecting the unique character of Tennessee's natural and historic landscapes and sites for future generations. It protects over 135,000 acres of land across 76 counties.

Lotz House Foundation

The foundation is dedicated to protecting, preserving and educating people on the history and culture of the historic civil war Battle of Franklin, TN in 1864. It is committed to enriching lives through preserving stories of the time along with the lifestyle, furnishings and fine art of the period. It operates a house museum and publishes a quarterly newsletter.

McGavock Confederate Cemetery Corporation

This nonprofit organization, chartered in 1911, owns the McGavock Confederate Cemetery and is responsible for its preservation, maintenance, and interpretation. All trustees are members of the Franklin Chapter #14 UDC. The cemetery is the final resting place for 1,480 Confederate soldiers who died in the Battle of Franklin and whose remains were reinterred on property donated by the McGavock family of Carnton. The organization has been active in raising funds for the restoration of gravestones and repairs to historic iron fencing.

Middle Tennessee State University

The state university located in Murfreesboro houses a series of relevant departments and programs, including:

- the Tennessee Civil War National Heritage Area, a partnership unit of the National Park Service, which tells the whole story of America's Greatest Challenge, 1860-1875, through Civil War and Reconstruction-era sites and resources across the state. It uses partnerships to preserve, enhance, interpret, and promote the legacy of the Civil War and its aftermath.
- Middle Cumberland Archaeological Society, whose mission is to is to promote interest in the study of the cultures of historic and prehistoric people in the Middle Tennessee area.
- Center for Historic Preservation which works with communities to interpret and promote their historic assets through education, research, and preservation. Working within state, regional, and national partnerships, the Center focuses its efforts on heritage area development, rural preservation, heritage education, and heritage tourism through diverse, inclusive preservation practice and programs.

National Historic Hiram Masonic Lodge #7

This organization's mission is to restore and preserve a building that stands as a constant reminder of where we have been, the opportunities before us, and the good that links the two together, namely the National Historic Landmark Hiram Masonic Lodge No. 7, the oldest public building in Franklin, the oldest Masonic Hall in continuous use in Tennessee, and the site of the signing of the Treaty of Franklin in 1830.

National Trust for Historic Preservation

This national nonprofit works to save America's historic sites; tell the full American story; build stronger communities; and invest in preservation's future. It does so through advocacy, technical assistance, grants, education, and the operation of historic sites.

Native History Association

Based in Nashville, this nonprofit's mission is to promote the understanding and appreciation of Native American history which they accomplish through tours, lectures, exhibits, media and coordination with government agencies and history-oriented organizations.

Save the Franklin Battlefield, Inc.

Established in 1989, this all-volunteer organization is dedicated to the preservation, protection, and promotion of Civil War sites in Franklin and Williamson County Tennessee. They monitor potential sites for preservation and partner with other organizations as needed for purchase. They also conduct research and produce educational materials.

Sons of Confederate Veterans

Organized in 1896, this membership organization is open to all male descendants of any veteran who served in the Confederate armed forces.

Tennessee Civil War Preservation Association

Originally part of the Tennessee Wars Commission, it became an independent non-profit in 1997. Its mission is to protect, interpret and make accessible Tennessee's surviving Civil War battlefields and contributing landscapes for the benefit of present and future generations. It does this through identification, preservation, and education.

Tennessee Council for Professional Archaeology

This is a non-profit mutual benefit corporation organized in 1992 to facilitate, assist, and advocate for professionalism in the field of archaeology in the state of Tennessee, and to promote archaeological awareness and stewardship of our past.

TennGreen Land Conservancy

The conservancy has a mission to empower landowners and communities to protect large, connected natural areas that support diversity of life, inspire appreciation of nature, and spark action to protect the water we drink, the air we breathe, and the land that sustains us all. Since 1998 the organization has protected tens of thousands of acres including the Big East Fork Conservation Easement and York Bell Conservation Reserve Conservation Easement in Williamson County.

United Daughters of the Confederacy

This is the local chapter of a national association of female descendants of Confederate Civil War soldiers. The organization has traditionally been engaged in commemorative activities. The Franklin chapter has been involved with the McGavock Confederate Cemetery and erected the Confederate monument downtown in 1899.

Visit Franklin

Visit Franklin is a component of the Williamson County Convention & Visitors Bureau (WCCVB), which is the official destination marketing organization for Williamson County, Tennessee. Its mission is to attract and welcome the world to Williamson County and each of its unique communities: Franklin, Brentwood, Nolensville, Leiper's Fork, Spring Hill, Thompson's Station, Fairview, and Arrington.

Williamson County Historical Society

The mission of the Historical Society is to preserve history through research, publication, and outreach. They research, install, and maintain historic markers throughout the county and publish an annual journal of articles and historical studies, as well as occasional books. Their website provides access to historical essays, photographs and other research resources. They work closely with County Historian Rick Warwick.

Appendix I – Preservation Programs

Downtown Franklin Association Main Street Program

The Downtown Franklin Association is a member of the Tennessee Main Street program, established in 2003, and Main Street America. The state program is administered by the Community and Rural Development Division of the Tennessee Department of Economic and Community Development. Technical assistance is provided by Main Street America, a non-profit organization designed to assist in the physical and economic revitalization of local downtowns across the country. Initially a program of the National Trust for Historic Preservation, the National Main Street Center was founded in 1980 to provide a structured approach to downtown revitalization for local organizations to follow. Known as the Main Street Approach, it provides strategies and technical assistance through four categories: economic vitality, design, promotion, and organization.

The Downtown Franklin Association is one of four divisions of the Heritage Association of Williamson County, a non-profit organization whose other divisions include the Franklin Theater, the Moore-Morris History and Cultural Center, and the Franklin Grove Estate and Gardens. The Association is member-based and includes a managing director and advisory board. As a member of Tennessee Main Streets and Main Street America, the Association implements the four-point Main Street Approach to strengthen Downtown's economy and preserve its historic character through strong local partnerships with property owners, businesses, City of Franklin and Williamson County governments, Visit Franklin, non-profit organizations, and preservationists; promotions, awards, and festivals; support for start-up and small businesses; and the Franklin Local volunteer Downtown greeter program.

Heritage Roads Program

The Heritage Roads program is an initiative led by the City of Franklin based on documentation provided by the Heritage Foundation of Williamson County. The primary goal of the program is to identify, protect, and preserve the significant qualities, features, historic resources, and scenic beauty of the roadways that define the county's unique character.

Criteria for designation as a Heritage Road include:

- Location in an area where natural, agricultural, or historic features are predominant.

- Be a narrow road intended for predominantly local use or a historic gateway.

Possess one or more of the following characteristics:

- Outstanding natural features along its borders, such as vegetation, trees, or stream valleys.
- Panoramic vistas of farm fields, rural landscapes, or historic buildings.
- Access to historic resources, adherence to historic alignments, or highlighting of historic landscapes.

Criteria for designation as an Exceptional Heritage Road include:

- Meet the criteria for a Heritage Road.
- Significantly contributes to the natural, agricultural, or historic characteristics of the county.
- Possess unusual features found in few other roads in the county.
- Are more negatively affected by improvements or modifications than most other rustic roads.

Currently, 11 roadways that pass through the City of Franklin's jurisdiction are designated as Heritage Roads through this program.

1. Columbia Pike (US 31/SR-6), Winstead Hill to Spring Hill
2. South Margin Street, 1st Avenue South to 5th Avenue South
3. Hillview Lane, Entire Length
4. Carter's Creek Pike (SR-246), South Hall to Maury County Line
5. Carnton Lane, Entire Length
6. Fair Street, Entire Length
7. West Main Street (SR-246), 5th Avenue to 11th Avenue
8. Franklin Road (US 31/SR-6), Mack Hatcher Parkway (US 431/SR-397) to Town Square
9. Boyd Mill Avenue, Entire Length
10. Old Charlotte Pike, Entire Length
11. Del Rio Pike, Entire Length
12. Certified Local Government Program

13. In 1980, the U.S. Congress amended the National Historic Preservation Act to add the Certified Local Government (CLG) Program, a partnership between the National Park Service and the Tennessee Historical Commission (SHPO) to provide technical assistance and grant funds, provided by the federal government, to support local preservation efforts. To become a CLG in Tennessee, a local community must enact a historic zoning ordinance, create a historic zoning commission, survey and maintain an inventory of its historic resources, and include public participation in its activities. Franklin was designated as a CLG in 1990 and is one of 49 CLGs in Tennessee.

Tennessee Historic Cemetery Preservation Program

The THC recently implemented a Tennessee Historic Cemetery Preservation Program which maintains a GIS database of cemeteries throughout the state and offers assistance and guidance on best practices for cemetery preservation and maintenance, cemetery laws, cemetery relocation petitions, and the creation of nonprofit groups that maintain cemeteries. The program is administered by a cemetery preservation specialist.

Tennessee Century Farms Program

The Tennessee Department of Agriculture established the Tennessee Century Farms Program in 1975. The Center for Historic Preservation at Middle Tennessee State University assumed responsibility for the program in 1985. The Century Farms program recognizes and documents farms throughout the state. The primary purpose is to recognize farms that have been farmed by the same family for at least 100 years. The program also collects and interprets the agrarian history and culture of the state. The Century Farms program places no restrictions on the farm and offers no legal protection.

State Historic Sites

The THC administers a State Historic Sites program for 18 state-owned properties throughout Tennessee. One of the state-owned properties is the Carter House State Historic Site in Franklin. This State of Tennessee acquired the Carter House in 1953 and entrusted its care to the THC. Today, the house and grounds are managed and operated for the State by the Battle of Franklin Trust.

State Historic Marker Program

The THC implemented a state historic marker program in the mid-twentieth century. Roadside markers commemorate sites, people, and events significant to Tennessee history. The content for each marker is carefully reviewed and approved by THC staff. The THC funds the erection of around 12 markers annually and encourages local groups to focus on diversity when choosing historical topics and locations.

Appendix J – Tax Incentives

Tennessee Easements and Restrictive Covenants (Tenn. Code Ann. § 66-9)

This state law addresses preservation restrictions, defined as "a right, whether or not stated in the form of a restriction, easement, covenant or condition, in any deed, will or other instrument executed by or on behalf of the owner of the land or in any order of taking, appropriate to preservation of either a structure or a structure and the land upon which such structure is located, historically significant for its architecture or archaeology, to prohibit or limit any or all of the following: (A) Alterations in exterior or interior features of the structure; (B) Changes in appearance or condition of the land upon which such structure is located; (C) Uses not historically appropriate; or (D) Other acts or uses detrimental to appropriate preservation of the structure, or land upon which such structure is located." The code addresses enforceability issues including access for inspection.

Tennessee Property Tax Exemptions (Tenn. Code Ann. § 67-5)

Enacted in 1976, this law provides for tax relief for improvement to some historic properties as defined within the code. The value of the improvement shall be exempt from property taxation when the improvement is necessitated by certain adopted plans or "the agreement of the owner of an individual structure to restore such structure in accordance with guidelines specified by a historic properties review board, as provided for herein, and to refrain from significantly altering or demolishing such structure during the period of exemption." A county appointed historic properties review board formulates criteria for certification of historic properties with the assistance of the THC, and are subject to review and comment by Tennessee State Historic Preservation Officer. Properties listed on the NRHP are considered eligible. It continues,

Any structure one hundred seventy-five (175) years of age or older shall be presumed to meet the criteria on the basis of age alone, any structure one hundred twenty-five (125) years of age or older shall be presumed to meet the criteria, unless established otherwise, and any structure seventy-five (75) years of age or older shall be assumed to meet the criteria subject to individual review.

The exemption continues for 10-15 years based on the extent of the improvement. Upon the expiration of the exemption, the structure will be assessed and taxed on the full basis of its market value. If the structure is demolished or altered significantly the owner may be liable for the tax

exemption already realized and the exemption would terminate. The exemption applies to a structure and passes with its title. This program only applies to counties with a population of 200,000, according to the 1970 federal census, or more “it being the finding of the general assembly that redevelopment pressures are greater on historic structures in heavily urbanized areas.” Additionally, the program only applies in eligible counties and incorporated municipalities where the governing body of the county elects to participate.

Federal Historic Tax Credits

The federal tax code has included a provision for historic rehabilitation tax credits since 1977. To use the federal credit, a project must meet several tests: the building must be historic and income-producing, the cost must be substantial, and the work must meet the Secretary of the Interior's Standards for Rehabilitation. “Historic” means the building is on or eligible for listing on the National Register, either individually or as contributing to a district. “Income producing” is a specific term defined by the Internal Revenue Service but generally means that there needs to be some revenue derived from it and that the building is depreciable. The work must be substantial with costs more than $5,000 or the adjusted basis in the building, and the work must be reviewed by the State Historic Preservation Office and the National Park service to insure it complies with certain standards designed to protect the building's historic fabric. A completed project can provide the owner with a credit against federal tax liability equal to 20% of the eligible rehabilitation costs.