

COMPREHENSIVE PRESERVATION PLAN

for
The Town of Collierville



Town Square Circa 1948

Source: Collierville, Tennessee: Her People and Neighbors

Submitted to:
The Town Collierville

Submitted by:
Looney Ricks Kiss

With:
**The Office of Michael Emrick, AIA
Project Management Advisors**

June 2000

EXECUTIVE SUMMARY

Comprehensive Preservation Plan for the Collierville Historic District 5/31/00

Basis for Plan Recommendations

This comprehensive preservation plan provides a clear strategy for addressing Collierville's future historic preservation challenges. The recommendations in the plan are based upon:

- An understanding of the study area's history and existing historic resources;
- An analysis of the current economic and public policy contexts which impact the historic district; and
- Public input received during the planning process.

History and Historic Resources

The Town Square, which today serves as the focal point for the community's historic core, began to develop adjacent to the Memphis-Charleston Railroad line after the Civil War. The area was laid out with narrow building lots around Confederate Park, and it was home to a number of Collierville's first businesses. The historic commercial buildings, as well as the residential areas surrounding the Town Square, form the heart of the locally-designated historic district. Within the local district is a geographically smaller National Register district containing Collierville's most significant historic buildings.

Economic and Public Policy Contexts

In general, the historic district appears economically sound. Most of the first floor commercial space on the Town Square is occupied, and home values, which range from \$100,000 to \$225,000, continue to rise. The existing public policy that impacts the local historic district most significantly includes the base land use zoning and the Historic District Ordinance (HDO), which functions as an overlay zone for the purposes of design review.

Public Input

The first public meeting held during the planning process allowed participants to help formulate goals for the historic district. Overwhelming public support was expressed for maintaining the integrity of the district and preventing the encroachment of incompatible development. There was also strong support for maintaining the area, particularly the Town Square, as a viable business environment that contributes to the ambiance of the entire community. Numerous other goals, challenges and opportunities identified by the public are reflected in the recommendations of this plan.

Key Plan Recommendations

The plan recommendations have been divided into the following three categories:

- District Boundaries, Ordinance & Design Guidelines
- Public Improvements, and
- Incentives & Funding for Preservation

District Boundaries, Ordinance & Design Guidelines

The key recommended public policy amendments are as follows:

Historic District Boundaries

Because the National Register historic district boundaries appear to be generally sound, no revisions are recommended. On the other hand, it is recommended that inappropriate subdivisions developed within the past few decades be removed from the locally-designated historic district. In particular, it is recommended that the subdivision located on Carolton Cove be removed from the district due to its incompatible suburban design. Likewise, a few isolated properties located on the very fringes of the local district that are likely to be developed in a manner incompatible with the historic development pattern are also recommended for removal.

Recommended Historic Zoning Ordinance Adjustments

Perhaps the most noteworthy recommended amendment to the Historic Zoning Ordinance (HDO) is the removal of the existing design guidelines from the body of the HDO. Converting these guidelines into a distinct supplement to the ordinance will allow for more flexibility in the Historic District Commission's application of the guidelines. It will also simplify the regulatory process by allowing the Historic District Commission (HDC) to revise the guidelines without a legislative action by the Town's Board of Mayor and Aldermen. Other key recommended amendments to the HZO include the following:

- Reduction of the number of HDC members from nine (9) to seven (7)
- Reorganization of the HDC composition to include additional professional groups
- Expansion of HDC membership terms from one (1) year to five (5) years
- Consideration of requiring binding review by the HDC for all proposed zone changes, subdivisions, resubdivisions, and lot consolidations within the local historic district
- Extending historic landmark status to a few of the most significant individual properties located outside of the local district boundaries
- The use of administrative approvals for the most minor changes within the local historic district (painting, signage, etc.)
- Removal of the "owner consent" requirements for historic district designation
- Adoption of a "demolition by neglect" provision similar to the state model ordinance
- Clarifications to the application for a Certificate of Appropriateness

Design Guidelines Recommendations

It is recommended that the existing design guidelines within the HZO be revised as follows:

- Restructure the guidelines as an ordinance supplement rather than as part of the HZO
- Clearly distinguish between resource types (i.e. residential vs. commercial and historic vs. non-historic)
- Reorganize the guidelines with a clear numbering system for easy reference, and add graphics to heighten the reader's understanding of the guidelines
- Reference other related codes (building and zoning) so that users understand how all of the various development regulations work together
- Address various design issues currently overlooked or not adequately addressed, such as future subdivisions within the district (see more on this issue below).

Other Policy Considerations

While this plan section addresses a variety of policy issues, such as land use zoning, building codes, and maintenance, some of the most important recommendations relate to subdivisions and infill development. It is recommended that the revised design guidelines include detailed standards to insure that future subdivisions and infill development within

the local historic district are sympathetic to the historic development patterns and architecture. The plan offers a list of site planning and building principles to serve as the basis for such guidelines, and a hypothetical subdivision plan illustrates the potential design of an infill subdivision on an existing underdeveloped site within the historic district.

Public Improvements

Streetscape enhancements constitute the public improvements recommended for the historic district. Recommended street cross-sections are provided for five (5) key streets :

- Poplar Ave./Highway 57
- Main Street
- Mulberry Street
- Walnut Street
- Center Street

While the recommendations vary from street to street, universal improvements include burying overhead utility lines and the provision of historic street lighting where it does not already exist. Other improvements targeted to some of the streets include the provision of sidewalks, planting strips, and street trees, as well as modifications to driving and parking lanes. Each of the five (5) streets are prioritized for improvements, as are the types of improvements recommended. For example, restriping driving and parking lanes can have a tremendous impact on the function of a street at very little cost, while burying overhead wiring is much more expensive and less significant, thereby giving that recommendation a lower priority.

Incentives & Funding for Preservation

A variety of existing financial incentives and funding mechanisms are already available to the Town and its property owners. This plan section identifies ways in which they can be better utilized, promoted and/or improved. Key existing incentives and funding tools include the following:

- Federal Investment Tax Credit for Rehabilitation
- Historic Preservation Fund Grant Program
- Conservation Easements
- Property Tax Exemptions, and
- Development Impact Fees

The following new incentives and financial tools are recommended for use by the Town and its property owners:

- Rehabilitation Grants & Loans
- Small Business Loans & Grants
- Federal Tax Credit for the Rehabilitation of Historic Homes (currently a bill in Congress)

Conclusions

The Town of Collierville has a significant collection of historic resources both within its designated historic district boundaries and beyond. The Town has also made a long-term commitment to historic preservation through the establishment of a comprehensive preservation program. While the current program is commendable and positions Collierville as one of the leading preservation communities in the state, improvements related to the district boundaries, the preservation zoning ordinance and design guidelines, and streetscape improvements can make the current program even more effective in preserving and enhancing Collierville's rich heritage.

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Plan Overview

The Town of Collierville is fortunate to have an excellent inventory of historic resources that distinguish it from other communities in the region and across the country. Collierville's most defining feature is the historic Town Square, which dates from the 1860s. The Square has traditionally served as the focal point for the community and it is a source of civic pride. Surrounding the Town Square is a diverse mixture of commercial and civic uses, and beyond that immediate area are historic residential neighborhoods featuring a wide variety of architectural styles that have evolved over time. In order to preserve the integrity of the Town Square and other historic resources, Collierville has designated a local historic district, which includes a smaller National Register historic district within those boundaries (see *Figure 1* following this page). The Town has also adopted an historic zoning ordinance and a set of design guidelines which are used by the Historic District Commission (HDC) to review new construction and rehabilitation projects within the local historic district.

While the Town's historic district designation and the accompanying zoning and design guidelines have been generally effective in protecting the district's historic resources, there is a need for further protections and progress as Collierville continues to grow, and as development pressures within the historic district increase. Unfortunately, some degradation has occurred in various ways, some properties within the district have fallen into disrepair, and some incompatible new development has been allowed within the district boundaries. Further degradation of the area's historic character not only compromises the town's heritage and aesthetic qualities, but it can also threaten its future economic prosperity and quality of life. Collierville's historic core is an economic generator that draws visitors from around the region who inject external dollars into the local economy. Therefore, it is critical for the Town to take proactive measures to preserve its historic resources in order to continue to capture these and other attendant benefits.

The Town does not need to stop growth and development within the district in order to preserve its historic resources. Instead, a reasonable balance between new development and preservation needs to be established that allows for continued growth that is sensitive to the area's historic significance and character. This plan takes a comprehensive look at Collierville's historic resources, existing public policy, and other related issues in order to provide a strategy for addressing historic preservation challenges in the future.

Purpose of the Plan

This plan provides recommendations that will serve as the basis for amendments to existing public policy, and it addresses other preservation-related issues, such as recommended public improvements, financial incentives for preservation, and potential funding sources that are critical to a successful preservation program. The purpose of this plan is to establish a more effective framework for historic preservation in Collierville. The recommendations in this plan will be used by the Historic District Commission (HDC), Town staff, property owners, planners, elected officials, architects, and interested citizens, as well as prospective applicants for development proposals. (restorations, renovations, additions and new development within the local historic district)

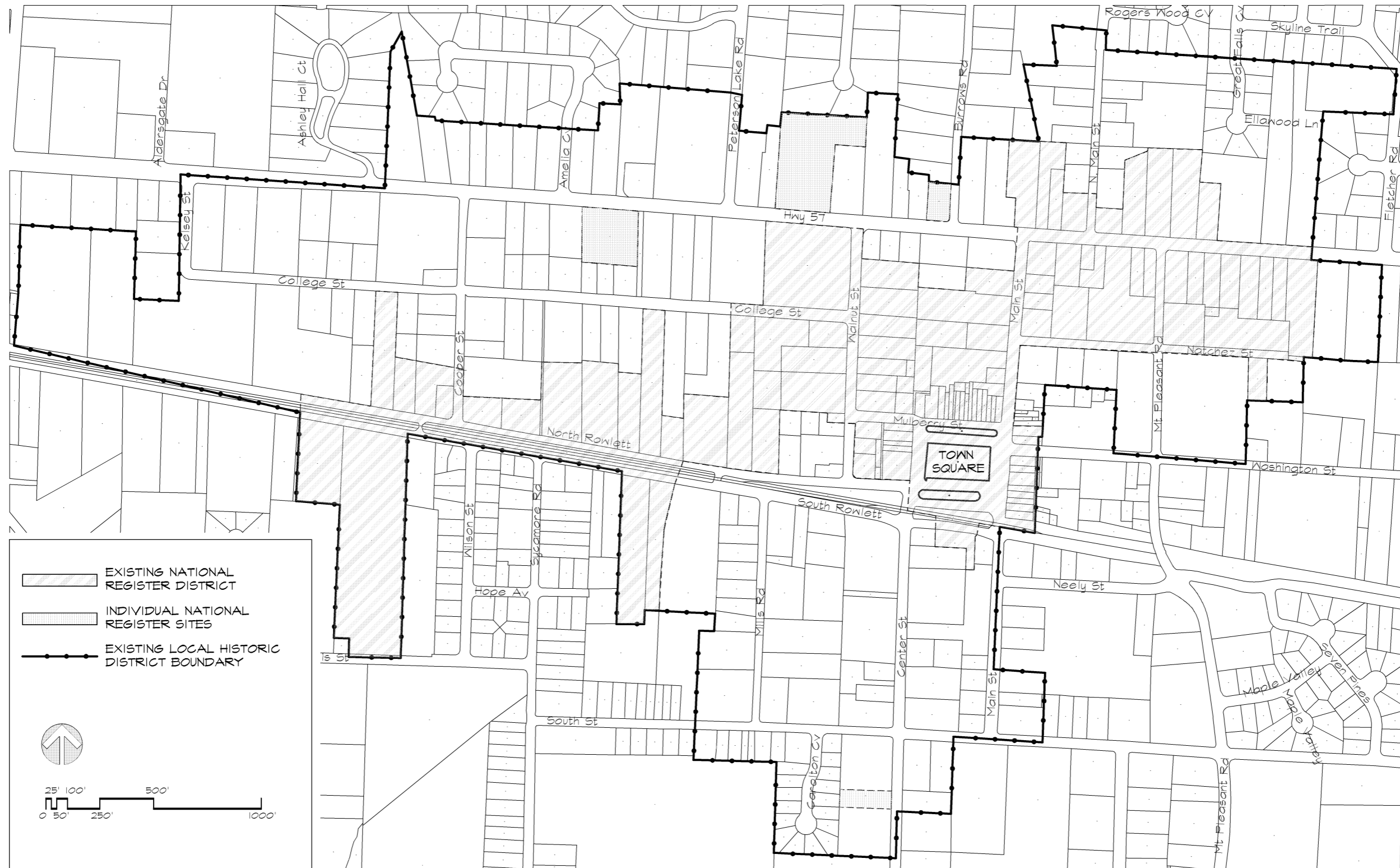


Figure 1: Existing Historic Districts

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The planning process employed to develop this plan was structured into four distinct tasks, with some having a series of sub-tasks, as follows:

Task 1.0 Background Research & Analysis

- Kick-Off Meeting with the Client
- Historic Resources Evaluation
- Economic & Public Policy Assessment
- Special Call Meeting
- Submission of Technical Memorandum #1

Task 2.0 First Public Meeting

- Submission of Technical Memorandum #2

Task 3.0 Preparation of Draft Comprehensive Preservation Plan

- Overview
- Existing Context Overview
- Goals for the Plan
- Historic Resources
- Design Guidelines Critique
- Implementation Recommendations

Task 4.0 Second Public Meeting & Plan Revisions

History of the Study Area

Collierville has a rich history that is representative of West Tennessee's history in many ways. The following section summarizes the community's early development, its Civil War history, the evolution of the Town Square, and residential development.

Early Development

Collierville was one of the first permanent settlements in Shelby County. The town received its name from Jesse Collier, who subdivided his tract of land into lots and advertised for their sale under the heading "*The Town of Collier for Sale.*" The name Collier was changed to Collierville with the arrival of the post office in 1837. The Town of Collierville was incorporated on February 7, 1850, with corporate limits encompassing approximately 320 acres or one-half square mile ("*Building a Future*", Town of Collierville Comprehensive Plan). By 1860-61, Collierville had approximately 500 residents who supported three general stores, three grocery stores, one flouring mill, and one hotel. The Memphis and Charleston Railroad became active in Collierville in October of 1862, which stimulated agricultural trade in the area.

Civil War History

Collierville's strategic location along the Memphis and Charleston Railroad placed the town in the middle of several skirmishes during the Civil War, including four engagements that occurred in 1863 over a three-month period. The largest and most significant was the Battle of Collierville, which occurred on November 3rd, when a Confederate cavalry raid attempted to break up the railroad and disrupt Union troop movements. Union Colonel Edward Hatch was prepared for the Confederate attack led by Brigadier General James R. Chalmers, and his counter-attack forced the Confederates to retreat to Mississippi. Consequently, the Memphis and Charleston Railroad remained open to Tusculum, Alabama, for the continued transport of Union troops and supplies.

Evolution of the Town Square

The initial development within the study area began along two major transportation routes: Poplar Avenue and Mount Pleasant Road. During the Civil War, the town lost many homes and most of the businesses and had to embark on a lengthy rebuilding period. As part of this process, the town began to rebuild on ninety acres adjacent to the Memphis and Charleston Railroad (see *Figures 2 and 3* on the following two pages for historical maps of Collierville). The Town Square was laid out with narrow building lots on three sides of the park, which was, initially, a simple open space (The park was not designated as “Confederate Park” until 1941).

Only in the late-19th century did the space become the shaded and physically enhanced park we see today. Around 1876, a two-story bandstand was constructed in Confederate Park, and it served as a stage for musical performances and other community events. Among the first businesses located on the Town Square were several dry goods and grocery stores, a blacksmith, a livery and stable, a hardware store, a doctor, and a druggist. The Memphis and Charleston Railroad bordered the south side of the Square, making it a focus of daily commercial activity.



After the Civil War, the Town Square became the focus for development in Collierville, and it has remained the symbolic “heart” of the community ever since. This aerial view of Collierville was taken circa 1948.

Source: Collierville, Tennessee: *Her People and Her Neighbors*

In 1898, W. W. McGinnis started the McGinnis Hardware and Lumber business on the Square. The business eventually expanded into general contracting, and McGinnis soon become known

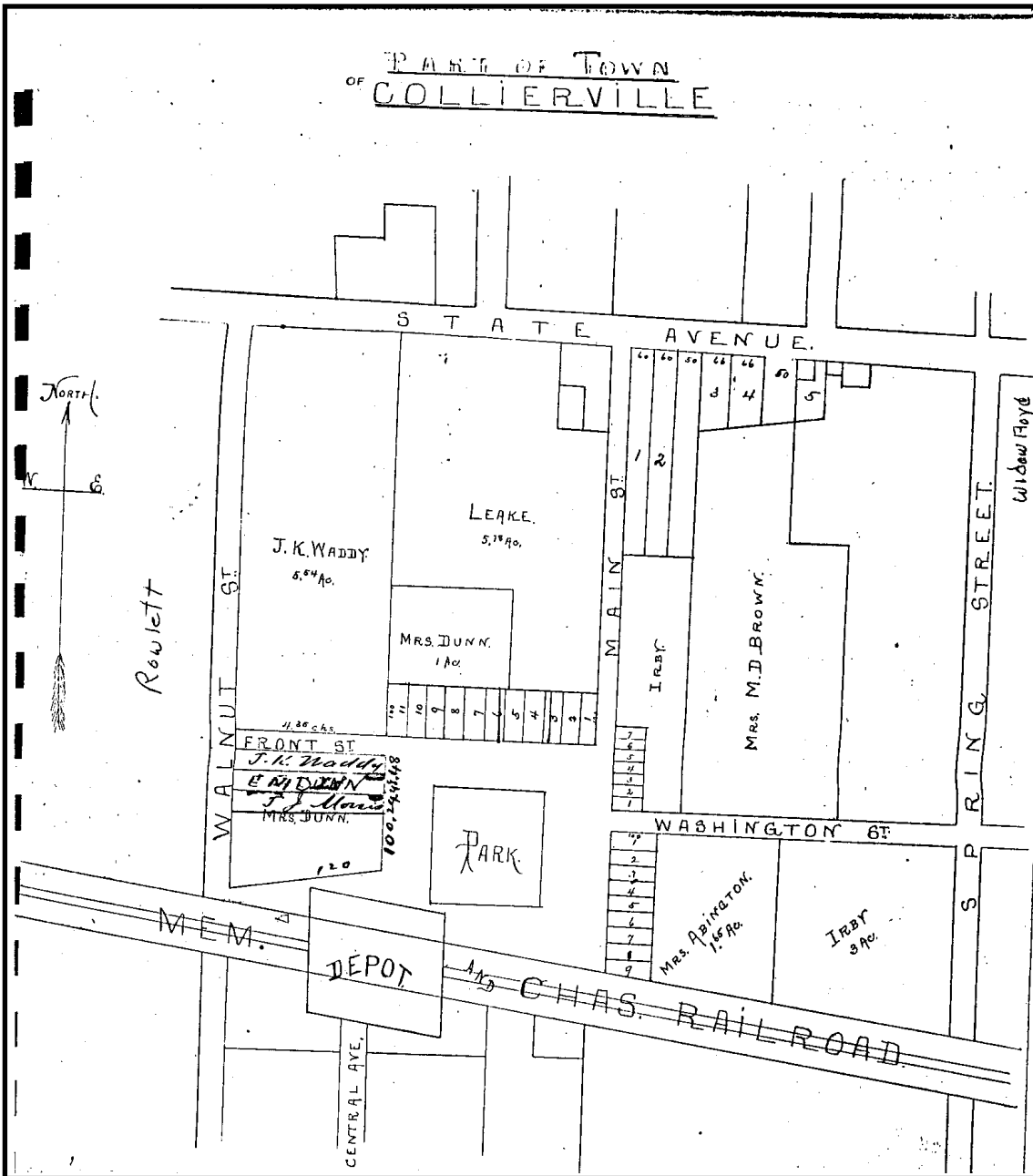


Figure 2: The original plat for the Town Square, circa 1884/85

Source: National Register Nomination Form

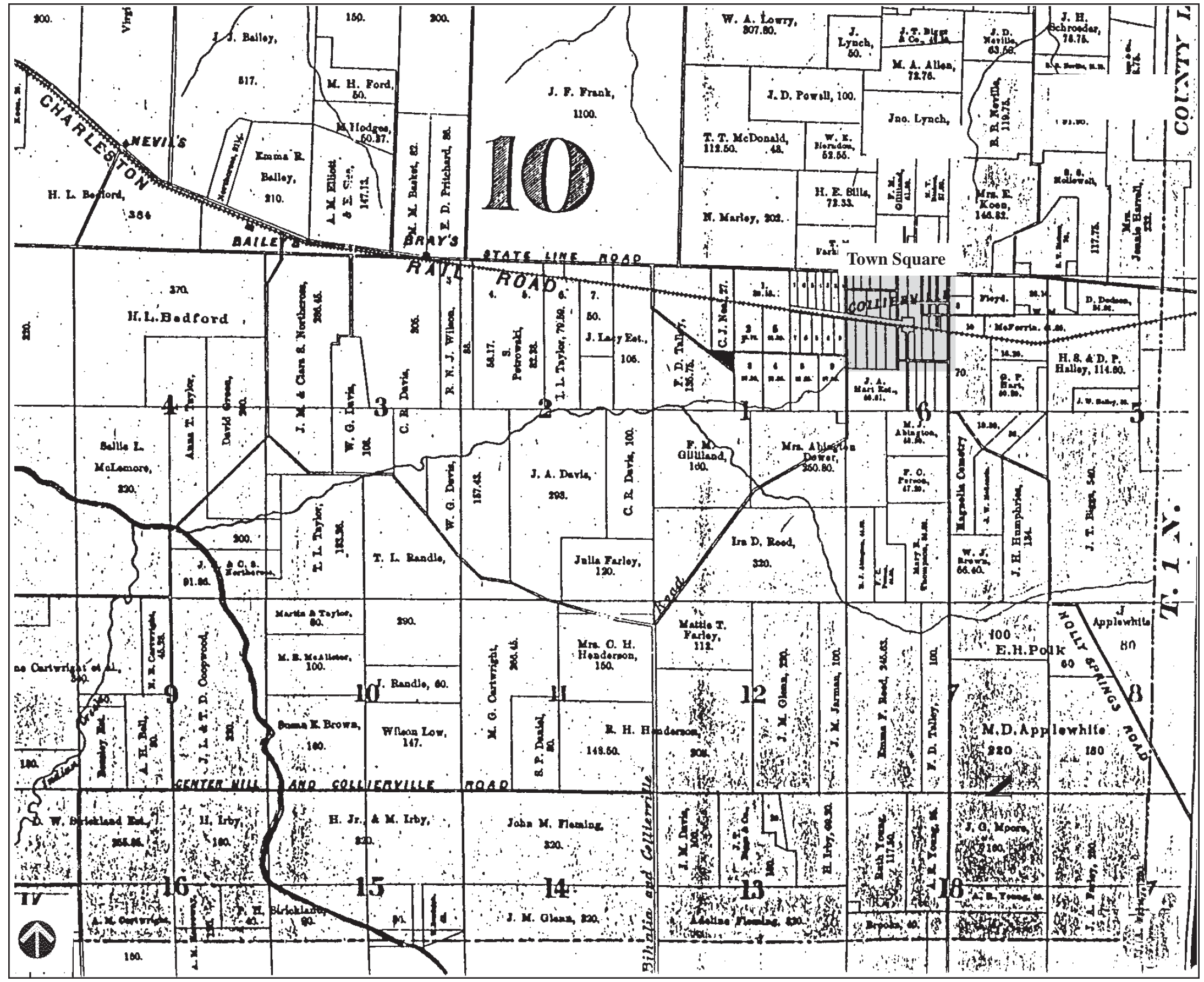


Figure 3: M.T. Williamson's Map of Shelby County, Tenn., 1888

Source: National Register Nomination Form

as a skilled builder. Although he probably worked from the many style manuals and builder's handbooks of the day, the quality of his work was excellent, as evidenced by structures such as the Collierville United Methodist Church. The construction of the McGinnis Service Station in 1927 on the west side of the Town Square represented the arrival of the automobile age to Collierville. It was the first service facility in town developed solely for automotive use.

Most of the buildings existing today on the Town Square were constructed between 1895 and 1915, although much of the east side of the Square was rebuilt after a fire in 1926. The buildings constructed after 1926 indicate a change in commercial architecture away from Victorian designs towards more restrained trends (National Register of Historic Places Nomination Form: 6).

The railroad depot was originally built in 1902 in LaGrange, Tennessee, and it was moved to the Town Square in Collierville in 1944. The original Collierville depot was built in the Center Street Area in 1886 and remained in that location until the mid-1940s, when it was demolished. An important icon for Collierville was lost in 1955 when the original bandstand was destroyed by a tornado. The bandstand has been replaced by a wrought iron, cedar shake-roofed, octagon-shaped gazebo which is located towards the center of the Town Square.



This photo from the late-1890s illustrates the appearance of the buildings on the east side of the Town Square prior to the fire of 1926. After the fire, the new buildings were designed to reflect more modern architectural styles.

Source: Collierville, Tennessee: *Her People and Her Neighbors*

Residential Development

Outside of the immediate Town Square area, development in the historic district evolved by informal means, rather than by an original plan. Development occurred gradually along side streets, such as Walnut Street and North and South Rowlett Streets, as larger tracts were subdivided and economic conditions prompted the development of smaller individual parcels. This informal approach to growth is largely responsible for the irregular grid pattern of the town's streets, as they were established primarily along property lines rather than planned by design.



The private residence of W.W. McGinnis, located on North Rowlett Street and built circa 1900-05, exhibits Queen Anne and Colonial Revival influences.

The residential structures near the Square were developed over time and represent a significant cross-section of the types and styles of housing historically developed in rural West Tennessee (National Register of Historic Places Nomination Form: 3). Many homes near the Town Square were developed by those who owned or worked in businesses on the Town Square. For example, W. W. McGinnis, who owned McGinnis Hardware and Lumber on the Square, built numerous residential structures throughout the town's historic core (National Register of Historic Places Nomination Form: 5). Among the homes McGinnis built were his own private residences on North Rowlett and Walnut Streets.

The historic district has maintained much of its original character, and it still serves as the "heart" of Collierville, despite the town's extensive growth and economic prosperity.

Existing Context

This section of the plan provides an overview of the study area's existing context, including its historic resources, economic conditions, and public policy. These issues will help shape the recommendations of this plan.

Overview of Historic Resources

The primary types of historic resources existing in Collierville's historic core include the commercial Town Square, residences, and civic/institutional buildings. Each component has been previously recognized by individual National Register listings, a National Register historic district and, most importantly, a more extensive, locally-designated historic district. These designations indicate the high regard the community has for its history and historic structures.

Both Collierville historic districts (local and National Register) are irregularly shaped areas of mixed land uses surrounding the Town Square. The residential area around the Square consists of an irregular grid pattern developed informally over time. Architecturally, it is comprised of a wide variety of residential styles. The core historic residential area that developed near the Town Square grew primarily toward the north and west, with principal residences facing the major east-west streets (Poplar, Rowlett and College). Residential development to the south and immediate east of the square was less substantial. This development pattern is reflected, to a fair extent, by the current local historic district, the greater portion of which is largely north and west of the Town Square. This pattern is also echoed by the National Register district boundaries and the location of most individually listed properties. See page 2 for a map of these district boundaries.

The local and National Register historic districts both continue to retain the historic and small town flavor that characterizes Collierville. This strong "sense of place", the handsome Town Square, and the quality of local schools are the reasons most often cited by many of those moving to Collierville. In general, the town's historic core has been relatively well preserved and has retained a fair degree of historic integrity. However, some buildings, particularly the commercial buildings, have been inappropriately altered. Additionally, insensitive redevelopment and inappropriate infill development continue to pose a threat. A more detailed description of the town's historic resources begins on page 16 of this plan.

Economic Context

This section of the plan examines both the regional context of Collierville and the immediate context of the historic downtown with respect to the socio-economics and the real estate market:

Regional Context

Collierville is located east of Germantown, approximately 29 miles southeast of Downtown Memphis. Access from Memphis and Memphis International Airport is provided via Interstate 240 and Nonconnah (Bill Morris) Parkway. Collierville comprises approximately 22.72 square miles; an additional 26.84 square miles are within Collierville's annexation reserve area.

The population of the Town of Collierville has increased at a phenomenally high rate of more than 9.25% compounded annually, or more than 103% between the Census of 1990 and the Special Census of 1998. According to the 1998 Special Census, the population of Collierville was 29,295, compared with 24,210 in the Special Census of 1996. These statistics reflect a more than a 21% increase over that two-year period. According to the *Collierville Urban*

Growth Boundary Plan (1999), the population is expected to almost double over the two decades. The following table provides a useful comparison of Shelby County communities.

**Population Growth,
Shelby County, 1990-1996**

City/Town	1990 Population	1996 Population	Percent Change
Memphis	618,652	596,725	-3.54
Arlington	1,541	1,414	-8.24
Bartlett	26,989	35,735	32.41
Collierville	14,501	24,665	70.09
Germantown	33,016	31,772	-3.77
Lakeland	1,204	1,275	5.90
Millington	17,866	18,142	1.54
Remainder of County	112,561	155,219	37.90
Total County	826,330	864,947	4.67

Source: US Census, Shelby County, and Project Management Advisors

According to the Collierville Chamber of Commerce's *Affordable Housing Task Force Report*, the average size of new and existing homes sold in Collierville during 1998 was 2,717 square feet, with an average price of \$212,547. In contrast, the average price of homes in Shelby County was \$117,734. Many new homes in Collierville are targeted primarily to the upper end of the market, and range in price from \$350,000 to \$450,000.

In recent years, Collierville has become more than simply a "bedroom" community to Memphis. Carrier Corporation employs approximately 1,950 people. Federal Express currently employs approximately 1,600 workers in its recently completed Information Technology Center. Future employment at this facility is expected to increase to 3,000 workers. Baptist Hospital and Delta Beverage (Pepsi), where approximately 275 people work, are also a significant employers in Collierville.

Historic Downtown Context

Downtown Collierville is characterized by the Town Square commercial area with surrounding older and historic residential uses. Town Square is a traditional "Main Street" downtown with one and two-story commercial buildings situated around the east, north, and west sides of a traditional "village green." The south side of the Town Square is bounded by North Rowlett Street and the Southern Railroad right-of-way.

The ground floors of the commercial structures are occupied by an interesting mix of retail, service and restaurant uses that target both visitors to the community and local residents. Based upon field observations, the Town Square includes three restaurants, two banks (one will soon be leaving the Town Square), and two Realtors. Retail uses include antiques, footwear, hardware, clothing and apparel, and gifts. Currently the only ground floor vacancy in Town Square is a space on the east side where Furniture Etc. was located. However, the departure of one of the banks will soon result in another ground floor space vacancy on the east side of the Square. John Green & Co. Realtors is expected to move into the vacant bank space.

Rental rates for commercial space in the Town Square range from approximately \$4.00 per square foot to over \$14.00 per square foot annually. Like some other communities with a historic downtown shopping district, many of the buildings are owner occupied.

Furthermore, many owners have not sought to maximize their financial return by increasing rental rates significantly to test the depth of the commercial rental market. Residential uses in the downtown are predominantly single-family detached dwelling units. One or two residential units exist in second-floor space on the Town Square, although most of the buildings have only one story. Based upon sales prices over the past three to five years, single-family home prices in the downtown area generally range from less than \$100,000 to more than \$225,000, depending upon location, condition and the size of the house.

Public Policy Context

The existing public policy that impacts the local historic district most significantly includes: 1) the base land use zoning and 2) the Historic District Ordinance (HDO), which functions as an overlay zone, and the historic district design guidelines. A summary of these various policies is provided as follows:

Land Use Zoning

The “base” zoning within the local historic district governs land uses, while the HDO and its guidelines supercede the base zoning provisions for all design issues. These guidelines provide more specific standards regarding bulk, landscaping, parking, and signage than does the base zoning, in addition to addressing many more detailed design issues. See *Figure 4* on page 12 for a map illustrating the base land use zoning within the local historic district. Below is a brief description of the base zoning districts within the historic district:

Central Business District (CB)

This district is applied to properties around the Town Square, as well as to some properties having frontage on South Rowlett and Main Streets. The intent of this district is to provide a wide range of retail, office, amusement, and service uses normally found in the Central Business District. Service stations, which are permitted as conditional uses in this district, pose a potential threat to the historic district if not properly designed.

General Commercial (GC)

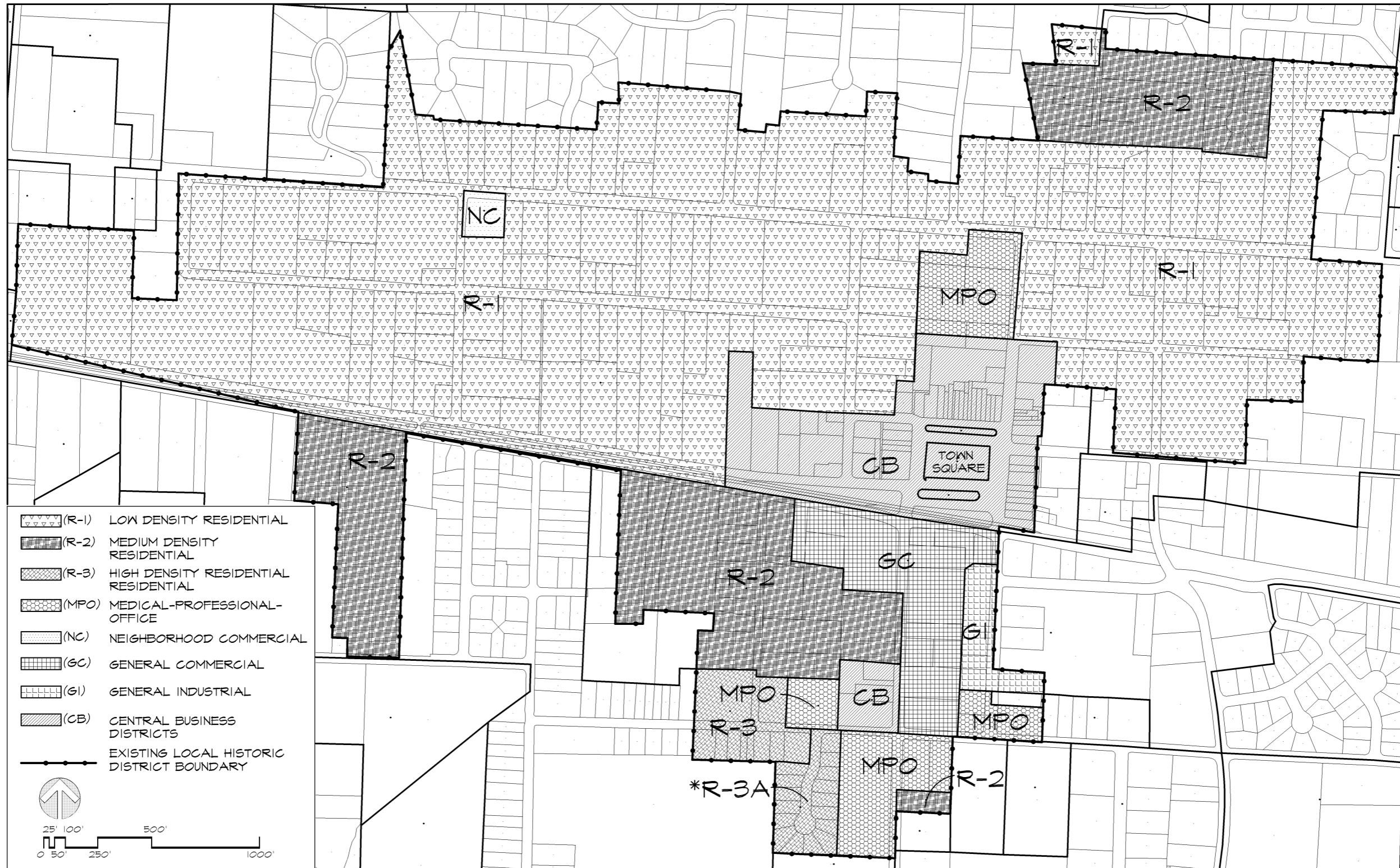
This district is applied to an area south of the railroad tracks. It is designed to provide adequate space in appropriate locations for the establishment of a wide variety of uses, including commercial trade and service uses, entertainment facilities, offices and establishments engaged in wholesale trade.

General Industrial (GI)

This district is applied to properties south of the railroad tracks with frontage along Main Street. This district is designed to provide space for a wide range of industrial and related uses which by reasons of volume of raw materials or freight, scale of operation, type of structures required or other similar characteristics require locations well segregated from non-industrial uses.

Medical-Professional Office (MPO)

This district is applied west of Main Street and just south of Poplar Avenue. The intent of this district is to provide adequate space in appropriate locations suitable for accommodating medical, dental, or similar personal services; and to provide for professional and business offices.



*NOTE: R-3A ZONING IS HIGH DENSITY RESIDENTIAL THAT ALLOWS SMALLER LOT SIZES.

Figure 4: Zoning Map

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Neighborhood Commercial (NC)

This district is applied in the southeast corner of the intersection of Cooper Street and Poplar Avenue. It is designed to provide a limited variety of goods and services for the immediate residential neighborhood.

Low Density Residential (R-1)

This zoning district is applied to the majority of residential development within the study area. It is designed to provide suitable areas for low-density residential development characterized by an open appearance. The residential development will consist of single-family detached dwellings and accessory structures. The minimum required lot size for this district is 15,000 square feet.

Medium Density Residential (R-2)

This district is applied south of the railroad along South Rowlett and Mills Road, and north of Poplar Avenue along North Main Street. This district is designed to provide suitable areas for medium-density, single-family detached residential development where appropriate urban services and facilities are provided, or where the extension of such services and facilities will be physically and economically feasible. The minimum required lot size for this district is 11,250 square feet.

High Density Residential (R-3)

This district is applied east of Center Street along South Street. This district is designed to provide suitable areas for medium-density residential development, including two-family dwellings (duplexes), where appropriate urban services and facilities are provided, or where the extension of such services and facilities will be physically and economically feasible. The minimum required lot area for one-family detached dwellings is 9,000 square feet. For all other lots, including attached dwellings, the minimum required lot area is 12,000 square feet.

High Density Residential (R-3A)

This district is applied to the Carlton Cove subdivision and is intended to provide smaller, lots. Single-family detached and two-family dwellings (duplexes) are the only residential uses allowed "as of right" in this district. The minimum required lot area for single-family detached dwellings is 6,000 square feet. For a two-family dwelling (duplex), the minimum required lot area is 7,500 square feet.

Historic District Ordinance & Design Guidelines

In general, the Collierville Historic District Ordinance (HDO) is a well-written and comprehensive historic preservation ordinance. The HDO creates a zoning "overlay" district, and it contains the typical components of a preservation ordinance, including provisions addressing:

- Powers and duties of the Historic District Commission (HDC)
- Composition of the HDC
- Certificates of Appropriateness
- Certificates of Economic Hardship
- Affirmative maintenance
- Injunctive powers and penalties, and
- Appeals from decisions of the HDC

As a supplement to the HDO, Collierville presently has two sets of design guidelines ---- the guidelines found within the HDO, and the guidelines constituting the *Collierville Traditions* plan. The HDO guidelines are technically sound, but they are lacking in many areas, including

their organization, a lack of graphics, and a failure to address (or adequately) address various issues, such as infill development. The *Collierville Traditions* plan was approved by the HDC in 1992, but was never approved by the Board of Mayor and Alderman (BMA). The *Collierville Traditions* plan is limited in scope to the commercial buildings adjacent to the Town Square, and it is reportedly not utilized by the HDC. Specific recommendations related to both sets of guidelines are offered later in this plan (see pages 32-33).

Goals for the Plan

The first public meeting on the development of this plan was held on February 24th, 2000, at the Town Hall Board Chambers. The meeting attracted an excellent public turn-out resulting in “standing room only.” The consulting team began the meeting by explaining the purpose and scope of the project. The team then led participants in a discussion on goals for the historic district and plan, and an identification of the challenges and opportunities facing the district.

Goals for the Historic District & Plan

Toward the beginning of the public meeting, the audience was asked the question “Why should Collierville preserve its historic resources?” The answers to this question formed the basis for the plan goals, and included the following:

- Maintain the integrity of the historic district
- Prevent the further encroachment of incompatible or inappropriate development
- Maintain the balance of residential and commercial uses in the district
- Preserve the ambiance of the historic district
- Maintain the district as a viable business environment
- Preserve the town’s history
- Provide a sense of continuity and cohesiveness for physical features of the district
- Preserve the integrity of the historic district boundaries
- Preserve historic structures
- Respect the past
- Identify incentives for preservation
- Maintain and enhance the economic health and property values within the district

Challenges & Opportunities

In order to identify key preservation issues, the audience was asked to identify challenges and opportunities related to the preservation of Collierville’s historic district. The following issues were identified:

Challenges


- Community growth
- New subdivisions not in keeping with the character of the historic district.
- “Marketing” the Square
- Historic district boundary transitions
- Conversion of owner-occupied properties to rental properties
- Conversion of residential structures to commercial uses in predominantly residential areas
- Improvement of infrastructure in downtown (roads, sidewalks, utilities, stormwater management)
- Poplar Avenue traffic
- Wide range of uses allowed under the base zoning
- Loss of open space as it is converted to parking
- Stabilization of property values in downtown
- Disparity in property values between downtown and the surrounding areas
- Conversion of large lots to more dense lot configurations

Opportunities

- Diversity of uses
- Antique shops
- Institutional diversity (churches, schools, etc.)
- Archives
- Socio-economic diversity
- Appropriately-designed residential growth south of railroad
- District gateways (signage, landscaping, etc.)
- Downtown as a "core area" or "focal point"
- Utilization of preservation incentives

**Historic District
Preservation Plan**

Public Meeting
Thursday, February 24
6:00 PM
@
Town Hall Board Chambers (101 Walnut St.)



What are the challenges facing your Historic District?

A Historic District Preservation Plan is being undertaken to provide for the preservation, maintenance, and redevelopment of the Collierville Historic District. The Town's Preservation Plan consultants need your help in identifying challenges and opportunities in the Historic District, as well as establishing goals and strategies for the plan.

Please attend this important meeting and encourage your friends and neighbors to attend as well!

For more information contact Sean Isaham with the Town of Collierville Planning Department at 853-3271

The February 24, 2000, public meeting on this plan was well-attended, resulting in "standing room only."

Historic Resources

The National Register historic district and the locally-designated historic district contain a variety of historic resources, including commercial/institutional buildings, residential buildings, and other resources unique to Collierville's past. This plan section provides an overview of the historic districts, as well as a description of the Town's historic resources.

Historic Districts

There are currently a National Register historic district and a locally-designated historic district in Collierville. The National Register district boundary is wholly within the larger local district boundary. See *Figure 1* on page 2 for a map. Collierville's historic resources are largely concentrated within the National Register historic district and the larger locally-designated district. Components within these districts include the historic commercial Town Square, residences, and civic/institutional buildings.

National Register District

The National Register district was nominated under the Secretary of the Interior's criteria "A" and "C" for the associations many properties have with the development of the Town of Collierville as a significant small trade center for its surrounding plantation agricultural region, as well as for its significance in the area of community planning and the development of its Town Square plan (See Appendix F for the National Register criteria). As such, the district represents a microcosm of small town life in the 19th and 20th centuries in West Tennessee. In addition, there are a number of structures individually listed on the National Register, several of which are within the boundaries of the local district. There are a total of 127 buildings, sites, structures, and objects within the National Register district. A total of 94 of the buildings, sites and structures are considered to be "contributing" structures, while 33 are considered non-contributing. Contributing structures are considered "historic" buildings or sites that are 50 years old or older, and that have not been substantially altered in a negative manner. The remainder of structures or sites in the district are considered non-contributing. The breakdown of these 127 resources is as follows:

- 79 contributing buildings
- 29 non-contributing buildings
- 1 contributing site
- 14 contributing structures
- 3 non-contributing structures
- 1 non-contributing object

Local District

Established in 1989, the locally-designated historic district incorporates the entire National Register historic district and five individually listed National Register properties within its boundaries, resulting in a district of approximately 300 properties. The local district is approximately twice the geographic size of the National Register district by including, in particular, many properties to the north and south of the National Register district. The most important aspect of the local district is the regulations that offer preservation protections to historic resources.

Commercial & Institutional Buildings

Commercial structures in the National Register district are generally one story in height and constructed of load-bearing brick masonry. There are also several two-story structures and several which are of frame construction. Notable commercial structures include the two-story brick commercial building at 107 North Center Street, and the adjoining one-story structure at

105 North Center Street. An unusual commercial building is the circa 1889 two-story frame railroad hotel known as the McGinnis Hotel, located immediately south of the railroad line on South Rowlett Street.

Some of the most common characteristics among the Town Square's historic commercial buildings are the following:

- One story in height
- Brick facades
- Parapet facades screening a flat or gently sloped roof
- Corbelling or other detailing along the top of the parapet wall
- Canopies (typically non-historic)
- Storefront with over 50% glazing (often non-historic alterations)



The commercial buildings encompassing Collierville's Town Square provide a strong identity not enjoyed by other communities in the region. While most of the buildings have been well-maintained and have an attractive appearance, many have undergone inappropriate alterations, such as canopies that are not historically correct.

With respect to institutional buildings, the district's churches, as well as the Collierville Middle School, vary widely in architectural style, scale and building materials. Notable are the Stick-style St. Patrick's Presbyterian Church (1886) at 111 Walnut Street and the Gothic Revival St. Andrew's Episcopal Church (1890) at 106 Walnut Street. The original high school building (circa 1936) is a creative combination of brick and elaborate cast stone detailing. Unfortunately, its original handsome design has been compromised by later, insensitively designed additions.



The McGinnis Service Station, located on the eastern side of the Town Square, is highly-significant to the history and the character of the Square, and its preservation is an important goal.



Influenced by the Gothic Revival style, St. Andrew's Episcopal Church, constructed in 1890, possesses a steep gable roof with wide projecting eaves and a small, cupola-like bell cap steeple.

Residential Buildings

Residential structures in the historic core vary widely in architectural style and building materials. Styles range from an early example of Greek Revival, through Italianate, Queen Anne, Craftsman and Colonial Revival. While diverse in style, the building forms are largely based on vernacular forms, such as the L- and T- plans, as well as one unusual Y-shaped building. Among the most significant residences are the Greek Revival A.S. Stratton House (circa 1865-60) at 373 South Rowlett Street, the Craftsman bungalow (circa 1920) at 126 Walnut Street, and the Prairie School-influenced Isbell House (circa 1920) at 169 East Poplar Street. Individually-listed National Register properties located within the local district include the following:

- 90 West Poplar Avenue (Dudney House)
- 259 South Center Street (Houston House)
- 156 West Poplar Avenue (McFerrin House)
- 245 West Poplar Avenue (Thomas House)
- 215 South Street (Campbell House)



This circa 1900 cottage is typical of those found in the historic neighborhoods surrounding Collierville's Town Square area. Common features include the clapboard cladding, steeply-pitched roof with multiple gables, raised foundation, vertically oriented openings, and wrap-around front porch.



Even the district's later residences, such as the circa 1940 building above, share many of the same fundamental design characteristics as earlier homes, such as the 19th-century home on Natchez Street pictured below.



This rather straight forward building form is accentuated by a porch which provides a unique scale, character and detail to the house.

Other Historic Resources

The railroad depot building is an extremely significant transportation related building. This structure was originally built in LaGrange, Tennessee, in 1902. It was moved to Collierville in 1944, and it is typical of depots constructed in small West Tennessee communities during this period. It was relocated to a point 100 feet off of the Norfolk-Southern Railroad in 1976, but it still retains a strong feeling of association with the railroad and the surrounding Town Square. Associated with the depot are a number of nearby railroad cars, part of the Memphis Train Museum. The original Collierville train depot was built in the Center Street Area in 1886 and remained in that location until the mid-1940s when it was torn down.

Non-contiguous individual National Register sites exist throughout Collierville. Basically residential in character, these sites include the following:

- 10056 Poplar Avenue (Crisscross Lodge)
- 1545 S. Byhalia Road (Fleming House)
- 853 Collierville-Arlington Road (Greenlevel)

Not listed on the National Register nor located within the boundary of either historic district are several other historic resources. These resources include a group of small wood frame "shotgun" residences along South Street, the Deloche House, Ancient Oaks House, the Magnolia cemetery, and the remains of possible Civil War-era earthworks located to the southeast of the Town Square. The shotgun houses are all under a single ownership and would represent an interesting and challenging rehabilitation opportunity for low-income housing if determined structurally and financially feasible. The Deloche House and Ancient Oaks House are both architecturally and historically significant. With respect to the possible earthworks, some local historians believe the subject site to be earthworks built to protect the railroad line. However, the Tennessee Wars Commission, which maintains an inventory of the state's Civil War sites, has questioned the accuracy of the site's Civil War association.



The Deloche House on Poplar Avenue is a major concern for the preservation community. It currently has no local level protections from demolition or inappropriate alterations.



Ancient Oaks, located on Burrows Road, is an historic house but is not locally or nationally designated and protected. It benefits from its current preservation-friendly ownership.

District Boundaries, Ordinance & Design Guidelines

Legal Context of District Designation & Ordinance

The Collierville Historic District Ordinance was adopted pursuant to Title 13, Public Planning and Housing, of the Tennessee Code Annotated. Part 4, Historic Zoning, provides the legal basis for the designation of “historic zones,” establishment of Historic District Commissions, development of review guidelines, review of certificates of appropriateness, and undertaking appeals. See Appendix A for a copy of the Historic Zoning Ordinance and an application for a Certificate of Appropriateness.

According to the State’s enabling legislation, the purpose of historic zoning is to promote the “educational, cultural, and economic welfare of the people of the state of Tennessee” and to allow government entities to stabilize and improve property values by encouraging rehabilitation and new construction and development that is harmonious with adjacent historic resources. The enabling legislation permits a historic district or zone to be superimposed on other zoning districts by the chief legislative body of a county or municipality.

Requirements for Establishing a Historic District Commission

The enabling legislation provides specific requirements for establishment of a Historic District Commission:

1. The Commission must be comprised of no less than five and no more than nine members.
2. The Commission must include a representative of a local patriotic or historic organization; an architect, if available; and a person who is a member of a local planning commission at the time of appointment.
3. The Commission is appointed by the chief executive of the county or municipality subject to the confirmation by the local legislative body.
4. The terms of members shall be five years, except that the members appointed initially must be appointed for staggered terms so that the terms of at least one member, but not more than two members, expire each year.

District Designation Requirements

An Historic district or zone is defined in Section 13-7-404 “as 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.” In addition, this provision requires that the district or zone meet at least one of the following criteria:

1. It is associated with an event which has made a significant contribution to local, state, or national history;
2. It includes structures associated with the lives of persons significant in local, state, or national history;
3. It contains structures or groups of structures which embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction;
4. It has yielded, or may be likely to yield, archaeological information important in history or prehistory; or
5. It is listed in the National Register of Historic Places.

Considerations for a Certificate of Appropriateness

Section 13-7-406 provides that, prior to establishing a historic district or zone, the local Historic District Commission must adopt a set of review guidelines for each proposed district or zone for purposes of reviewing applications for Certificates of Appropriateness. Such guidelines are to be consistent with regulations and standards adopted by the federal Secretary of the Interior pursuant to the National Historic Preservation Act of 1966, as amended. The enabling legislation requires that Certificates of Appropriateness be issued 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. Such applications for certificates must be referred to the Historic District Commission. The act further provides that Historic District Commissions may be authorized to review other work that does not require a permit. Section 13-7-407(b) provides that any municipality may enact an ordinance to prevent the demolition by neglect of any designated landmark or any building or structure within an established historic zone or district.

Under Section 13-7-408, the Historic District Commission must, within 30 days following availability of sufficient information, issue a Certificate of Appropriateness with or without conditions, or deny the certificate and include the reasons for the denial. This provision requires that the Historic District Commission apply the review guidelines and give prime consideration to:

- Historic or architectural value of the present structure;
- 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;
- The general compatibility of exterior design, arrangement, texture, and materials proposed to be used; and
- Any other factor, including aesthetic, which is reasonably related to the purposes of this part.

Appeals of Historic District Commission decisions may be reviewed by the courts according to Section 13-7-409.

Historic District Boundary Recommendations

Among the goals noted during the February 24th, 2000, public meeting was “to preserve the integrity of the local historic district boundary” (see page 15 for a list of goals identified at the public meeting). There was some public concern regarding design transitions at the local district boundaries, as well as the inappropriateness of several subdivision and architectural designs at the edges of the local district boundary. The maintenance of the integrity of the district and the prevention of further encroachments of inappropriate development was also considered important to the community.

National Register Historic District Boundary

A review of the National Register nomination forms, as well as a field survey, indicate that the existing district boundary line is a sound one (see *Figure 1* on page 2). The boundary is consistent with the National Register criteria that are used to evaluate various historic resources when creating a district. However, to test this boundary, these criteria were revisited with respect to those properties in the local district immediately adjacent to the National Register district boundary. No additional properties were found to meet these criteria for inclusion into the National Register district boundary.

Evaluation of Local District Boundaries

A review of the locally-designated historic district boundary was completed similar to that of the National Register district. However, unlike the National Register district boundary, there were a number of issues identified related to the local district boundary. It is noteworthy that this boundary was recently reduced by three properties -- on the south side of the east end of Poplar Avenue and at the east end of Natchez Street. See *Figure 5* on the next page, on which the adjustment is represented as area "A" on the map.

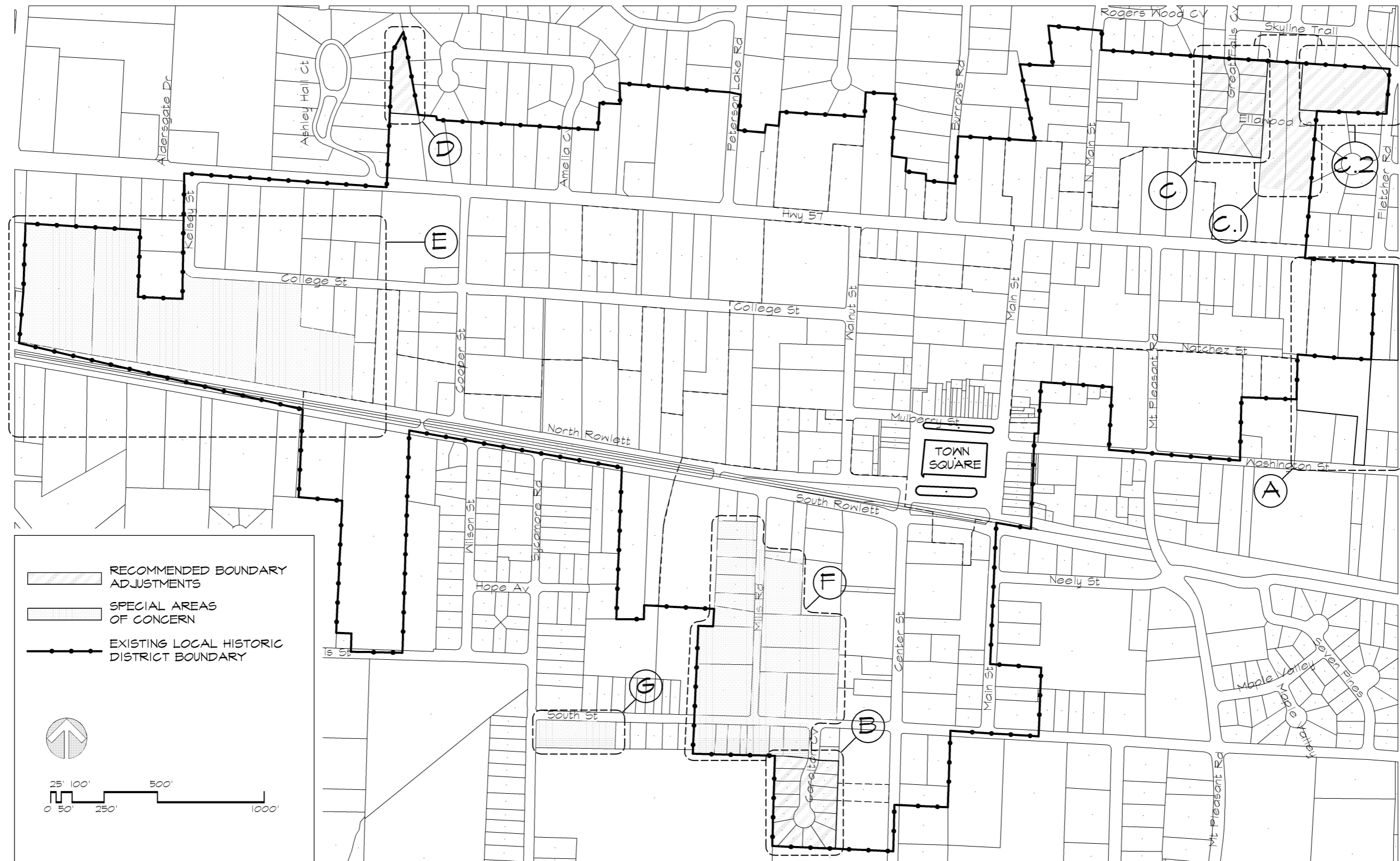
An issue needing particular attention is inappropriate infill development and the existence of a number of large vacant parcels that are ripe for development. While there can certainly be appropriate infill development that maintains the character and integrity of the district, there have been two incompatible residential infill developments within the local district as a result of property subdivisions -- one on Carolton Cove at the far south end of the district ("B" on the *Figure 5* map), and a second on Great Falls Cove/Ellawood Lane in the northeast corner of the district ("C" on the *Figure 5* map). These two developments were the result of subdividing larger lots within the district. In addition, other subdivisions along the northwest edge of the local district resulted in the further subdivision of the rear portion of a long, narrow parcel into parts of a new cul-de-sac subdivision, reducing the size of the original parcel to the south within the district ("D" on the *Figure 5* map).

Local District Boundary Recommendations

The fundamental question to consider in retaining areas "B," "C," and "D" within the existing local district boundary relates to their visible adjacency to existing historic properties and their potential negative impact on these properties. These sites do not meet any of the Historic District Commission's (HDC's) criteria for inclusion in the local historic district (see Chapter 13, Section 11-1303 of the Town of Collierville Zoning Ordinance in Appendix A for these criteria). In particular, these properties do not possess "integrity of location, design, setting, materials, workmanship, feeling, and association" necessary for inclusion in the district. Therefore, it is recommended that areas "B," "C," and "D" be removed from the local historic district. The removal of these properties from the district eliminates the need for the HDC to review any future activities in these areas. However, if it is decided to retain these properties, it is recommended that these properties be exempt from historically-based design standards.

The only exception to wholesale removal of the subdivisions noted above is the Carolton Cove ("B") portion in the southern portion of the district. In this particular area, the first and possibly second properties on the east side of Carolton Cove near South Street may need to remain within the district in order to provide a district buffer.

With regard to the removal of area "C" at Great Falls Cove and Ellawood Lane, eventual consideration will need to be given to removing the northern half of the 262 and 276 East Poplar Avenue properties, which are located to the immediate east of site "C" (designated as "C.1" on the map). Indications are that Ellawood Lane is poised to continue eastward through one or both of these properties. This development would also prompt the consideration of removal of 281 Fletcher Road ("C.2") because of its remoteness from the local district boundary. It is recommended that the removal of the northern half of areas C.1. and C.2 not occur unless an inappropriate subdivision occurs, and in such a case, the revised district boundary should follow the newly-created lot lines.



NOTE: THE EXACT BOUNDARY ADJUSTMENTS FOR AREAS C.1 AND C.2 WILL BE DEPENDENT UPON THE NEWLY CREATED LOT LINES OF ANY FUTURE INAPPROPRIATE SUBDIVISIONS.

Figure 5: Boundary Adjustments & Areas of Concern

Town of Collierville
 Collierville • Tennessee
 02.99063.00 • May 30, 2000
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These "shotgun" houses on South Street are not designated within the local historic district, but they do represent an important facet of Collierville's cultural and architectural heritage. It is recommended that a National Register designation be pursued prior to exploring the idea of local level protections.

Special Areas of Concern

An area of large, vacant (and marginally developed) parcels is included within the far west end of the local district, along North Rowlett and College Streets ("E" on the *Figure 5* map). It appears that these parcels have been included primarily for the purpose of buffering the district from incompatible development. Immediately west of this area along North Rowlett Street, and outside of the district, is a trailer park. This area is an important buffer for the district, but these large parcels also provide tempting targets for inappropriate infill development, particularly in light of contemporary subdivision trends. This is an issue for which no guidelines currently exist (see the "Subdivisions and Infill Development" discussion on page 35).

The weakest component of the existing local district is the area along Mills Road and South Street at the southern end of the district ("F" on the *Figure 5* map). In general, the area south of the railroad line includes a greater percentage of "non-contributing" buildings than elsewhere in the district. On the merit side of the equation, the inclusion of this area within the local district ensures the preservation of the architecturally significant buildings and their protection from further inappropriate alterations. Consequently, it is recommended that this area remain within the local historic district for the foreseeable future.

The final consideration relates to a group of "shotgun" residences in disrepair. Located west of the current local district boundary Street ("G" on the *Figure 5* map), the "shotguns" have been nominated for the National Register, but never approved. It is recommended that the owner be approached again regarding listing the property on the National Register. If listed on the National Register, consideration should be made toward local district designation to encourage their preservation and renovation.

Recommended Historic Zoning Ordinance Amendments

In general, the Collierville Historic District Ordinance (HDO) is a well-written and comprehensive historic preservation ordinance. Like most ordinances of this type in Tennessee communities, the HDO creates a zoning overlay district for the historic district. The HDO contains the major components of a comprehensive ordinance, including sections on the powers and duties of the Historic District Commission (HDC), composition of the HDC, administration of Certificate of Appropriateness applications, Certificate of Economic Hardship applications, affirmative maintenance, injunctive powers and penalties, and appeals from decisions of the HDC. Nevertheless, based on interviews of people involved with the ordinance's implementation and a review of the State enabling legislation, the following changes to the HDO are recommended:

Table of Contents

As currently written, the list of ordinance sections at the very beginning is incorrect. The titles for Sections 11-305 and 11-306 need to be switched.

Language Consistency

Throughout the HDO, the terms "Historic District Commission" and "Historic Zoning Commission" are used interchangeably. In order to be consistent and to prevent any misunderstandings, Historic District Commission should be used throughout the ordinance.

Purpose & Intent

Add language to Section 11-301A, "Purpose and Intent," to include other purposes stated in the State enabling legislation. These other purposes include, but are not limited, to the following:

- a. Promote educational welfare
- b. Promote cultural welfare
- c. Promote economic welfare
- d. Strengthen the economy of the state, region, and town
- e. Stabilize and improve property values
- f. Encourage rehabilitation and compatible new construction and development

In addition, Section 11-301A should reference the State enabling act, Section 13-7-401 through 410.

Number of HDC Members

Section 13-7-403 requires a Historic District Commission of at least five (5), and no more than nine (9), members. The Collierville HDC is comprised of nine (9) members. Based on the size of the community and the size of the historic area, it is recommended that the number of commissioners be reduced to seven (7).

Removal of the Existing Design Guidelines from the HDO

As previously discussed, the State enabling legislation requires that Historic District Commissions adopt design guidelines for each district or zone. Adoption of design guidelines provides the Commission and the public with the basis for reviews of applications for Certificates of Appropriateness that are specifically prescribed to a particular district. In contrast, use of the Secretary of the Interior's standards and guidelines is designed to provide more general guidance to the Commission. Section 13-7-406 does not require that the guidelines be adopted by ordinance. Instead, this provision requires only that the guidelines be adopted by the Commission. In addition to adoption by the Commission, the guidelines, or any changes to the guidelines, should also be approved by the Board of Mayor and Aldermen (BMA) through a resolution. Approval of a resolution requires only one reading,

which is a public hearing. Presumably, adoption and modifications to the guidelines through a resolution, as opposed to an ordinance amendment, allows for more flexibility in application of the guidelines and for changing the guidelines to take into consideration changes in the district or zone and new technology. Also, the guidelines are intended to be tailored to the district. This intention would imply that the guidelines include graphics of typical architectural types located in the district. Specific graphics would also provide the opportunity to illustrate all or a portion of the guidelines. It is recommended that the existing design guidelines be removed from the ordinance and adopted by the HDC as a supplement to the ordinance in order to provide the desired flexibility of the guidelines.

HDC Composition

Section 11-1302 of the Collierville HDO reflects the State enabling legislation concerning professional composition of the HDC. However, based upon the experience of other communities, additional professional representation is desirable and necessary. It is recommended that the HDO be amended to require representation on the HDC of at least two of the following professions:

- a. Real estate professional
- b. Attorney
- c. Architectural historian
- d. District property owner
- e. Historian

HDC Membership Terms

The HDO was amended recently to provide that all HDC members serve for a period of one (1) year. This provision subjects the HDC and its members to political retribution in the decision-making process and could place significant strain on staff resources if the Mayor and Council choose to replace all HDC members at the end of the one (1) year term. All of the replacement members would have to be trained and educated on the HDC decision-making process. Potentially, significant experience, continuity, and institutional memory is lost with a one (1) year term provision. In recognition of these potential problems, Section 13-7-403 of the State enabling legislation provides that terms of Historic District Commission members shall be five (5) years and must be staggered so that not more than two (2) members' terms expire in each year. It is strongly recommended that Section 11-1302A of the HDO be amended to be brought into compliance with the State enabling legislation.

Zoning & Subdivision Review

The historic pattern of residential development in Collierville's local historic district is varied and inconsistent. As a result, there is no regular pattern of lot sizes and configuration. As Collierville continues to develop, and as development pressures increase in the downtown residential areas, issues related to the impact of subdivisions, resubdivisions, and lot consolidations on historic resources will become more important. Section 11-1302 C6(a)(iv) gives the HDC the power to review the appropriateness of "front yards, side yards, rear yards, off-street parking spaces, location of entrance drives into the property, and sidewalks along the public right-of-way." While each of these are zoning and subdivision issues, it is recommended that the existing powers section be amended to specifically state that the HDC has authority to review requests for zoning changes, subdivisions, resubdivisions, and lot consolidations in the historic district.

It is recommended that clear procedures be developed for the process of reviewing zoning changes, subdivisions, resubdivisions, and lot consolidations. Based on the review of existing ordinances, it appears that the HDC authority is currently limited to making advisory recommendations to the Planning Commission or the BMA. Consideration by the Town of

binding review by the HDC is appropriate. Binding review would require that the applicants for zoning changes, subdivisions, resubdivisions or lot consolidations obtain a Certificate of Appropriateness from the HDC as part of the approval process.

Designation of Individual Properties

As previously discussed, Section 13-7-404 of the State enabling legislation defines a historic district or zone “as a geographically definable area which possesses a *significant individual structure* or a concentration, linkage or continuity of sites, buildings, structures or objects...” This provision gives clear authority to local municipalities to designate single structures or individual landmarks. In addition, Section 11-1303 of Collierville’s HDO provides that individual buildings can be designated as landmarks/historic districts, making them subject to the review of the HDC. It is recommended that individual historic structures located outside of the existing local historic district be identified and designated. The first individual sites that the Town should consider for designation are the five National Register sites list on page 19 under the heading of “Other Historic Resources.”

Administrative Approvals

In practical terms, minor changes to historic buildings do not necessarily require review by the full HDC. Replacement of existing materials and colors with the same or similar materials and colors and similar minor changes could be reviewed by Town staff to speed the process of review for Certificates of Appropriateness. It is recommend that the HDO be amended to identify specific activities that only require administrative review. Another option to giving Town staff complete authority over such approvals is to require that the HDC Chair also sign off on administrative approvals, along with Town staff. This approach only works if the Chair is relatively accessible during normal business hours. The HDC will be in the most effective position to determine the best approach for Collierville.

Owner Consent

Based on a review of Section 11-1303A of Collierville’s HDO, it appears that only the owner of a property can nominate the property for designation as a landmark or inclusion in the local historic district. In addition, the HDO states that an owner may also request removal from the local historic district. The State enabling legislation does not require any type of owner consent for purposes of designation. It is recommend that the HDO be amended to expand the universe of people or entities that can nominate districts or landmarks to include the HDC, the Town Council, Mayor, and local historic preservation organization. Given that no owner consent is required by the state legislation, it is recommended that owners not be allowed to veto a designation.

Demolition by Neglect

The Town has other ordinances that are relevant to building maintenance and preservation (see page 34 of this plan under “Building Codes” and “Maintenance”). It is recommended that the HDO be amended to specifically reference the International Building Code and the International Maintenance Code. In addition, the State enabling legislation provides explicit authority for enacting a “demolition by neglect” provision in the HDO. Such a provision is designed to provide appropriate safeguards to prevent property owners from ignoring maintenance items that impact the structural integrity of the historic resource. A “demolition by neglect” provision similar to the state model (see Appendix B) should be integrated into the HDO.

Clarification of Application for the Certificate of Appropriateness

The application requirements for a Certificate of Appropriateness must be clarified. It is recommended that the HDC’s rules and regulations be amended to include a list of

requirements for submittals. The requirements should include at a minimum, but not be limited to, the following information:

1. Name, address, and phone number of owner
2. Name, address, and phone number of professionals (architects, engineers, etc.)
3. Address of property
4. Short description of property and existing improvements
5. Photographs of building/site
6. Narrative description of work to be undertaken
7. Detailed drawing of work to be undertaken
8. Samples of materials to be used
9. "Cut sheets" of materials and new elements (e.g., manufacturers can provide information about types and styles of windows to be used)

The key issue for review of Certificates of Appropriateness is that the HDC be provided enough information to make an informed decision. Specificity in application requirements will streamline the process. The amount of detail required will depend on the type and size of the project. It is recommended that an application be developed which is comprehensive with respect to all information types which may be needed for the most complex project. However, a checklist should be part of the form so that the staff can meet with the applicant before submission to determine which information types will really be needed. It is important that a pre-application meeting occur between the applicant and staff for most projects in order to avoid problems at a later date. It is also recommended that applications not be "deemed complete" by the staff until all necessary information is provided. Only after the application is deemed complete should it be included on the agenda for meetings of the HDC. Regardless, there will always be occasional situations in which the rules on that approach might need to be bent because of the applicant's urgency and the fact that sufficient information will be available (and must be made available) in time for the meeting. However, such accommodations for applicants should be used carefully and sparingly in order not to be abused.

Design Guidelines Recommendations

Two sets of design guidelines have been used for several years by the Town of Collierville. One set, found in *Collierville Traditions*, relates to the core commercial area immediately surrounding the Town Square. These guidelines were developed in 1992. The second set of design guidelines is contained within the Town's Historic Zoning Ordinance (HZO), and it covers all properties within the local historic district boundary (see *Figure 1* on page 2). It is this second set which has legal force and is currently used by the Historic District Commission.

Critique of the Existing Design Guidelines

While the principles contained in the design guidelines within the HZO are generally good, the guidelines themselves are not particularly well organized. They are characterized by many people who have used them as being vague and inappropriate due to the variety of land uses within the district, as well as being generally difficult to use and understand. Particular criticisms include the following:

- *Poor organization* - it is difficult to find and reference specific topics or design issues.
- *Commercial building design guidelines are not specifically included* - relevant commercial design guidelines exist in the *Collierville Traditions* plan, but they have not been incorporated into the HZO and are not used by the HDC. The *Collierville Traditions* booklet contains some useful information related specifically to the commercial Town Square buildings, but it has its share of shortcomings. It is not well-organized, and some of the facade renderings do not appear to be consistent with the Secretary of the Interior's

Standards and Guidelines. On the other hand, most of the written design guidelines are technically sound. Although the booklet is not currently used by the HDC in its review of applications for Certificates of Appropriateness, it is recommended that those useful portions be integrated into the outline proposed for the revised design guidelines per Appendix C.

- *Lack of illustrations to help in understanding the guidelines.* Images of "appropriate" versus "inappropriate" design should be included in order to give the reader a full understanding of the guidelines text.
- *Inordinately large and complicated amount of material on signage in residential areas* - the issue of signage for commercial buildings is not specifically addressed.

Recommended Design Guideline Revisions

There is a basic need to revise or redraft the existing design guidelines contained within the HZO as follows:

Restructure Guidelines as an Ordinance Supplement

A first step would be remove the design guidelines (consisting primarily of Section 11-1304) out of the existing HZO, replacing it with language that references the design guidelines adopted by the HDC. The principal reason for this approach is to allow the HDC to be able to update and/or clarify the design guidelines based on their experiences with their implementation. This goal cannot be easily accomplished with the design guidelines included within a Town ordinance that requires any changes to be reviewed and passed by the Town's mayor and Alderman. As also noted previously in this plan, using the guidelines as an ordinance supplement rather than an actual part of the ordinance will give the HDC greater flexibility in how the guidelines are interpreted and used.

Distinction of Resource Types

The existing guidelines do not clearly differentiate between the residential and non-residential buildings in the district, and they appear to be weighted towards residential structures. When revised, the guidelines should clearly distinguish between requirements of residential and non-residential (i.e. commercial, institutional, etc.) structures as two separate sections of guidelines. It will also be necessary to provide guidance on what is expected for "historic" versus "non-historic" structures.

Organization & Graphics

Consideration should be given to revising the design guidelines to be organized with a clear numbering system to provide easy reference to specific sections and design issues. This approach will enable the HDC to clearly address specific concerns and recommendations when communicating with building owners. Also, graphics (photos, sketches, etc.) can provide valuable insight into the understanding of specific guidelines. In particular, images of "appropriate" design approaches versus "inappropriate" images would be especially helpful. The current design guidelines have no supporting graphics, and these are strongly encouraged.

Reference to Other Codes

The revised design guidelines document should include an explanation of Collierville's other codes. Summary information on the various building codes, zoning ordinances, and related regulations should be addressed concisely, indicating the purpose of each and how they relate or interact with the design guidelines. Property owners cannot be expected to keep up with all of the regulations, and they need some help in understanding them in order for the process to function smoothly. All of these regulatory components should function as a unified and fully integrated "package," with the design guidelines as merely one component

of this package. There should also be an explanation regarding which ordinance supercedes another and in what way it does so.

A revision of the existing historic zoning design guidelines is not a simple task, as there is much existing text to reorganize, as well as new text and graphics to be added. To assist the Town in this effort, this plan compares an outline of the existing design guidelines with a recommendation for revised design guidelines (See Appendix C). Appendix D takes the recommended outline and indicates where existing information is available and where deficiencies exist. With the intent of making the document more user friendly, it is also suggested that it be broken up into distinct sections. The appropriate sections that apply to a particular project can then be provided to the property owner or their representative, rather than the entire document.

Other Policy Considerations

While the Town's Historic Zoning Ordinance is the public policy having the most impact on the future of Collierville's historic core, other important regulatory considerations include the base land use zoning, building codes, maintenance and subdivisions/infill development.

Base Zoning Recommendations

An overview of the various zoning districts that currently encompass the local historic district was previously provided on page 11 under the heading "Public Policy Context."

Residential Uses

The Town Square and adjacent commercial areas are currently zoned Central Business District (CB), which does not allow upper-floor residential units "as of right" or as conditional uses. The purpose and intent for the CB zoning district, as outlined in section 11-505 in the *Town of Collierville Zoning Ordinance*, is "to provide for a wide range of retail, office, amusement, and service uses normally found in a central business district." Absent from this purpose and intent statement are residential uses, which are critical to the mixture of land uses that can truly enhance any historic downtown. Under current zoning, it is illegal for a business owner to live above their workplace or for a property owner to rehabilitate a structure for apartments. The Town should amend the purpose and intent statement to include residential as a use normally found in a central business district. Likewise, Table 11-302 in the zoning ordinance, *Uses permitted in each Zoning District in Collierville*, should be amended to include residential as a permitted secondary/accessory use.

Center Street

The Town should consider rezoning the properties along Center Street, between the railroad tracks and South Street, from General Commercial (GC) to Central Business District (CB). This area is presently characterized by vacant properties, commercial uses, and a public/institutional use (a new post office). As an important gateway into Downtown Collierville from the south, numerous streetscape improvements, including sidewalks, pedestrian crosswalks, and pedestrian-scale lighting, are already present along some portions of Center Street. Additional streetscape improvements are recommended later in this plan on page 39 and 40. Given the high occupancy rate and economic health of the Town Square, it is desirable to encourage the expansion of these types of uses south along Center Street. Rezoning these properties to CB would prohibit some potentially negative uses, such as car dealerships, wholesale trade businesses, and various light manufacturing operations. From a design standpoint, CB zoning would allow structures to be built at the front right-of-way line, which may encourage parking to be located to the side and rear of buildings. In addition, it is anticipated that the revised or new design guidelines will avoid strip commercial development patterns by requiring that buildings be built closer to the street and

that parking be located to the rear of structures. The rezoning and future design guidelines, coupled with the existing and future streetscape improvements, could be catalysts for high-quality development along Center Street that is more similar in design and scale to buildings on the Town Square.

Industrial Uses

Located south of the railroad tracks along Main Street within the historic district are some properties zoned for General Industrial (GI) use. These properties are currently occupied by various light industrial land uses. At present, there is no pressing reason to rezone these properties and render the existing land uses “non-conforming” to the base zoning. However, if properties along Center Street begin to redevelop, the Town should seriously consider rezoning the properties along Main Street from GI to CB. Rezoning these properties to CB would ensure that future development along Main Street is compatible with the character of development along Center Street, and with the historic district in general.

Building Codes

Collierville has had the advantage of having “enlightened” building codes officials who are willing to work with the “intent” of the code, rather than simply the “letter.” The current codes administrator understands that there is a need to be creative with codes when dealing with historic buildings. Collierville has also had the foresight over the past 15 years to establish important protective mechanisms, especially dealing with the problem of “demolition by neglect.” Recognizing that the Standard Building Code and Housing Code do not adequately address repair and maintenance issues, the Town adopted the *International Property Maintenance Code* (1998), which deals with the repair and maintenance of property, as well as structures. The Town’s codes department also places great value on training and education, and all of its inspectors are cross-trained in another discipline. Because of the strong staff and codes currently in place, no specific recommendations are needed. However, the Town must always make a conscious effort to be flexible with the application of codes for historic buildings, regardless of what staff capabilities exist in the future.

Maintenance

Maintenance is an important component of historic preservation. With little or no maintenance, important historic building components, and even entire buildings, can be lost forever. Nearly every community across the nation faces the long-standing problem of “demolition by neglect.” Collierville is relatively unique in that it already has in place a well-written building maintenance code, as noted above. The issue to be faced now is that of review and implementation to make effective use of this code. Once revised, the Town’s HDO design guidelines can incorporate information on appropriate maintenance techniques for historic buildings and materials.

Subdivisions & Infill Development

The revised design guidelines will need to provide historically appropriate principles for subdivisions and infill development, particularly given the existence of some remaining large vacant properties within the district. As already noted, several recent developments have employed typical suburban subdivision approaches to land planning and housing design that have no historic or appropriate basis. This type of typical post-1950’s subdivision should not be permitted within the district. Guidelines should advocate using traditional pre-WWII subdivision techniques that are historically-based and that respond to existing street frontages and setbacks to maintain the character of the local district. In light of the lack of a consistent development pattern within the local historic district, these guidelines will have to be used in a flexible manner to accommodate a variety of design scenarios. The following design principles should form the basis for more detailed guidelines for subdivisions and infill development within the local historic district:

Site Planning Principles

- *Street networks* should generally follow a grid or modified grid pattern
- *Street widths* should be kept to a minimal size necessary to properly function in an historic setting in order to be historically appropriate and for “traffic calming” benefits
- *Cul de sac roads* should be permitted in only the most extreme circumstances in which connections to other streets are not possible
- *Curb cuts/driveways* should be minimized on streets where they do not historically occur
- *On-street parking* should be allowed where feasible
- *Alleys* should be an option for vehicular access to individual properties and to minimize “garagescape” architecture
- *Streetscapes* should, where appropriate, utilize the components historically found in the district, including planting strips, street trees, sidewalks, and pedestrian-scaled lighting
- *Small greens* should be permitted where appropriate as a focal point for adjacent residences, and to maintain the large-lot pattern as seen from roadways to screen smaller lots.
- *Lot size* allowances for lots smaller than the current permitted lot size should be considered for compensating green space to preserve historic features.
- *Front yard setbacks* should be roughly consistent with those of adjacent properties in those cases in which adjacent buildings are considered to be historic and “contributing” to the character of the district and are adjacent along the existing streetscape. Setbacks within areas that are “contained” or not part of existing historic streets should be appropriate with the overall design concept but in no case should setbacks be less than 10 ft.
- *Reverse frontage*, in which the rear of a building fronts onto a street, should not be permitted.
- *Parking lots* should not front streets and/or should be screened.

Building Principles

- *Building scales and forms* should be compatible with the predominant architectural styles existing within the district
- *Roof forms and pitches* should relate to particular architectural styles identified as prevailing within the district (i.e., commercial is typically gently sloped roof with a parapet wall, while residential is typically pitched)
- *Building materials* should be consistent with those historically dominating within the district (i.e., commercial/institutional is typically brick, while residential is typically frame)
- *Windows and doors* should be vertically oriented and oriented in relation to building mass
- *Commercial storefronts* should be designed based upon historic precedents
- *Front porches and raised foundations* should exist on “most residences”, with minimum dimensions for both
- *Architectural components and detailing* (pediments, cornices, columns, balustrades, etc.) shall be consistent with historic composition and dimensions found within the district
- *Garages* should either not be permitted on the front facade of residences or they should utilize design techniques to greatly minimize their visual impact

See Appendix E for acceptable sample building elevations.

With respect to density, this is a key issue that has been debated by stakeholders within the district. It must be recognized that higher-density residential development can have a positive impact on the district, and particularly the Town Square area. By providing a larger population within the district, the Town Square can be that much more economically viable, which typically translates into increased preservation activities in those cases in which protective regulations exist, as in Collierville. On the other hand, densities should not be in conflict with the range of lot sizes found within the historic development pattern, and they should not conflict with current zoning.

Public Improvements

The primary public improvements recommended in the historic district are streetscape improvements. The streetscape is considered the area within the public right-of-way that can include:

- Sidewalks
- Planting strips
- Street lighting
- Street tree and other landscaping
- Street furniture (trash receptacles, benches, etc.)
- On-street parking
- Vehicular travel lanes, and
- Public signage

As the primary public spaces in the historic district, streetscapes directly influence people's experience as they walk or drive through the area. Consequently, quality streetscape design is critical to maintaining and enhancing the character of the historic district. This plan targets portions of five key streets for streetscape improvements, as shown on *Figure 6* on the following page.

Criteria used to select areas to expand streetscape improvements included:

- 1) Linkage to the Town Square, since it is the "heart" of the district
- 2) Areas highest traveled by both vehicles and pedestrians / Areas having high visibility
- 3) Areas with a high concentration of historic buildings that could be enhanced by the improvements
- 4) Areas with commercial development that could benefit from economic leveraging, and
- 5) Areas in the most physical need

Although not every street selected met all five criteria, the criteria provided a sound framework for identifying and ranking streetscape improvements.

The recommended cross-sections are based on dimensions measured at a particular point along the targeted streets. The points at which the cross-sections were measured and accompanying photographs were taken are indicated by a letter on *Figure 6*. The dimensions and conditions vary along the targeted streets, so the recommended cross-sections will have to be modified in response to these changes. However, the proposed cross-sections should serve as a conceptual guide for future streetscape improvements along the targeted streets in the historic district.

Streetscape improvements, particularly burying overhead wiring, can be very expensive and are not critical to the immediate success of the historic district. However, as funds become available for streetscape improvements, they should be prioritized as follows:

1. Street restriping for driving and parking lanes
2. Sidewalk extensions/curbing & planting strips
3. Historic lighting
4. Burying overhead wiring

The prioritization of these improvements is generally based on the balance of costs with the benefits to be gained. For example, restriping a street is relatively inexpensive in comparison to burying overhead wiring, yet can reap significant benefits to the function of the street.



Figure 6: Public Improvements

Town of Collierville
Collierville • Tennessee

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Therefore, the less expensive improvements having the greatest impact are given priority. A potential source of future funding may be the Town's existing development impact fee, which is currently being used to pay off the debt associated with the streetscape improvements on the Town Square. This debt will be paid of by the year 2014, at which time the Town may want to consider using the proceeds from this fee to fund additional streetscape improvements in the historic district (See page 48 for a discussion of this mechanism).

The streetscape improvements should be further prioritized based on streets as follows:

Priority I

Due to the potential impact that streetscape improvements along the one Priority I street (Poplar Avenue) can have on the historic district as a whole, it should be given the highest funding priority. Recommendations for Poplar Avenue are as follows:

Poplar Avenue/Highway 57

This street serves as the primary gateway into the historic district from both the east and the west. It is lined with historic homes having approximately 40-50 ft. setbacks. Some inappropriate infill development has occurred through the years. The existing cross-section, measured from point "A" on *Figure 6*, is characterized by:

- A total of 40 ft. of pavement, including two vehicular travel lanes, a continuous turn lane, and shoulders on both sides of the road
- A planting strip on both sides of the street between the curb and the sidewalk
- Sidewalks on both sides of the street
- Overhead wiring and large "cobra head" street lights

The key features of the recommended cross section illustrated on page 44 are:

- Historic street lights with projecting banners that indicate to pedestrians and automobiles that they have entered the historic district
- 5 ft. sidewalks and 6 ft. planting strips on both sides of the street. The width of the current sidewalks and planting strips can be increased by reclaiming the 3 ft. paint-striped shoulder that exists on both sides of the street.
- The replacement of the existing, continuous turn lane with a textured median, possibly concrete or pavers, in order to calm traffic and indicate to pedestrians and automobiles that they have entered the historic district. The textured median would still allow for turning vehicles.
- The placement of utilities and overhead wiring underground
- Street trees where needed

It is noteworthy that , because the road is a State highway, many of the improvements would require TDOT approval.

Priority II

Given their proximity to the Town Square and importance as connector streets, Main and Mulberry are designated Priority II streets.

Main Street

The portion of Main Street between Highway 57/Poplar Avenue and Mulberry Street serves as a northern gateway into the Town Square and includes a mixture of single-family residential and smaller scale commercial uses. The existing cross-section measured from "point B" is characterized by:

- A total of 40 ft. of pavement with two vehicular travel lanes and parallel, on-street parking on both sides of the street
- A planting strip and sidewalk on the east side of the street
- Pedestrian scale, historic street lighting on both sides of the street
- Utility poles and overhead wiring on both sides of the street

The key features of the recommended cross section illustrated on page 44 are:

- The addition of a 5 ft. landscape strip and a 5 ft. sidewalk on the west side of the street
- The addition of lighting and street trees on the west side of the street as needed
- Existing lanes have been restriped to provide two 10 ½ ft. travel lanes and 7 ½ ft. wide parallel parking on both sides of the street
- The placement of utilities and overhead wiring underground

Streetscape improvements are also needed for the portion of Main Street immediately north of the Town Square. On the west side of the street, a 6 ft. sidewalk exists, but there is no separation from the street, such as a planting strip or even a raised curb. The Town should consider reclaiming some of the street and creating a safer pedestrian environment.

Mulberry Street

Mulberry Street is a gateway into the town square from the west that connects to Walnut Street and is terminated by St. Patrick's Presbyterian Church. There are two distinct cross-sections along Mulberry Street, one located along the eastern portion of the street and the other located along the western portion of the street. The existing cross-section measured from "point C" is characterized by:

- A total of 38.5 ft. of pavement
- An 8 ft. sidewalk/curb cut on the north side of the street
- A 6 inch cutter that abuts the side of a building on the south side of the street
- Field observations and photos indicate that vehicles parallel park on the south side of the street although spaces are not paint-striped.

The key features of the recommended cross section illustrated on page 45 include:

- 4 ft. sidewalks on both sides of the street where not already present. It is recommended that curb cuts on the north side of the street be reduced to allow for a continuous sidewalk network.
- Two 11 ft. travel lanes
- 8.5 ft. wide paint-striped parallel parking spaces on the south side of the street.

Priority III

Priority III streets include Walnut Street and Center Street.

Walnut Street

Walnut Street functions as a civic gateway extending from Highway 57/Poplar Avenue to North Rowlett Drive. Located along the southern portion of Walnut Street are the Town Hall, existing library, and police station. The northern portion of the street contains Collierville Middle School

on the west side and an excellent stock of historic homes on the east side. The existing cross-section measured from “point D” is characterized by:

- A total of 33 ½ ft. of pavement including two travel lanes and a gutter on east side of the street
- A continuous sidewalk is provided on the east side of the street, while no sidewalk is present along the street frontage adjacent to Collierville Middle School on the west side of the street. A sidewalk begins along the west side of the street south of College Street and continues to North Rowlett Street
- Utility poles and overhead wiring along both sides of the street
- Large “cobra head” street lights

The key features of the recommended cross section illustrated on page 45 are:

- The addition of pedestrian scale historic lighting consistent in design and scale with the lighting along Main Street and Center Street
- Restriping the existing pavement to formally designate on-street parking on both sides of the street.
- The placement of utilities and overhead wiring underground.

Center Street

Center Street is the primary southern gateway into the study area from US Highway 72. These recommended streetscape improvements focus on the portion of Center Street between South Street and South Rowlett. Although Center Street already has a number of streetscape improvements (historic lighting, brick crosswalk, sidewalks, planting strips), some incompatible land uses currently diminish the feel of the area. As current uses along the street begin to transition to more appropriate uses, additional streetscape improvements will be warranted.

The existing cross-section measured from “point E” is characterized by:

- A total of 34 ft. of pavement, including two travel lanes and unstriped on-street parking on the west side of the street
- A 7 ft. planting strip on the west side of the street and a 5 ft. planting strip on the east side of the street (The width of the planting strip increases on the east side of the street in the vicinity of the post office)
- 5 ft. wide sidewalks on both sides of the street
- Historic street lighting on both sides of the street
- A crosswalk consisting of brick pavers at the intersection of South Street and Center Street

The key features of the recommended cross-section illustrated on page 46 are:

- The elimination and/or narrowing of unnecessary curb cuts in order to reconnect the sidewalks and create a safer pedestrian environment (This is a major problem on the east side of the street)
- Paint-striping to clearly indicate the recommended dimensions for the two driving lanes and one parking lane
- The placement of utilities and overhead wiring underground

Signage

While streetscape enhancements are the primary recommended public improvements for the local historic district, it is also recommended that special signage be considered for the district as funding becomes available.

District Signs

The *Figure 6* map on page 39 illustrates five key "gateway" entrances to the historic district. It is recommended that attractive but modestly-sized signage be provided at each of these points to announce the arrival into a special place. In general, the recommended locations correspond to the point at which the local historic district begins on the right-hand side of the road and/or the recommended streetscape improvements begin. While there are many options that might be considered, it is recommended that the signs project a strong sense of quality in both materials and design. One possibility is a carved and painted wooden sign using a subtly ornate design.

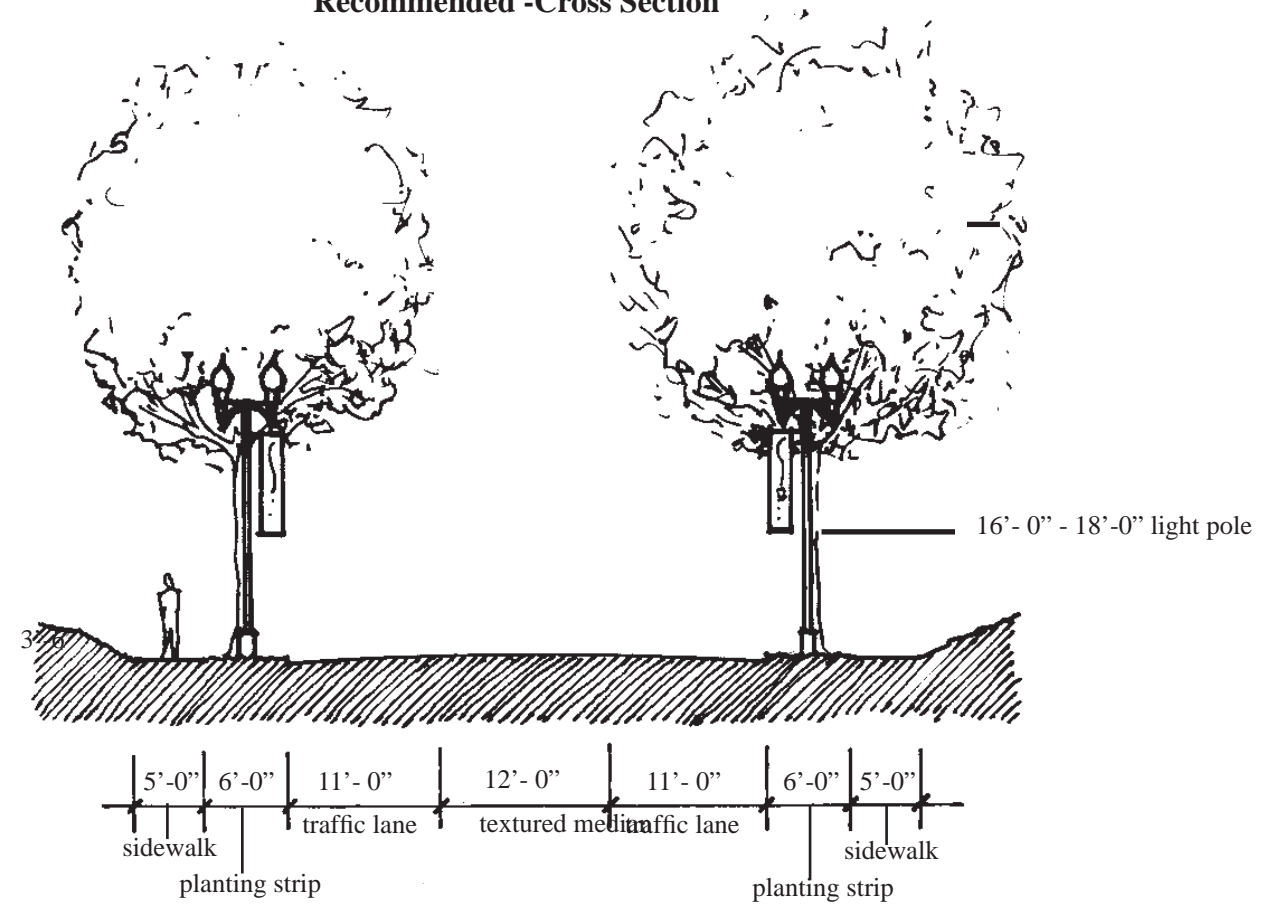
Poplar Avenue/Highway 57

Existing Conditions



Poplar Avenue/Highway 57

Recommended -Cross Section



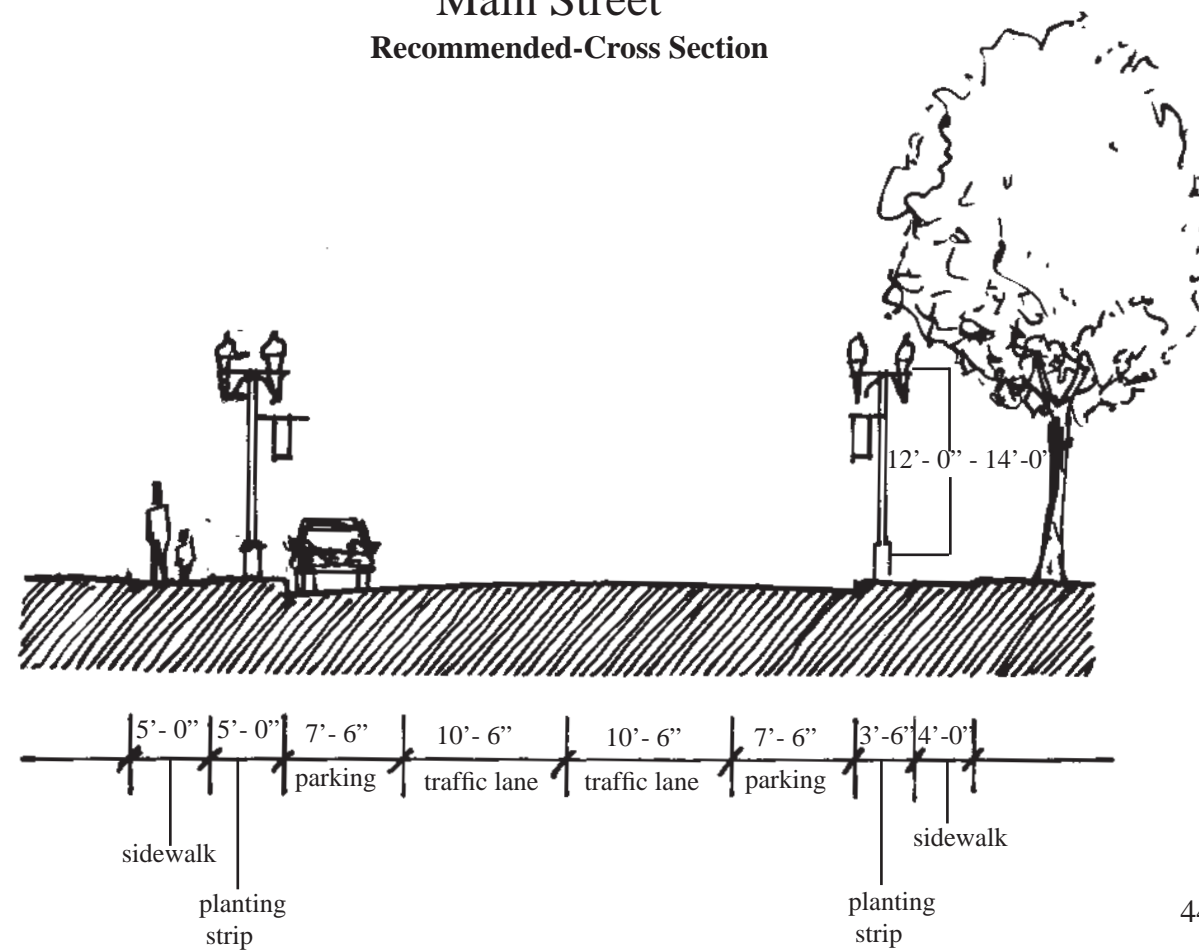
Existing Conditions



Main Street

Main Street

Recommended-Cross Section

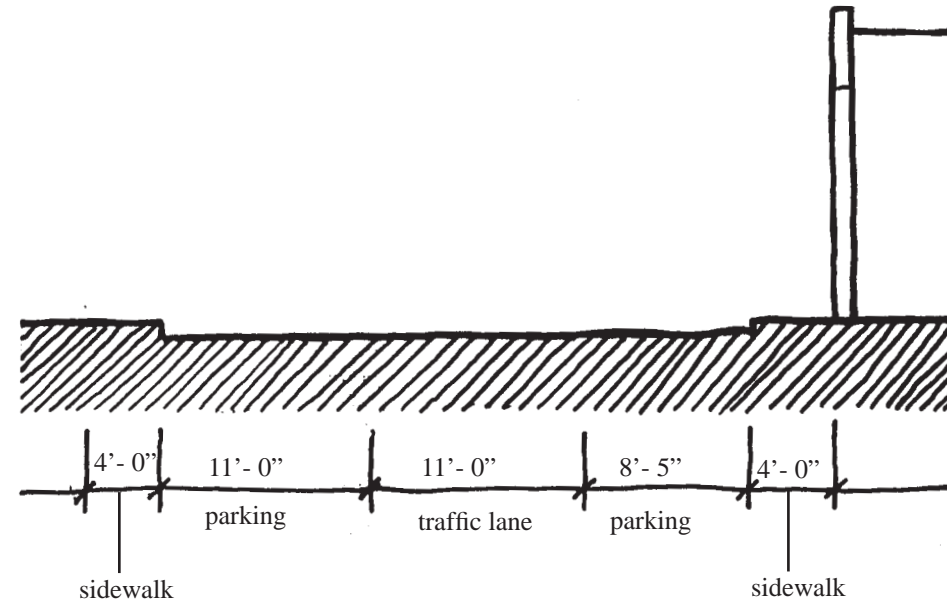


Existing Conditions



Mulberry Street

Mulberry Street
Recommended - Cross Section

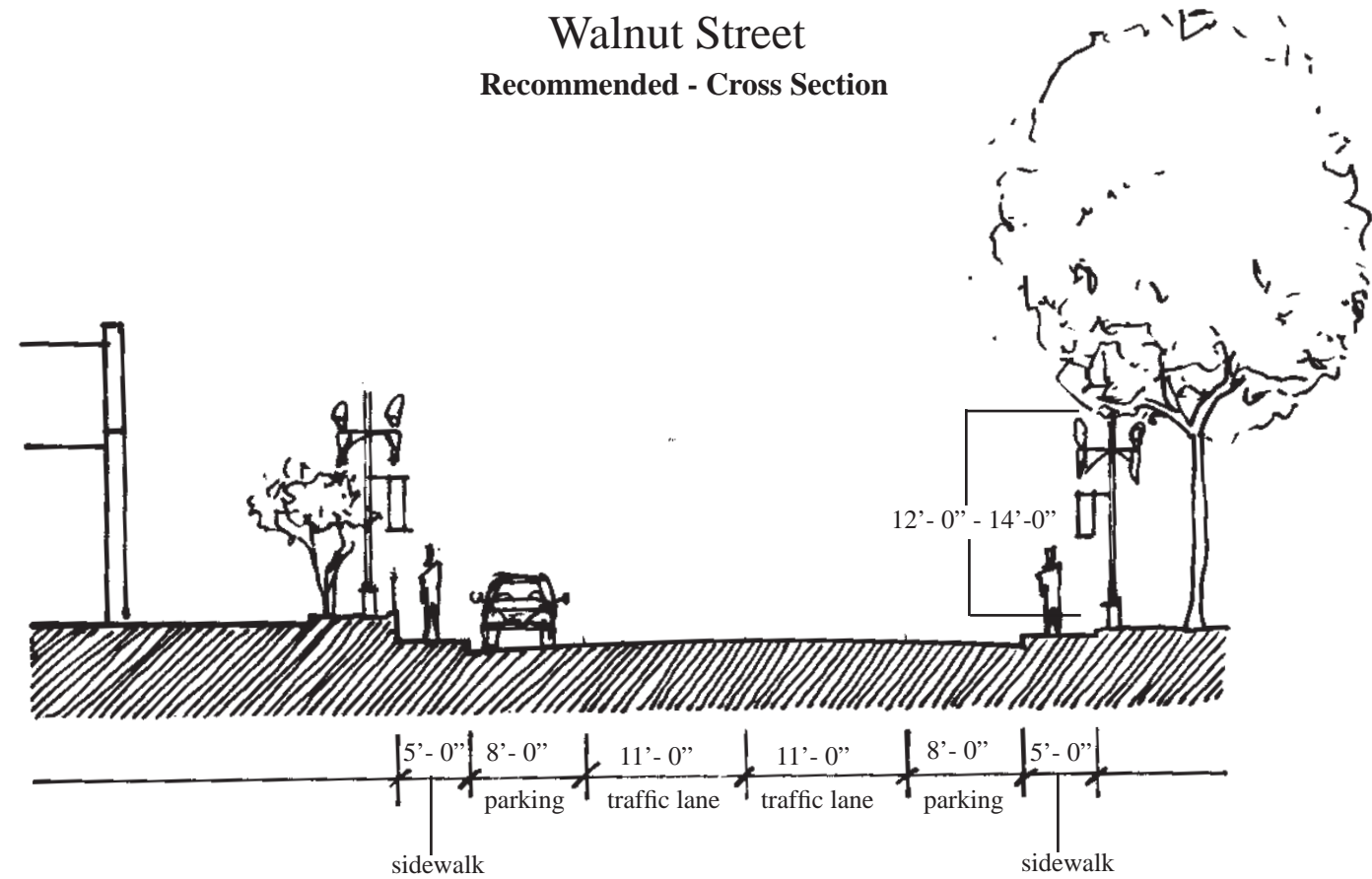


Existing Conditions



Walnut Street

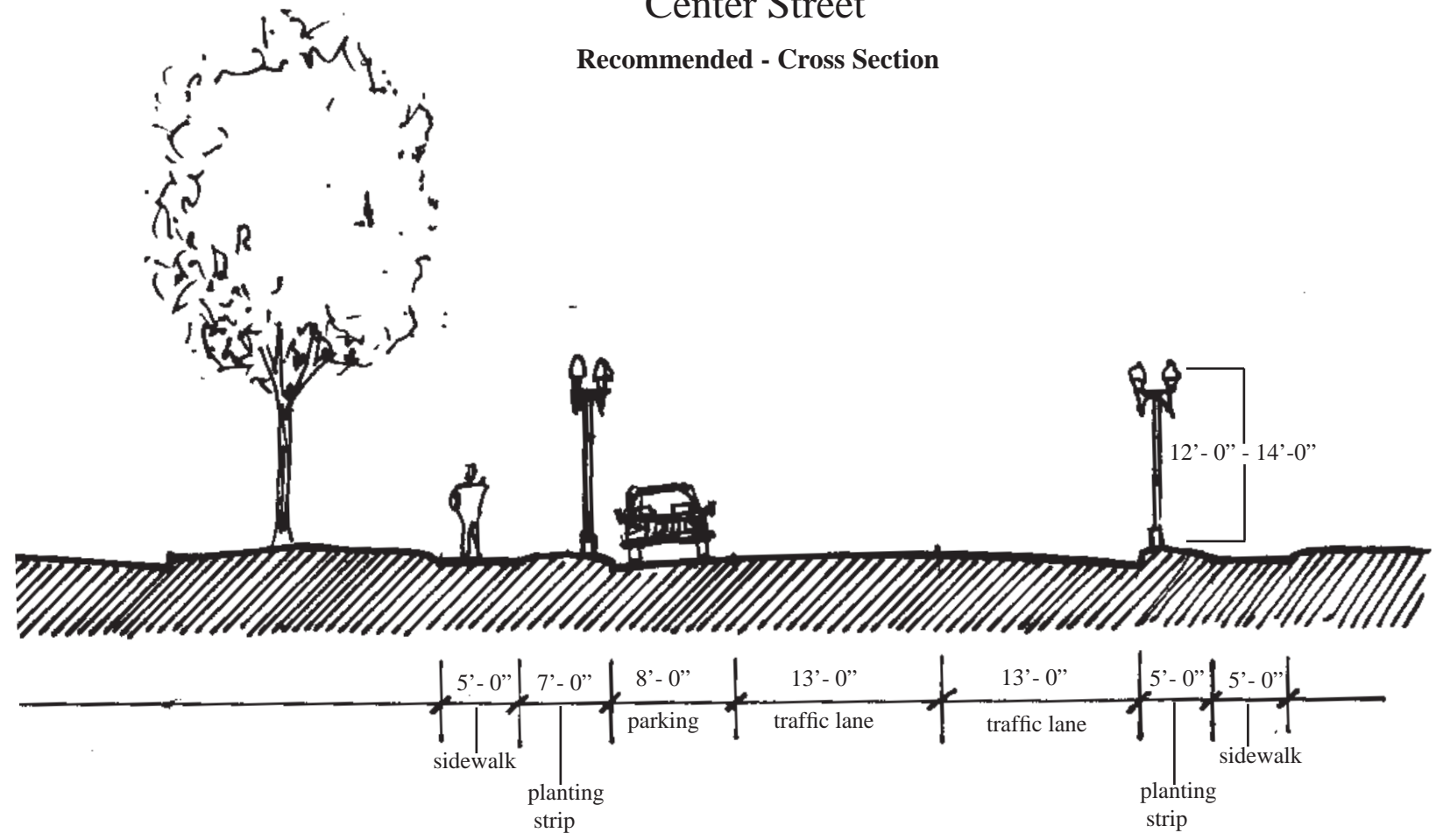
Walnut Street
Recommended - Cross Section



Existing Conditions



Center Street
Recommended - Cross Section



Incentives & Funding for Preservation

Existing Incentives & Funding

A variety of financial incentives and funding mechanisms for preservation are currently available to the Town of Collierville and its property owners. This plan section addresses ways in which the community can better utilize, promote, and/or improve these existing implementation tools.

Federal Investment Tax Credit for Rehabilitation

The Town and Main Street program should promote the availability of the federal rehabilitation investment tax credit. This incentive currently provides an income tax credit in the amount of 20% of the total rehabilitation costs for a certified rehabilitation. The tax credits are only available for income-producing properties, which excludes owner-occupied residential units. A building is eligible for the rehabilitation investment tax credit if it is:

- Listed on the National Register
- A contributing structure in a National Register District, or
- A contributing structure in a locally-designated historic district that has been certified by the National Park Service

The cost of the rehabilitation project must exceed the greater of the property's adjusted cost basis (original cost minus land value and depreciation taken) or \$5,000. The rehabilitation must also be consistent with the Secretary of the Interior's Standards and Guidelines for rehabilitation as interpreted by the Tennessee Historical Commission and the National Park Service.

To illustrate how significant this tax program can be, a developer/owner investing \$100,000 into a qualified rehabilitation would receive a \$20,000 tax credit, effectively reducing the \$100,000 worth of rehabilitation work to an \$80,000 cost. A great deal of free information about this program exists. The Town and Main Street program should actively promote this funding tool with the local real estate community.

Historic Preservation Fund (HPF) Grant Program

The National Historic Preservation Act authorizes a program of grants-in-aid to states for a wide variety of preservation programs and activities. Funding is used by states and local governments to pay part of the costs of surveys, comprehensive historic preservation plans, National Register nominations, brochures and educational materials, as well as architectural plans, historic structure reports, and engineering studies necessary to repair listed properties. Restoration ("bricks and mortar") development projects also are eligible within the limited funds available. All HPF-assisted activities must meet professional standards set by the Secretary of the Interior, and at least 10% of the State's allocation must be subgranted to assist Certified Local Governments (CLG's). Local governments which have a legitimate historic preservation program in place, as determined by the State Historic Preservation Office (Tennessee Historical Commission), qualify as CLG's and are given an advantage in the competition for these grant dollars. Collierville has qualified as a C.L.G. Applications for HPF grants are available by contacting the Tennessee Historical Commission. Funding decisions are made by the State rather than the National Park Service, which is the federal agency that administers the program.

Conservation Easements

Conservation easements provide a significant opportunity as a financial incentive for the preservation of historic resources. Under the State's Conservation Easement Act of 1981

(Section 66-9-301 of the Tennessee Statutes), a conservation easement, as applied to historic resources, means “an easement of view over the facade, or restrictions on the use of a structure included in the National Register or Tennessee Register whereby the external appearance of the structure is preserved by the sale, donation, or other surrender by the owner of the easement to a public body or exempt organization.” Such an easement or agreement, if consistent with Internal Revenue Service regulations, provides the owner with a charitable gift deduction on their federal taxes for the value of the conservation easement. In Collierville, the value of conservation easements on large parcels of residential property could be significant because, in most cases, the easement recipient would require the easement donor to give up all or a substantial portion of the development potential of the parcel. The use and promotion of conservation easements in Collierville should be further explored. Since there are no local not-for-profit historic preservation organizations with the financial and administrative capacity to undertake an easement program, the most likely easement recipient organization is the Town of Collierville. While this role is well within their municipal powers, it is unclear at this time whether the Town has an interest in taking on this responsibility.

Property Tax Exemptions

According to Section 67-5-218 of the Tennessee Statutes, all buildings that undergo rehabilitation and are listed on the Tennessee Register of Historic Places or the National Register of Historic Places are eligible for a 10 to 15 year property tax exemption. The exemption is available only in those counties and municipalities that choose affirmatively to participate in the program. According to a representative of the Tennessee Historical Commission, this incentive has never been implemented in Tennessee because, the state attorney general wrote an opinion that the incentive was unconstitutional under the Tennessee constitution. Reportedly, the Tennessee constitution allows for property tax abatements rather than exemptions.

Development Impact Fees

At present, the Historic District's primary public improvements exist in the form of streetscape-type enhancements associated with the Town Square. The Town made a substantial investment in this area a few years ago. Improvements have included landscaping, sidewalks, historic streetlights, and handicapped accessibility measures. In order to help pay for these improvements, all new commercial and industrial development in Collierville is assessed an impact fee that is earmarked for the Town's Historic Preservation Fund. These funds are used to retire the debt associated with physical improvements that have been completed on the Town Square. This debt is scheduled to be fully amortized by the year 2014. At that time, the Town may elect to either terminate the impact fee or continue it for additional improvements elsewhere in the historic district. The development fee amounts to \$0.25 per square foot of gross floor area and is applicable to all new office, industrial, and commercial development. According to Town representatives, the fund has a positive balance in excess of annual debt service.

Recommended Incentives & Funding

The following financial incentives and funding tools should be considered by the Town of Collierville:

Rehabilitation Grants & Loans

It is recommended that the Town provide incentive grants and low-interest loans for building rehab projects. Putting historic buildings to use and enhancing their appearance is a fundamental component of historic district revitalization. This effort could be accomplished at two different levels.

Grants for small-scale cosmetic improvements

An example of an incentive for small-scale improvements would be a 25% improvement cost matching grant not to exceed \$5,000 per project. While such a program would not assist property owners with major structural repairs for buildings, it might encourage cosmetic enhancements that provide very visible improvements. The Town and the Main Street program should take the lead in this program, and grants should only be provided to rehabilitations that: 1) follow the Secretary of the Interior's Standards and Guidelines for Rehabilitation, and 2) receive HDC approval. Such grants could particularly be targeted to enhance buildings located on the east side of the Town Square.

Low-interest loans for substantial rehab projects

Collierville's Main Street program should consider establishment of a low-interest loan program for substantial rehabilitation projects. It is recommended that both properties and projects would have to meet minimum levels of acceptability in order to qualify for the program, much in the way that the federal rehab tax credit is operated. An example of minimum criteria for projects is as follows:

- The structure should be at least 50 years old and be deemed as contributing to the historic district;
- The Project should be of a certain level of magnitude (% of property's adjusted cost basis); and
- The project must be approved by the HDC for consistency with the Secretary of Interior's Standards and Guidelines for Rehabilitation and the Town's design guidelines.

The success of such a program will rely on participation by local banks. Local banks should be encouraged to use funds to establish below market-rate loan pools for rehabilitation, as these funds can be credited toward their federal Community Reinvestment Act (CRA) requirements.

Small Business Loans & Grants

The Main Street program should promote the use of Small Business Administration (SBA) funds and other state small business loans and grants to businesses in Collierville's historic district. The SBA has several programs ranging from training opportunities to financial assistance. The Service Corps of Retired Executives (SCORE) program is administered by the SBA to provide counseling and training to small business owners. All of these programs can be valuable for the entrepreneur typical of the tenants in Collierville's historic commercial core.

Federal Tax Credit for the Rehabilitation of Historic Homes

Included in an omnibus tax bill vetoed by the President in 1999 was the Historic Homeownership Assistance Act. Hopefully, the Historic Homeownership Assistance Act will also be included in the 2000 tax bill that is presented to the President. The act, as currently proposed, would provide a 20% federal income tax credit to homeowners who rehabilitate or buy a "qualified" historic house. The maximum credit available is \$40,000 for a principal residence. Rehabilitation expenditures must be at least \$5,000 or the adjusted basis (total value of the property, minus the value of the land), whichever is higher. In Enterprise/Empowerment Zones and census tracts targeted as "distressed," the minimum rehabilitation investment must be \$5,000, and 5% of the total rehabilitation cost must be spent on the exterior of the structure.

Rehabilitations must also be consistent with the Secretary of Interior's Standards and Guidelines. Qualifying properties include single and multi-family residences, condos, and co-

ops listed on the National Register, or on a state or local register certified by the Secretary of the Interior. The credit can also be applied on the principal residence of a mixed-use building. The tax credit can be claimed over a five year period, which is beneficial in cases where the value of the credit exceeds the owners annual tax liability.

A special feature of the bill is the "*pass through*" provision, which allows a developer to rehabilitate a property and sell it to a homeowner with the credit. Taxpayers with little or no tax liability can convert the credit to a mortgage credit certificate to obtain a mortgage interest rate deduction from the lender. In Enterprise/Empowerment Zones and census tracts targeted as distressed, the tax credit can be used for down payment assistance for the purchase of a "qualified" historic home.

The provisions discussed above are subject to change during the Congressional session. If the bill ultimately becomes law, the provisions could differ substantially from the act as currently proposed.

Implementation

This implementation matrix provides a summary of the key plan recommendations, as well as the recommended time frame, and the page of the plan where the recommendation is explained. Because of the nature of each recommendation, it is envisioned that the Town would take the lead in spearheading implementation. With respect to time frame, short-term recommendations should generally occur within one (1) to two (2) years, mid-term recommendation should occur within two (2) to five (5) years, and long-term recommendations would occur after five (5) years.

Recommended Action	Time Frame	Page
<i>HISTORIC ZONING ORDINANCE</i>		
Revise Table of Contents	Short Term	29
Language consistency	Short Term	29
Revision of Purpose & Intent	Short Term	29
Reduction of number of HDC members	Short Term	29
Removal of existing design guidelines from HDO	Short Term	29
Amend HDC composition requirements	Short Term	30
Amend HDC membership terms	Short Term	30
Allow HDC subdivision and zoning review	Short Term	30
Designation of individual properties outside of historic district	Short Term	31
Amend HDO to allow administrative review	Short Term	31
Amend HDO to not require owner consent for historic district designation	Short Term	31
Integration of "demolition by neglect" provision into HDO	Short Term	31
Clarify application for Certificate of Appropriateness	Short Term	31
<i>DESIGN GUIDELINES</i>		
Restructure guidelines as ordinance supplement	Short Term	33
Distinguish resource types	Short Term	33
Organization and graphic revisions	Short Term	33
References to other codes	Short Term	33
<i>OTHER POLICY CONSIDERATIONS</i>		
Allow residential uses "as of right" downtown	Short Term	34
Rezone Center Street to Central Business District (CB)	Short Term	35
Rezone Main Street from General Industrial (GI) to Central Business District	Short Term	
Insert building maintenance information into the design guidelines	Short Term	35
Develop detailed design guidelines for subdivision and infill development within the historic district	Short Term	35
<i>PUBLIC IMPROVEMENTS</i>		
Priority I streetscape improvements	Mid Term	40
Priority II streetscape improvements	Long Term	40
Priority III streetscape improvements	Long Term	41
Historic District Signage	Mid Term	43

Appendix A:

Historic District Ordinance

COLLIERVILLE

Historic District Ordinance

The Collierville Historic District Ordinance (HDO) is a well-written and comprehensive historic preservation ordinance. Like most ordinances of this type in Tennessee communities, the HDO creates a zoning overlay district for the historic district. The HDO contains the major components of a comprehensive ordinance including sections on the powers and duties of the Historic District Commission (HDC), composition of the HDC, administration of certificate of appropriateness applications, certificate of economic hardship applications, affirmative maintenance, injunctive powers and penalties, and appeals from decisions of the HDC. Nevertheless, based on our interviews with HDC members, Town staff, and residents and business people familiar with the historic district we believe that there are a number of provisions in the HDO that should be improved through changes in existing language or the addition of new language.

Based on our review and analysis of the HDO, we believe that the following changes must be considered.

1. Add additional language to "Purpose and Intent" provision to include other purposes such as "to protect and increase property values," among others. In addition, this section should reference the state enabling legislation for historic district zoning.
2. Add language regarding specific professional representation on the HDC. Consideration should be given to reducing the size of the HDC from nine to seven and to increasing the length of the terms for commission members. One year terms subject the Commission and its members to political retribution in the decision making process and could place significant strain on staff resources if the Mayor and Council choose to replace all Commission members at the end of the one year term. All of the replacement members would have to be trained and brought up to speed on the HDC decision making process, and significant experience, continuity, and institutional memory is lost under such a system.
3. Specific powers must be added to provide for review of requests for subdivision and lot consolidation.
4. Create procedures for designation of individual landmark buildings outside of the historic district.
5. Create procedures for administrative review of minor changes to existing buildings within the historic district.
6. Further study provisions allowing owner nomination and removal from the historic district.
7. Create specific procedures for review of requests for subdivision and lot consolidation.
8. Consider removing design guidelines from the HDO to provide flexibility in the process of updating and interpretation.
9. Clearly reference other Town ordinances that are important to the administration of the HDO including the International Existing Building Code and the International Maintenance Code.
10. Provide clear application requirements so that the HDC has sufficient information for its decisions. This does not need to be in the HDO but should be provided on the application and in the rules and regulations governing the HDC.

Appendix B:

Model “Demolition by Neglect” Ordinance

Appendix C:

A Comparison of Existing & Proposed
Guideline Outlines

A Comparison of Existing and Proposed Design Guideline Outlines

Existing Design Guideline Organization

- A. *Purpose*
- B. *General Guidelines*
 - 1. Definition
 - 2. General Principles
- C. *Alteration/Additions to Existing Buildings*
 - 1. Definition
 - 2. General Principles
 - 3. Guidelines for Alteration
 - 4. Business Signs
 - 5. Landscaping
- D. *New Construction/Infill*
 - 1. Definition
 - 2. General Principles
 - 3. Guidelines for New Construction
- E. *Demolition*
 - 1. Definition
 - 2. General Principles
 - 3. Conditions
- E. *Relocation*
 - 1. Definition
 - 2. General Principles
 - 3. Guidelines for Relocation

Proposed Design Guideline Organization

- Part 1: Administrative*
 - 1.1 Purpose
 - 1.2 Application, Review, Approval Process
 - 1.3 Application Form
 - 1.4 General Rehab Guidelines
 - 1.5 Approval/Permit Guideline Chart
 - 1.6 Glossary
- Part 2: Rehab/Addition Guidelines for Existing Residential Buildings*
 - 2.1 General Principles (historic)
 - 2.2 General Principles (non-historic)
 - 2.3 Materials
 - 2.4 Foundations
 - 2.5 Walls
 - 2.6 Roof & Roof Components
 - 2.7 Doors & Windows
 - 2.8 Architectural Details
 - 2.9 Porches
 - 2.10 Additions
 - 2.11 Painting
 - 2.12 Mechanical Systems
 - 2.13 Outbuildings
- Part 3: Rehab/Addition Guidelines for Existing Commercial/Institutional Buildings*
 - 3.1 General Principles (historic)
 - 3.2 General Principles (non-historic)
 - 3.3 Materials
 - 3.4 Foundations and Walls
 - 3.5 Roof and Roof Components
 - 3.6 Doors & Windows
 - 3.7 Storefront
 - 3.8 Architectural Details
 - 3.9 Miscellaneous Components
- Part 4: Guidelines for New/Infill Construction*
 - 4.1 General Principles - Residential
 - 4.2 Residential Components
 - 4.3 General Principles - Commercial/Institutional
 - 4.4 Commercial/Institutional Components
- Part 5: Miscellaneous*
 - 5.1 Site and Streetscapes
 - 5.2 Subdivisions
 - 5.3 Signage
 - 5.4 Demolition
 - 5.5 Relocation

Appendix D:

Proposed Design Guideline
Organization/Information Sources

Proposed Design Guideline Organization/Information Sources

Part: <u>Main Topic</u>	<u>Sub-Topic</u>	Existing <u>HDO/DG</u>	Collierville <u>Traditions</u>	<u>Comments</u>
Part 1: Purpose				
1.1	Purpose of Design Guidelines	A, p. 13.6		
1.2	Application, Review, Approval Process			Develop text
1.3	Application Form			Existing form
1.4	General Rehab Design Guidelines	B 1-11, p. 13.6 C 1 / 2 a-l, p. 13.8-9		
1.5	Approval/Permit Guideline Chart			Develop chart showing when permit/review is required for particular activities
1.6	Glossary			Develop text based on technical vocabulary used in the guidelines
Part 2: Design Guidelines for Existing Residential Buildings (Renovation/Addition)				
2.1	General Principles - historic buildings			
2.2	General Principles - non-historic buildings			
2.3	Materials	C 3g, p. 13.11		
2.4	Foundations			
2.5	Walls			
	Masonry	C 3h, p. 13.11		
	Wood	C 3i, p. 13.12		
	Other			
2.6	Roof			
	Forms/Materials	C 3b, 13.9		
	Dormers			
	Gutters/Downspouts			
	Chimneys			
	Skylights, Solar Panels			
2.7	Doors & Windows	C 3d-e, p. 13.10		
2.8	Architectural Detail	C 3f, p. 13.11		
2.9	Porches	C 3c, p. 13.10		
2.10	Additions	C 3a, p. 13.9		
2.11	Color	C 3j, p. 13.12		
2.12	HVAC/Systems			
2.13	Outbuildings			

Part: Existing Collierville

<u>Main Topic</u>	<u>Sub-Topic</u>	<u>HDO/DG</u>	<u>Traditions</u>	<u>Comments</u>
Part 3: Design Guidelines for Existing Commercial/Institutional Buildings (Renovation/Addition)				
3.1	Components		p. 167-170	
3.2	Historic	Review criteria	p. 172	
3.3	Non-historic	Review criteria	p. 174	
3.4	Materials			
3.5	Foundations and Walls			
3.6	Roof and Roof Components			
3.7	Storefronts			
3.8	Architectural Details			
3.9	Painting			
3.9	Miscellaneous Components			
Part 4: Design Guidelines for New Construction				
4.1	General Principles - Residential	D, p. 13.18 -.20	p. 183	
4.2	Residential Components			Need to develop these
4.3	General Principles - Commercial/Institutional			
4.4	Commercial/Institutional Components			
	General		p. 166	
	Bulk		p. 166/176	
	Design approaches		p. 171	
	Masonry		p. 178	
	Storefronts		p. 179	
	Awnings/Canopies		p. 180	
	Signs		p. 181	
	Non-historic Design approaches		p. 171	
	Components		p. 182-183	

<u>Part:</u> <u>Main Topic</u>	<u>Sub-Topic</u>	<u>Existing</u> <u>HDO/DG</u>	<u>Collierville</u> <u>Traditions</u>	<u>Comments</u>
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Part 5: Miscellaneous

5.1	Sites/Streetscapes	General Appurtenances Fences	C 5, p. 13.16-.17 C 3k, p. 13.12 C 3l, p. 13.12		
5.2	Subdivisions				Need to develop guidelines for this
5.3	Signs	Residential Commercial	C 3m, p. 13.13 C 4, p. 13.13-.16	p. 181	Needs extensive revision/simplification
5.4	Demolition		Section E, p. 13.21		
5.5	Relocation		Section F, p. 13.22		

Appendix E:

Sample Elevations

Sample Elevations

Collierville, TN Historic District



Appendix F:

The National Register Criteria for Evaluation