



City of Franklin

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

Meeting Minutes

Work Session

Tuesday, April 25, 2023

5:00 PM

Board Room

CALL TO ORDER

Mayor Moore called the meeting to order at 05:00 PM

Board Members Present: Ann Petersen, Gabrielle Hanson, Jason Potts, Beverly Burger, Matt Brown, Clyde Barnhill, Patrick Baggett

Board Members Absent: Brandy Blanton

Staff Present: Eric Stuckey, Shauna Billingsley, Vernon Gerth, Mark Hilty, Kristine Brock, Angie Johnson

CITIZEN COMMENTS

Paul Lebovitz, 102 Winslow Road, Franklin, TN, is opposed to the Middle 8 Project constructed by Kiser + Vogrin Design.

Comments on agenda items may be made in person at City Hall or by emailing recorder@franklinton.gov before noon on the day of the meeting. Comments will be submitted for the record.

WORK SESSION DISCUSSION ITEMS

1. Presentation Of 2022 Franklin Citizen Survey Results

Sponsors: Eric Stuckey, Michael Walters Young

In 2016, the City of Franklin first contracted with the National Research Center (now Polco, Inc.) to survey Franklin residents via the use of their National Citizens Survey tool. This standardized, nationwide survey is used in hundreds of cities of all sizes nationwide annually. The City of Franklin is able to use the results not only to gain insight into citizen attitudes about civic matters but also customer attitudes regarding services provided by the City. Staff has generally waited about two and half years in between conducting the surveys.

This year, the surveys were sent out to 2,800 randomly selected households. They were received beginning on October 24, 2022. Completed surveys were collected over the following eight weeks. An additional opportunity to take the survey in a non-scientific manner was opened to the general public on November 28, 2022 for two weeks. Between the two opportunities, 665 responses were received (448 responses to the controlled/randomly-selected survey and 217 to the online non-controlled survey).

Overall Survey Results:

- Residents appreciate many aspects of the City's leadership and governance.
- Many aspects of Franklin's community design have received positive reviews, but residents identify some areas of opportunity for the City.
- Franklin's economy is strong, but poses challenges to community livability. The survey identified short-term economic concerns.
- Franklin's educational and cultural opportunities are a valued aspect of community livability, leading to a high quality of life.

Next Steps:

- Integrate findings into FY 2024 Budget
- Integrate findings into the City's Open Performance Website
- Encourage citizens to review the detailed reports and take citizen survey findings into account when allocating resources during current and future budget processes.
- Use this information to support the update of FranklinForward – The City's Strategic Plan.
- Plan to engage Franklin residents again with another survey in two years (2024/FY 2025)

Mayor Moore asks whether the metrics in Franklin's Strategic Plan and the metrics for this survey have aligned negative trends?

Answer: Yes, where they overlap. For example, management of growth is a survey metric and a strategic plan metric. Otherwise, there is not a lot of correlation. The strategic plan metrics measure specific questions, such as collection rates, sales tax, AAA bond rating, tourism rates, crime rates, emergency response rates, etc.

Alderman Brown assumes that the survey was evenly distributed across the City. He is curious if Staff created a heat map of where the responses came from geographically. He believes that would be relevant to see how it skewed answers. For example, people living on Franklin Road may have a strong perception of how Franklin handles construction growth and mobility.

Answer: Staff will verify the availability of that information. There is a map for distribution of surveys, but participation was optional. Hence, responses may not be evenly distributed across the City.

Mr. Stuckey notes that response rates were low, so he is curious to analyze the engagement metrics in more depth. The survey was sent out later in the year, but otherwise, it was promoted the same as it was in the past. He wonders if perception of the City's performance was skewed since people are often more inclined to respond or engage if they have negative experiences to report.

Alderman Burger requests that the next survey tackle more questions specific to challenges in Franklin, such as density, affordable housing, and opinions on mixed-use communities.

Mr. Stuckey reminds the Board that there are only about 5 custom questions. The others are locked in so results can be benchmarked against other entities that take the survey. He urges the Board to send Staff sample questions for the next survey that touches on these emerging issues in the community.

Alderman Baggett wants to clarify the "affordable workforce housing" term in the survey. It can have different interpretations when the wording changes slightly. For example, the survey mentions "affordable quality housing" as well - is that referencing the same issue?

Answer: That clarification is critical because there is a strict definition for "workforce housing." Mr Stuckey recommends this as a custom question in the next survey.

Alderman Potts commends Alderman Baggett for bringing up this issue. On the Housing Commission, he states that they are working towards better defining "workforce housing." The wordsmithing is important. Staff can also guide the question towards cost of housing to gather the same information.

Mayor Moore invites Emily Wright, Planning Director, to compare the survey results and trends to the Envision Franklin survey. She states that the results are consistent with the Franklin Citizen Survey takeaways. Affordable housing, housing supply, housing diversity, transportation concerns, walkability, traffic, managed growth, and preservation of natural beauty were consistencies among both surveys. This can guide the future housing strategy and growth management strategy in the City's Strategic Plan.

Vice Mayor Barnhill wants to clarify if the responses represent individuals or residences?

Answer: One survey per residence based on the most updated mailing list from the United States Postal Service and cross referenced with City GIS files. This ensures the respondents only come from people within Franklin city limits.

Alderman Burger reiterates that there are factors outside of the Board's control, such as land cost, cost of living, desirability, and diversity to keep in mind when viewing results.

2. Consideration Of Special Event Permit For Bluegrass Along The Harpeth In Downtown Franklin On July 21 - 22, 2023

Sponsors: Milissa Reiersen, Monique McCullough

Bluegrass Along the Harpeth is an annual event held in Downtown Franklin. The applicant is expecting 3,000 attendees. The request includes the closure on Friday of Main Street from 2nd Avenue to 4th Avenue beginning at 4 p.m. and the closure of all four quadrants of the Square at 5 a.m.

The item is expected on the May 9, 2023 Board of Mayor and Aldermen Meeting for consideration.

3. *Consideration Of Resolution 2023-03, A Resolution To Adopt A Funding Policy For The Closed Pension

Sponsors: Kristine Brock

On 10/28/2014, the Board of Mayor and Aldermen adopted a Funding Policy for the City of Franklin Pension Plan, now referred to as the "Closed Plan", in accordance with requirements of TCA 9-3- 504(c). Periodically, the State of Tennessee Department of Treasury reviews funding policies of public pensions and provides written comments to local governments. In letters dated December 7, 2022 and December 15, 2022, the City received three requests for changes to the adopted Funding Policy.

1. The valuation method of the actuarial report shall be changed to utilize the asset smoothing method. The difference between the amount actually earned and the earnings assumption for a particular year shall be amortized in level amounts. The asset smoothing period shall be five years. There shall be a corridor so that the actuarial value of assets cannot be 20% more than nor 20% less than the market value of assets existing as of the actuarial valuation date. By revising this section of the Funding Policy, the City will utilize a similar valuation method as TCRS.
2. The use of mortality assumptions, which includes expected improvement in life expectancy, will be utilized for fiscal years beginning after June 15, 2024, in accordance with TCA 9-3-504(c)4.
3. The investment earnings assumption to calculate the Actuarially Determined Contribution is established by resolution of the Board of Mayor and Aldermen and may not exceed the TCRS earnings assumption by more than fifty (50) basis points in accordance with TCA 9-3-504(c)5.

The item is expected on the April 25, 2023 Board of Mayor and Aldermen Meeting for consideration.

4. Acknowledgement Of Progress Report On Resolution 2022-57, A Resolution Adopting A Plan Of Services For The Annexation Of Property, Located At 517 Franklin Road, By The City Of Franklin, Tennessee

Sponsors: Emily Wright, Amy Diaz-Barriga

Changes were made to State Law, effective May 2015, that affected the annexation process, including the Plan of Services adopted as part of an annexation. Not only is a Plan of Service required for any annexation considered by a municipality, but a progress report is required six months after the adoption of the Plan of Services and annually thereafter until such a time as the City has fulfilled all of its obligations. The progress report is required to be published in a newspaper of general circulation, and a public hearing is required to be held. The progress report provided identifies only the City's obligations for extending services to the annexed properties. It should be noted that many times, the Plan of Services is written to require the extension of public infrastructure as development occurs, and not necessarily immediately after an annexation becomes effective.

This public hearing addresses the Plan of Services for one property located at 517 Franklin Road. This property was annexed by Resolution 2022-58, which became effective on October 25, 2022. Currently, the property is zoned Residential 1 (R1), and has no active development applications with the City. At this time, the City has fulfilled any and all of its obligations as outlined in Resolution 2022-57. There will be no other reports given for this Plan of Services.

The item is expected on the May 23, 2023 Board of Mayor and Aldermen Meeting for Public Hearing.

5. Acknowledgement Of Progress Report On Resolution 2022-37, A Resolution Adopting A Plan Of Services For The Annexation Of Property, Located East Of The Intersection Of Peytonsville Road And Pratt Lane, Outside Of The Southeastern Part Of The Franklin Urban Growth Boundary (UGB), By The City Of Franklin, Tennessee

Sponsors: Emily Wright, Amy Diaz-Barriga

Changes were made to State Law, effective May 2015, that affected the annexation process, including the Plan of Services adopted as part of an annexation. Not only is a Plan of Service required for any annexation considered by a municipality, but a progress report is required six months after the adoption of the Plan of Services and annually thereafter until such a time as the City has fulfilled all of its obligations. The progress report is required to be published in a newspaper of general circulation, and a public hearing is required to be held. The progress report provided identifies only the City's obligations for extending services to the annexed properties. It should be noted that many times, the Plan of Services is written to require the extension of public infrastructure as development occurs, and not necessarily immediately after an annexation becomes effective.

This public hearing addresses the Plan of Services for one property located along Peytonsville Road. This property was annexed by referendum, which became effective on December 18, 2022 (thirty days after the certification of election results). Currently, the property is zoned Estate Residential, and has no active development applications with the City. At this time, the City has fulfilled any and all of its obligations as outlined in Resolution 2022-37. There will be no other reports given for this Plan of Services.

The item is expected on the May 23, 2023 Board of Mayor and Aldermen Meeting for Public Hearing.

6. Consideration Of Resolution 2023-20, A Resolution Declaring That The City Will Adopt The Fourth Year Annual Action Plan For Community Development Block Grant Funding For The City Of Franklin, Tennessee

Sponsors: Tom Marsh, Kathleen Sauseda

The Annual Action Plan reflects how the City of Franklin intends to disperse the Community Development Block Grant (CDBG) funds for the program year 2024. The City has not yet received notice from the Department of Housing and Urban Development (HUD) that defines the grant amount for the year, but for planning purposes it is anticipated to be approximately \$375,000. This plan reflects projects that were identified in the five-year 2020-2025 Consolidated Plan that was approved by the BOMA in May of 2020. This same plan was accepted and approved by HUD in August of 2020. Specific categories of expenditure are:

- Community Based Development Organization (CBDO) - \$100,000
- Public Facilities - \$200,000
- Admin (always 20%) - 75,000

The item is expected on the May 9, 2023 Board of Mayor and Aldermen Meeting for consideration.

7. **Consideration Of Procurement Award To Franklin Disposal, LLC Of Franklin, Tennessee In The Amount Of \$3.19 Per Container Per Service Day For Servicing Public Refuse Collection Containers Located In Downtown Franklin For A Term Of Award For The Solid Waste Collection Division Of The Sanitation And Environmental Services Department (Purchasing Office Procurement Solicitation No. 2023-012; Contract No. 2023-0084)**

Sponsors: Jack Tucker

The purpose of this procurement is to purchase servicing the approximately 55 public refuse collection containers located in areas of downtown Franklin as specified, with services as specified to be rendered either three (3) days per week (Friday through Sunday only) or seven (7) days per week (Monday through Sunday), for a term of service of approximately one (1) year with four (4) options to extend the term of service, each time for up to one (1) additional year, for a maximum possible term of service of five (5) years total.

The item is expected on the May 23, 2023 Board of Mayor and Aldermen Meeting for consideration.

8. **Consideration Of Procurement Award To Securian Life Insurance Company Of St. Paul, Minnesota In The Total Estimated Fee Of \$208,916.92 Per Year For Voluntary Life Insurance And Voluntary Short-Term Disability Products For Employees For A Term Of Award For The Human Resources Department (Purchasing Office Procurement Solicitation No. 2023-015; Contract No. 2023-0092)**

Sponsors: Kevin Townsel, Sara Sylvis

The purpose of this procurement is to purchase voluntary life insurance and voluntary short-term disability products for employees for a term of award of three (3) years, tentatively effective July 1, 2023, with two (2) options to extend, each time for up to one (1) additional year. These City-offered employee benefits may be purchased at the employee's sole expense at designated opportunities.

The item is expected on the May 9, 2023 Board of Mayor and Aldermen Meeting for consideration.

9. **Consideration Of Procurement Award To Hawkins, Inc. Of Roseville, Minnesota In The Total Estimated Amount Of \$667,048.40 Per Year For The Supply And Delivery Upon Demand Of Sodium Hypochlorite For The Water Treatment Division And The Water Reclamation Division Of The Water Management Department (Purchasing Office Procurement Solicitation No. 2023-011(a); Contract No. 2023-0087)**

Sponsors: Michelle Hatcher

The purpose of this procurement is to establish unit pricing for the supply and delivery upon demand of sodium hypochlorite (also known as bleach) for an initial one (1) year term of award with a targeted effective date of June 1, 2023, with up to four (4) options to extend, each time for up to one (1) additional year, for the Water Management Department. This chemical is used for routine operations at both the City's Water Treatment Plant as well as the City's Water Reclamation Facility.

The item is expected on the May 23, 2023 Board of Mayor and Aldermen Meeting for consideration.

10. **Consideration Of Procurement Award To Hawkins, Inc. Of Roseville, Minnesota In The Total Estimated Amount Of \$83,601.20 Per Year For The Supply And Delivery Upon Demand Of Sodium Hydroxide For The Water Treatment Division And The Water Reclamation Division Of The Water Management Department (Purchasing Office Procurement Solicitation No. 2023-011(b); Contract No. 2023-0088)**

Sponsors: Michelle Hatcher

The purpose of this procurement is to establish unit pricing for the supply and delivery upon demand of sodium hydroxide (also known as caustic soda) for an initial one (1) year term of award with a targeted effective date of June 1, 2023, with up to four (4) options to extend, each time for up to one (1) additional year, for the Water Management Department. This chemical is used for routine operations at both the City's Water Treatment Plant as well as the City's Water Reclamation Facility.

The item is expected on the May 23, 2023 Board of Mayor and Aldermen Meeting for consideration.

11. Initial Discussion Of Alternative Site Analysis For The New City Hall

Sponsors: Vernon Gerth, Kelly Dannenfesler, Joe Marlo

During a Special BOMA Work Session on January 4, 2023, the Franklin Board of Mayor and Aldermen requested Staff that evaluate the cost savings and implications of building a new City Hall on another site in or near downtown Franklin. In completing this analysis, Staff made several assumptions in identifying potential sites, completing due diligence, the property procurement process, design, and construction scheduling, inflation, and development costs.

Mr. Gerth, Ms. Dannenfesler, and Mr. Marlo presented this analysis. They covered four possible scenarios for City Hall at its current location, an overview of potential properties within a 3/4 mile radius that could accommodate a new City Hall, and a revised development schedule that includes property procurement, design, and construction, if an alternative location is pursued.

Alderman Petersen asks why the existing City Hall design cannot be used at alternate sites?

Answer: There are several reasons. When changing the site, there are changes to the points of access which have ripple effects on the floorplan. Staff and design consultants also have to consider grading adjustments and utility installation on different sites. In reality, the site drives the design. However, until the City has solicited interest from property owners for alternate sites, Staff cannot do their due diligence for design or budget analysis.

Alderman Petersen follows-up by asking about the process for soliciting alternate sites.

Answer: Staff would put out a request for interest, evaluate and discuss with the Board, and then enter into an agreement that would allow Staff to enter the property to execute an analysis of the site. Also, the Board would need to hire a design firm to evaluate the off-site and on-site impacts of a new property. This process would take at least a couple of months.

Vice Mayor Barnhill asks how Staff can predict challenges with the existing design without potential alternate sites? He believes that the Board previously asked for an appraisal on the HG Hill Property, and that has not been presented today. He is also curious about the appraisal of the garage and why it was included in the possible scenarios at the current site.

Answer: By including an appraisal of the garage, it provides a better picture of what the City owns and how much it is worth. Separate appraisal values are provided for both the City Hall site and the existing parking garage.

Vice Mayor Barnhill reiterates that he wants to ensure that the City and taxpayers get the best value for their money. That being said, the Board should explore the HG Hill Property as a potential site for the new City Hall. He disagrees with the sentiment that City Hall is the heart of the City, so it does not need to be downtown. However, he is concerned that the Board is too far down the path of evaluating the current site to make it financially feasible to explore other options. He wonders if the City has further considered keeping the current property and pursuing another site for City Hall.

Alderman Baggett requests a special work session on this topic, so that the Board does not have to limit discussion on this important matter. In response to Vice Mayor Barnhill, downtown is already congested, so adding further commercial development on the City Hall site could negatively impact tourists and residents alike. He believes the Board should not get caught up in the weeds of design at this point. The Board has to

make a large financial decision, and the costs have been clearly outlined. Either way, City Hall needs a building and a parking solution. He does not think the City received an accurate appraisal for its current site. As it is, Staff will have to value-engineer significantly to even make the financials work for any option. The construction costs have gone up significantly due to inflation. He thinks it would be very shortsighted of the Board to remain on the Square and not build underground parking.

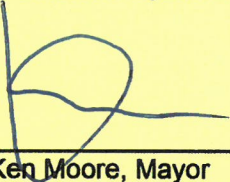
Alderman Brown believes the Board needs to continue on the current path forward. The Board has already spent time, energy, and money getting to this point for the site on the Square.

Alderman Burger agrees with Alderman Brown. Costs will continue to increase, so there is no point in delaying further. When comparing the other options, there is not enough of a cost difference to abandon this current path.

OTHER BUSINESS

ADJOURN

Work Session Adjourned @ 6:59 PM

A handwritten signature in blue ink, appearing to read 'Ken Moore', is written over a horizontal line.

Dr. Ken Moore, Mayor

Minutes Prepared by Sarah Schilling, Assistant Deputy City Recorder, City Administrator's Office - 5/2/23, 3:35 PM

