



City of Franklin

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

DRAFT Meeting Minutes

Work Session

Tuesday, May 9, 2023

4:30 PM

Board Room

CALL TO ORDER

Mayor Moore called the meeting to order at 04:30 PM

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

Board Members Absent:

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

CITIZEN COMMENTS

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

Paul Lebovitz, 102 Winslow Road, Franklin, TN, is opposed to the approval of the Middle Eight Project.

WORK SESSION DISCUSSION ITEMS

1. Continued Discussion Of Alternative Site Analysis For The New City Hall

Sponsors: Vernon Gerth, Kelly Dannenfelser, Joe Marlo

During a Special BOMA Work Session on January 4, 2023, the Franklin Board of Mayor and Aldermen requested that Staff 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 when identifying potential sites, completing due diligence, the property procurement process, design, and construction scheduling, inflation, and development costs.

The information below is included in the Work Session presentation:

1. A cost comparison of four possible scenarios for City Hall:
 - a. Existing Site with 200 sub-surface parking garage (current design).
 - b. Existing Site with NO sub-surface parking garage.
 - c. Alternative Site with above-ground 300 space parking garage.
 - d. Alternative Site with a 300 space surface off-street parking lot.
2. Appraised Values of Existing City Hall Site
3. HG Hill Site Preliminary Analysis
4. Other Potential Properties that might accommodate a new City Hall within 3/4 mile radius of Franklin's Historic Square

Board Comments

Vice Mayor Barnhill still has concerns regarding parking solutions.

Alderman Petersen asks how many spaces are in the 2nd Avenue and 4th Avenue parking garages?
Answer: 299 spaces in 2nd Avenue garage; 350 spaces in 4th Avenue garage.

Vice Mayor Barnhill asks what the take-home policy for cars looks like. He is asking because by trying to free up spaces in the garage, the policy may be inadvertently increasing the cost of maintaining the vehicles. Answer: There is a 35-mile radius for take-home drivers. The goal of the policy is to increase efficiency and to meet the needs of City customers as best as possible. It gives Staff the ability to go directly to an inspection in the morning.

Alderman Baggett spoke with the Property Assessor's Office and while it was a productive conversation, he does not think the City Hall site should be sold for the appraised value. The only way to truly know what it is worth is to put it up for sale. He appreciates Staff for going through the appraisal process despite not getting the information the Board wanted (what it would ultimately sell for). Parking has always been an issue for him as well. He does not think that a net 130 parking spaces is enough based on the recent Downtown Parking and Traffic Study. Ultimately, he does not want to vote for a city hall design that would increase the property tax rate for citizens. As a board member, he would like to explore working collaboratively with a third party to ensure efficient use of taxpayer money. He wants to manage costs as best as possible.

Alderman Brown asks if there is an off-site opportunity to build parking for City Hall use. Perhaps we should build a structure off-site to provide more parking spots and save on the costs associated with underground parking.

Answer: Mr. Stuckey states that we would need a piece of property to do that. It would require an ongoing partnership and access to land, but he agrees if you decouple the city hall project and the parking garage, the end result could be more parking spaces. However, it needs to remain convenient to the City Hall site and downtown district, otherwise the benefits decrease.

Alderman Baggett thinks not moving forward with underground parking would be a missed opportunity.

Alderman Burger thinks there are opportunities to address parking that are not being explored. Consider the land at Bicentennial Park and having a shuttle for city employees or the downtown Methodist Church parking lot.

Alderman Petersen urges the Board to consider water issues with underground parking. She thinks there needs to be a third-party water table analysis.

She follows-up by reiterating if the current design transferrable to other properties?

Answer: In short, no.

Elements that likely can be transferred:

- Space Needs
- Programming
- Space Standards

Elements that likely must be redesigned:

- Massing and Elevations
- Site Layout
- Floor Plans

Alderman Blanton knows that this is a monumental decision, but she is certain that Staff cannot remain in the current building and work environment. She agrees with Alderman Baggett in that she hoped the appraisal would provide some answers for direction, but it did not. However, she does know that things are not going to get any cheaper. Also, she argues that if the City vacates the current space, a commercial entity would go in. She is considering the negative traffic implications and the impact on the character of the downtown district if something commercial took over this property. To move forward, she wants to hear from the citizens of Franklin and put this out for public hearing.

Alderman Potts knows this decision will reflect the future vision for Franklin. Like his other fellow Alderman, he

has concerns about water intrusion in the underground parking and rising costs with inflation, but more importantly, he is worried about the density of downtown if this space is not used wisely. He thinks it is attractive to consider activating Columbia Avenue, but there is more risk in what the City loses by not being on the Square. Additionally, he is in support of underground parking. In conclusion, he states if the Board continues moving slowly, it will continue to cost the City.

Alderman Burger asks if there has been initial analysis for underground parking?

Answer: There has been preliminary water sampling and a geotechnical engineering report to determine water levels tied to river levels. The design needs a redundant pumping system with remote monitoring. Water can be dealt with, but the primary challenge is hitting bed rock, as that is more expensive and a nuisance to the downtown area.

Alderman Burger reminds the Board that the City should want traffic downtown because that is more tax revenue.

Mr. Stuckey requests guidance from the Board. What can Staff provide to help move this forward?

Mayor Moore would also like this project to move forward.

Alderman Baggett does not need any more information to make a decision.

Alderman Burger wants more information on the geotechnical engineering analysis, but is otherwise satisfied to move ahead.

2. Discussion Of Proposed Resolution 2023-25, A Resolution Adopting A Community Decency Policy And Other Options Available To Create A Code Of Conduct For Public Property

Sponsors: Alderman Beverly Burger

Alderman Burger requests to defer this item to a future Work Session for discussion.

3. *Consideration Of Liquor License For Red Dog Wine And Spirits Inc, (Naranbhai S. Patel, Managing Agent) 1031 Riverside Dr #A, Franklin, TN 37064

Sponsors: Angie Johnson

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

4. *Consideration Of Ordinance 2023-10, An Ordinance To Rezone 21.24 Acres From Planned (PD 11.35/12,320) District To Planned (PD 11.35/17,320) District For The Property Located South Of Oak Meadow Drive And East Of South Royal Oaks Boulevard. (Vintage At Watson Glen PUD Subdivision) Establishing A Public Hearing On June 13, 2023

Sponsors: Emily Wright, Amy Diaz-Barriga, Chelsea Randolph

Alderman Petersen clarifies that FMPC did not approve the specified uses the applicant listed in the development plan.

Ms. Randolph explains that this is not part of the ordinance and can be changed in the development plan per the Board's request.

The item will be deferred to the August 8, 2023 Work Session for discussion.

5. **Consideration Of Resolution 2023-17, A Resolution Approving A Revision To A Development Plan For Vintage At Watson Glen PUD Subdivision, For The Property Located South Of Oak Meadow Drive and East Of South Royal Oaks Boulevard. Establishing A Public Hearing On June 13, 2023**

Sponsors: Emily Wright, Amy Diaz-Barriga, Chelsea Randolph

The item will be deferred to the August 8, 2023 Work Session for discussion.

6. **Consideration Of Resolution 2023-23, A Resolution Amending The East Works District PUD Subdivision To Extend The Vested Rights, For The Property Located North Of Meridian Boulevard And West Of Carothers Parkway, Located At 9009 Carothers Parkway. Establishing A Public Hearing On June 13, 2023**

Sponsors: Emily Wright, Amy Diaz-Barriga, Chelsea Randolph

The item was acknowledged and is expected on the June 13, 2023 Board of Mayor and Aldermen Meeting for consideration.

7. **Consideration Of Resolution 2023-29, A Resolution Providing A Cost Of Living Adjustment For Recipients Of The Closed Pension Plan, Effective July 2023**

Sponsors: Eric Stuckey, Kristine Brock, Kevin Townsel

BOMA approved a cost of living policy for the closed pension plan in Resolution 2022-79, adopted January 10, 2023, which is a framework for determining a rate of increase based upon the factors of 1) change in the CPI as a year over year percentage, 2) the most recent funded ratio as calculated by a licensed actuary and 3) a maximum and minimum cost of living percentage in line with other well funded pension plans, including the Tennessee Consolidated Retirement System and in accordance with the State of Tennessee Public Employee Defined Benefit Security Act of 2014 (TCA Title 9 Chapter 3 Part 5).

The change in CPI for the period of March 2022-March 2023 was 5.59% and the funded rate of the closed plan as of 12/31/2022 was 78%. In accordance with Section 1 of Resolution 2022-79, the resulting cost of living increase effective July 2023 is 2.5%. Approval of Resolution 2023-29 directs Human Resources staff and the administrator of the closed pension plan (TCRS) to implement the cost of living increase. As a point of comparison, the average annual cost of living increase for the closed plan from 1991- 2022 was 2.32%.

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

8. **Consideration Of Resolution 2023-34, A Resolution Adjusting The City's Contribution To Health Care Coverage For Retirees Electing Coverage In Option II**

Sponsors: Eric Stuckey, Kristine Brock, Kevin Townsel

In 2019, the Board of Mayor and Aldermen adopted Resolution 2019-54, through which the City adjusted its contribution to retiree health care premiums in Option II from a fixed dollar amount to 40% of the premium. After a plan review during the last year, the City Administrator, Assistant City Administrator/CFO and Human Resources Director agreed to recommend an increase in the employer contribution to 50%.

After a plan review during the last year, the City Administrator, Assistant City Administrator/CFO and Human Resources Director agreed to recommend an increase in the employer contribution to 50%. There are currently 30 persons enrolled on the Retiree Health Plan Option II. Staff believes the additional employer contribution will be accommodated within the existing appropriation for retiree health expenses.

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

9. Consideration Of DRAFT Amendment 2 To COF Contract No. 2013-0043, An Interlocal Agreement Between The City Of Franklin And Williamson County For The Collection Of Property Taxes

Sponsors: Kristine Brock

Since 2013, the Williamson County Trustee's Office has provided billing and collection of City of Franklin property taxes for a fee of \$4 per parcel. Funds and reports are remitted on a monthly basis by the Trustee to the City Revenue Management Office. City property owners benefit from this arrangement by receiving one property tax bill (County, City, Franklin Special School District, if applicable). Property taxes are collected by one official and due on the same date of February 28th. The Williamson County Trustee is highly successful at collecting city property taxes. In Fiscal Year 2022 (tax year 2021), the Trustee collected 99.1% of billed property taxes on or before the due date. A delinquency rate of less than 1% is high performing. The proposed contract amendment would extend the property tax collection partnership with the Williamson County Trustee's Office for 10 years, and increase the fee per parcel to \$5.

Assuming the City of Franklin has 32,000 parcels for tax year 2023 (FY 2024), the annual fee for this service would be \$160,000. The \$1 increase per parcel is reasonable given the increases in postage, printing, technology and salaries since the rate of \$4 was established in 2013. The estimated cost has been included in the Proposed FY 2024 Budget for the Revenue Management Office.

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

10. Consideration Of Resolution 2023-26, A Resolution Rejecting The Apparent Low Bid From Norris Brothers As A Responsive But Not Responsible Bid, And Awarding The Construction Contract (COF Contract No. 2022-0023) To SBW Constructors, LLC In The Amount Of \$3,592,727 For The Adams Street Water And Sewer Improvements Project

Sponsors: Michelle Hatcher, Brian Goodwin, Patricia McNeese

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

11. Williamson County Growth Plan And Franklin Urban Growth Boundary (UGB) Update

Sponsors: Shauna Billingsley, Vernon Gerth, Emily Wright, Eric Conner

The City of Franklin, along with Williamson County, Brentwood, Fairview, Nolensville, Spring Hill, and Thompson's Station are all working to update the Williamson County Growth Plan in preparation for Williamson County to reconvene the formal update process per State law requirements. With this process, Franklin has been evaluating our UGB and has prepared an update based upon staff study, BOMA and FMPC feedback, and citizen feedback.

City Staff will prepare a resolution to affirm the proposed UGB as the City's recommendation to the Coordinating Committee as part of the formal Growth Plan update. The Coordinating Committee is required to have at least two public hearings after convening and will have no more than six months to approve changes to the Growth Plan. More information about the adoption timeline is included in the attached slides as well as a draft map showing proposed changes.

The next steps for this item, barring any mapping changes, will be:

- May 25th Joint Conceptual Workshop Project Update
- July 11th BOMA Work Session to discuss the Resolution

- July 27th FMPC Meeting Public Hearing and recommendation vote
- August 8th BOMA Meeting Public Hearing and Adoption of Resolution

The Board may also want to confirm the appointment of the representative of the largest Municipally Owned Utility (the City of Franklin's Water Management Utility). Previously, the Board of Mayor and Aldermen had appointed City Administrator Eric Stuckey to this position on the Coordinating Committee.

Alderman Burger is comfortable with Mr. Stuckey representing the largest Municipally Owned Utility for this Committee.

Alderman Baggett asks if the staff-recommended land-use plan for Goose Creek would impact the expansion of the UGB in that area?

Answer: Yes.

Alderman Burger expresses concerns about the UGB's effect on rural areas of Franklin.

12. Discussion Of A Potential Zoning Ordinance Text Amendment To Remove Gas Stations As A Permitted Use In The Neighborhood Commercial (NC) District

Sponsors: Alderman Jason Potts, Emily Wright

Alderman Hanson asked what other zoning district options gas stations are allowed in?

Answer: Gas stations are permitted (with use regulations) in:

- Planned District (PD) * as approved by BOMA with a development plan
- Neighborhood Commercial (NC)
- Regional Commerce 6 (RC6)
- Regional Commerce 12 (RC12)
- Light Industrial (LI)

Ms. Wright also expresses the following use regulations for gas stations:

- Not be located on a lot at the intersection of two arterial streets
- Not be located adjacent to a residential lot, unless as part of a development plan approved by BOMA
- When located at intersections, where permitted, be designed with fuel pumps and canopy away from the intersection and to the side or rear of the building
- Have pitched roofs for buildings and canopies
- Other canopy standards related to height, materials, lighting, and signage

Ms. Wright concludes by requesting input from the Board on what changes should be made to current zoning and uses for gas stations.

Alderman Potts states that the primary concern from his constituents is service stations adjacent to neighborhoods and soon-to-be built parks. For example, in Ward 3, on the corner of S. Carothers Parkway and S. Carothers Road, that parcel was intended for the Discovery Center, and the zoning district was amended for that specific project. The funding for the original project fell through, and that parcel now has new owners that are instead building a gas station. There are a variety of other properties near residential areas that are zoned to accommodate service stations as well, and he is urging the board to consider amending the current zoning ordinance to remove gas stations as a permitted use in the Neighborhood Commercial District.

Mayor Moore asks what is the downside of removing gas stations from the Neighborhood Commercial district?

Answer: At this point, it is just a convenience consideration. Generally, Staff bases zoning decisions off of

community input and feedback, and if this issue is shared by a majority of citizens, Staff would certainly want the zoning to reflect that.

Alderman Blanton remembers the Neighborhood Commercial zoning decision for the Lockwood Glen Development as a positive rather than a detriment for the surrounding neighborhoods. It was packaged as an amenity during development, but when it did not happen, retrofitting is what became unpalatable.

Alderman Petersen reminds the Board that Westhaven has been strongly against gas stations in their community in recent years.

Alderman Burger thinks the main problem is that the City does not have design controls and standards on gas stations. If the gas stations are designed to blend in without the bright colors and fluorescent lights, there would not be as much opposition.

Ms. Wright comments that design standards were updated in the latest zoning ordinance amendment to discuss canopy location, roof pitches, and how the building is designed along the street. However, there still are no specific architectural standards that are unique only to gas stations.

Alderman Baggett agrees with Alderman Burger on setting design standards to help with future gas station development projects.

Vice Mayor Barnhill asks what would happen to the property owners if the gas stations were removed as a permitted use?

Answer: If someone owns a property in the Neighborhood Commercial District and the Board removed the ability to build a gas station from the zoning ordinance, then they would be impacted if they were planning to sell to a potential gas station developer.

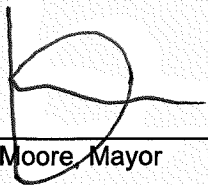
Mr. Stuckey clarifies that this potential change would not affect the existing project that Alderman Potts referenced.

Alderman Potts believes that Alderman Burger's proposal for design standards at gas stations is exactly what his constituents have been wanting.

OTHER BUSINESS

ADJOURN

Work Session Adjourned @ 6:52 PM



Dr. Ken Moore, Mayor

Minutes Prepared by Sarah Schilling, Assistant Deputy City Recorder, City Administrator's Office - 5/17/2023, 11:29 AM

