



City of Franklin

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

Meeting Agenda

Board of Mayor & Aldermen and Franklin Municipal Planning Commission

Thursday, August 27, 2015

4:30 PM

City Hall Training Room

Notice is hereby given that a joint, non-voting workshop of the Board of Mayor and Aldermen and the Franklin Municipal Planning Commission will be held on Thursday, August 27, 2015 at 4:30 PM in the City Hall Training Room. Additional information can be found at www.franklintn.gov/planning. For accommodations due to disabilities, contact the Human Resources Department at 791-3216, at least 24 hours prior to the meeting.

The typical process for discussing an item in this workshop setting is as follows:

- 1. Applicant/staff presentation, and*
- 2. BOMA and FMPC comments.*

CALL TO ORDER

ANNOUNCEMENTS

Reminder of the Mobile Workshop scheduled for Saturday, September 12, beginning at 7:15 am

NEW BUSINESS

- 1. [15-0758](#)** (4:30pm-4:45pm) Review the Planning and Sustainability Department Priorities.
Sponsors: Planning and Sustainability Dept and Emily Hunter
Attachments: [Priorities](#)
- 2. [15-0724](#)** (4:45pm-5:00pm) Review and discuss a Zoning Ordinance text amendment to permit accessory dwellings in certain areas.
Attachments: [Accessory Dwellings Joint Conceptual 8 27 2015](#)
[MAP Accessory Dwellings Special Areas](#)
[Ord 2015-21 Accessory Dwellings Text Amdt ZO](#)
- 3. [15-0759](#)** (5:00pm-6:30pm) Review and discuss the Comprehensive Transportation Plan.
Sponsors: Planning and Sustainability Dept and Emily Hunter

OTHER BUSINESS

FRANKLIN PLANNING AND SUSTAINABILITY DEPARTMENT LONG RANGE PLANNING PRIORITIES			
Priority	Task	Staff	Status
	Infill Study Comment: Continue working with the specialized task force to adopt an infill policy. Critical infill lots will be developed as a BNS review tool, which will include a planning reviewer. The Infill study will also result in draft infill recommendations for the Land Use Plan, as well as Zoning Text Amendments to address development standards in specified infill areas.	Kelly	Active
	Columbia Avenue Overlay Zoning Text Amendment Comment: Update Columbia Avenue Overlay development standards to incorporate battlefield/historic preservation principles. Also, update design standards within the Overlay District to provide more appropriate context in light of existing development and streetscape.	Andrew	Active
	5th Avenue North Rezoning and Text Amendment Comment: Incorporate new Land Use Plan elements for CFCO-9 and CFCO-10 into the Zoning Ordinance Text, as well as rezone parcels and overlay zoning districts to comply with CPAT recommendations and the adopted Land Use Plan amendment.	Kelly	Active
	2015 Land Use Plan Update (CHA) Comment: Update the Land Use Plan in coordination with the Comprehensive Transportation Plan. The update will include land use and density recommendations, as well as updated design concepts. It will establish a policy to direct growth in appropriate areas in conjunction with planned infrastructure and transportation improvements. This update will also include a reformatting of the plan to make it more user friendly.	Emily	Active
	Height Overlay Study Comment: Study alternative height requirements for various topographical conditions and viewsheds in the I-65 corridor, as well as look at the potential to proactively expand the HTO Zoning District. The FMPC has requested a special meeting to discuss this issue.	Andrew	Active

FRANKLIN PLANNING AND SUSTAINABILITY DEPARTMENT LONG RANGE PLANNING PRIORITIES			
Priority	Task	Staff	Status
	Urban Growth Boundary (UGB) Update Comment: Through meetings with applicants, it appears that a portion of Goose Creek Bypass extending east from I-65 should be added to the Franklin UGB to continue the vision of mixed land uses near I-65 and to promote economic development. The staff would like to discuss this at a future Joint Workshop to see if the City would like to pursue a boundary change. Since this process can be lengthy, the staff would like to commence well in advance of a Goose Creek Character Area Update to the Land Use Plan.	Kelly	Beginning January 2016
	Zoning Ordinance Update to incorporate the 2015 Land Use Plan policies Comment: Once the 2015 LUP Update and reformat has been adopted by the Planning Commission, the staff will begin a comprehensive update to the Zoning Ordinance to incorporate new design concepts and to remove any requirements or overlay districts that no longer align with the adopted land use policy.	Emily	Beginning January 2016
	Neighborhood Pattern Book for 12-15 neighborhoods Comment: Preferably, a consultant would be selected to complete Neighborhood Pattern Books for 12-15 established neighborhoods to detail architectural and development standards specific to the character of each neighborhood.	Kelly	TBD (Planned to begin August 2016)

FRANKLIN PLANNING AND SUSTAINABILITY DEPARTMENT CURRENT PLANNING PRIORITIES			
Priority	Task	Staff	Status
	Zoning Ordinance Text Amendments		
	LSR, formal open space, and tree preservation requirements in CFCO-1 Comment: Development within CFCO-1 is often hindered by these requirements, and the end product does not always live up to the intent of the Zoning Ordinance.	Amy, with Larry and Jared	Active
	Filling station locational regulations Comment: Review locational standards for automotive oriented uses and revisit place-based restrictions imposed by the City of Franklin Zoning Ordinance. Make changes to existing limitations as deemed appropriate.	Josh	Active
	Fees in-lieu for formal open space requirements Comment: As infill development increases, the fees in-lieu option will be exercised more often. Current procedures for accepting and administering money are vague. Update current fee in-lieu for open space requirements to be make the process more straight-forward.	Jared	Active
	Accessory dwellings Comment: The Housing Commission and Infill Task Force recommendations have included direction for the staff to draft an ordinance to permit accessory dwelling units in certain areas, with specific design guidelines.	Kelly	Active
	Double-frontage lots Comment: In recent years double-frontage lots have been permitted in every development. It is recommended that they be limited to only being permitted abutting Interstate 65 and Mack Hatcher Parkway. Otherwise, they should not be permitted, because they are an undesirable subdivision design technique and are unnecessary. They offer no back yard privacy, unless stockade fences are installed, which become a blight along the frontage of a street. Even vegetation is unsuitable, because it is sometimes seasonal and may die, leaving gaps.	Jim	TBD
	Residential retaining wall height clarification Comment: Unlike nonresidential and mixed-uses, current requirements do not provide limitations for residential retaining wall heights. This poses potential safety concerns and creates an undesired aesthetic precedent.	Jim	TBD

FRANKLIN PLANNING AND SUSTAINABILITY DEPARTMENT CURRENT PLANNING PRIORITIES			
Priority	Task	Staff	Status
	Zoning Ordinance Text Amendments		
	Examine setback measurements from flag lots Comment: The Zoning Ordinance does not clarify where front setback would fall on flag lots. For example, if the 40 foot front setback requirement falls within the “pole” of the flag lot, are they permitted a zero setback from the front flag portion of the lot, potentially having a zero setback from a neighbor’s rear yard?	Jim	TBD
	Minimum lot size Comment: Examine whether minimum lot sizes are appropriately sized to the density of the zoning district. In some zoning districts the minimum lot sizes are in conflict with the maximum permitted density. For example, the minimum lot size in R3 zoning is 9,000 SF under conventional standards, yet one-third acre (14,520 SF) per lot is required for a subdivision of land. Is the difference in square footage overcompensating for infrastructure, or is it appropriate? If the difference is inappropriate, then either the minimum lot size or the density should prevail, and changes should be made accordingly.	Jim	TBD
	Parking lot standards when located in the floodplain Comment: The Engineering Department has changed requirements for impervious surfaces in the floodplain; the Zoning Ordinance should be updated to be consistent with stormwater requirements.	Jim	TBD
	In the HPO District, approval letters from the Historic Zoning Commission should be required for development plans Comment: Development plans can be approved with variations to height, massing, and setbacks that may be in conflict with the Historic District Design Guidelines. However, the Historic Zoning Commission is not a part of the review process until the site plan stage. Requiring an approval letter at the development plan stage would ensure that the developer, the FMPC, and the BOMA is aware of any possible inconsistencies with the proposed plans and the Historic District Design Guidelines.	Amy, with Amanda	Active

FRANKLIN PLANNING AND SUSTAINABILITY DEPARTMENT CURRENT PLANNING PRIORITIES			
Priority	Task	Staff	Status
	Zoning Ordinance Text Amendments		
	Applicability and setback sections of transitional features Comment: Wording should be added to the current transitional features section to clarify that this section does apply to single lot residential developments. Also, it should be clarified that transitional features apply to all established setbacks (front, street, side, and rear) rather than simply front yard setbacks.	Jim	TBD
	Parking structure standards Comment: Parking structures are becoming more pertinent in projects, especially Downtown and in Cool Springs; Design standards for these structures need to be established.	Jim	TBD
	Administrative Manual—Discard Comment: The Administrative Manual contains duplicate information that can also be found in the Zoning Ordinance. Updates to the Administrative Manual have been needed on a bi-monthly basis, which is a significant time commitment for the staff. The details and checklists found in the Appendices of the Administrative Manual would be more easily found through direct links on the Development Services (or applicable department) website(s). The Administrative Manual is not necessary, since all information contained within could be accessed by other means (Zoning Ordinance, website, or direct contact with a planner).	Jim	TBD

FRANKLIN PLANNING AND SUSTAINABILITY DEPARTMENT HISTORIC PRESERVATION PRIORITIES			
Priority	Task	Staff	Status

FRANKLIN PLANNING AND SUSTAINABILITY DEPARTMENT HISTORIC PRESERVATION PRIORITIES			
Priority	Task	Staff	Status
	Downtown National Register District Survey Comment: Update the Downtown National Register District survey to include structures newly eligible for contributing status, include infill buildings, note demolitions, and update addresses. The updated survey will provide important historical and architectural considerations for COA application reviews and will provide up-to-date information used to determine qualified historic structures eligible for alteration/expansion per floodplain regulations.	Amanda	TBD
	Historic District Design Guidelines Update Comment: Update the Historic District Design Guidelines to address concerns mentioned during Infill Working Group sessions; to address landscaping, signage, and other topical areas; and, to provide an opportunity for a public workshop to discuss proposed changes to the guidelines.	Amanda	TBD

Accessory Dwellings

at Conceptual Workshop

August 27, 2015



Accessory Dwelling

Small, detached dwelling on the same lot as a larger, principal dwelling



- Popular until the mid-20th century and now making a comeback

Benefits to the Citizens



- Supplement income via re
- House a family member

Franklin Background

Part the traditional town as it developed over time

Allowed as part of an approved Development Plan (e.g. Westhaven)

Included in the DRAFT 2008 Zoning Ordinance but removed for further study

Studied and recommended with criteria in 2010 Central Franklin Area Plan

Downtown Franklin Accessory Structures



Benefits to the City

broadens the range of housing options for citizens

- (Central Franklin Area Plan)

housing strategy for a healthy community

- (City of Franklin Housing Needs Assessment)

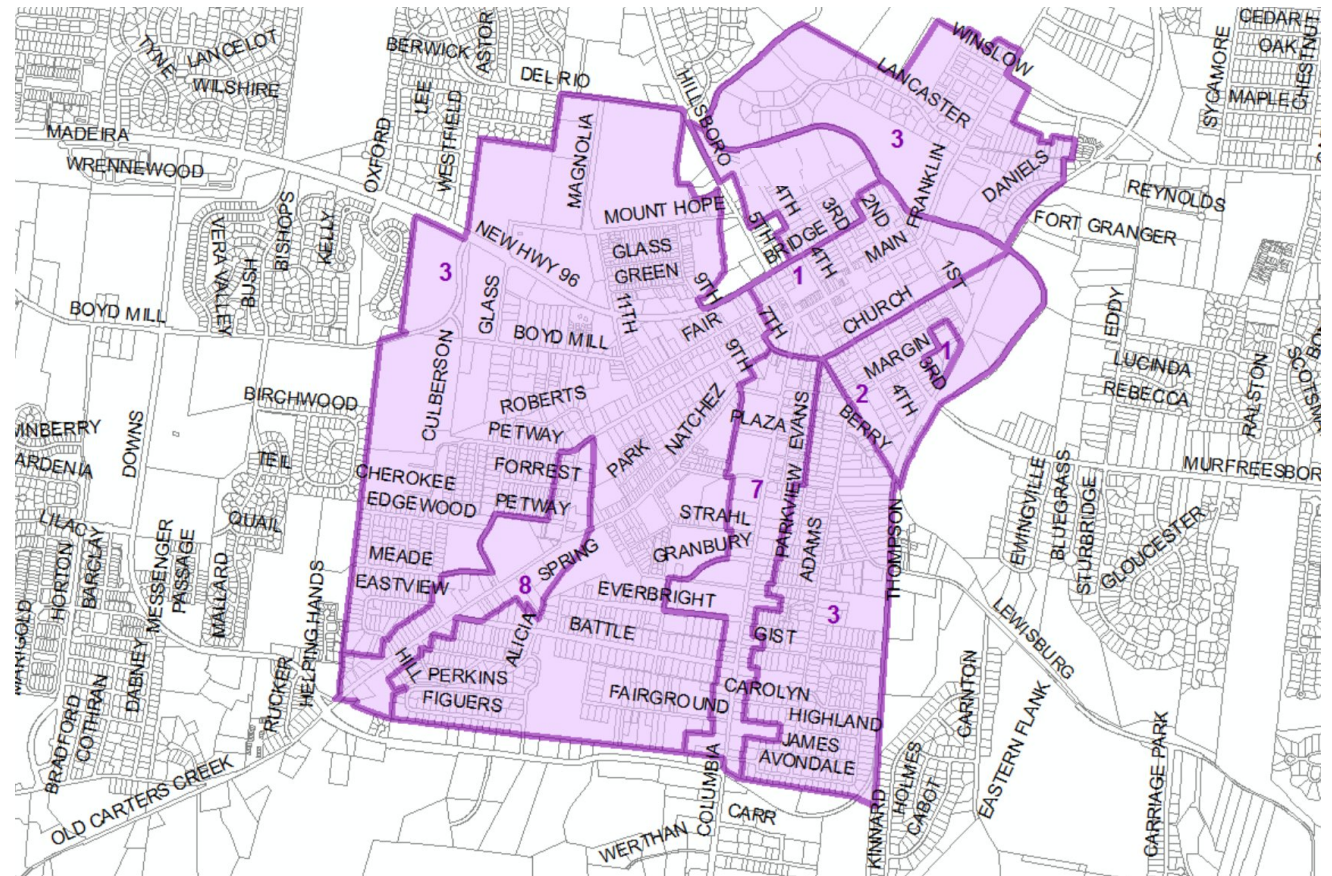
neighborhood scale infill while retaining the overall character

- (good planning principle)



Proposed Text Amendment

Allow accessory dwellings in residential zoning districts within Central Franklin special areas 1, 2, 3, 7, and 8



Proposed Text Amendment

- Be accessory to an existing, detached principal dwelling
- Building footprint shall not exceed 35% of the principal dwelling
- Height shall not exceed the principal dwelling
- Be located to the rear of the lot
- Has 1 or 2 off-street parking spaces that serve it
- Deed restricted for owner occupancy and not be subdivided or sold separately
- Design standards

Discussion

ould you like staff to
oceed with this
ncept?

ould you like to
nsider additional
eas of the city?

- E.g. Areas with
Traditional Standards



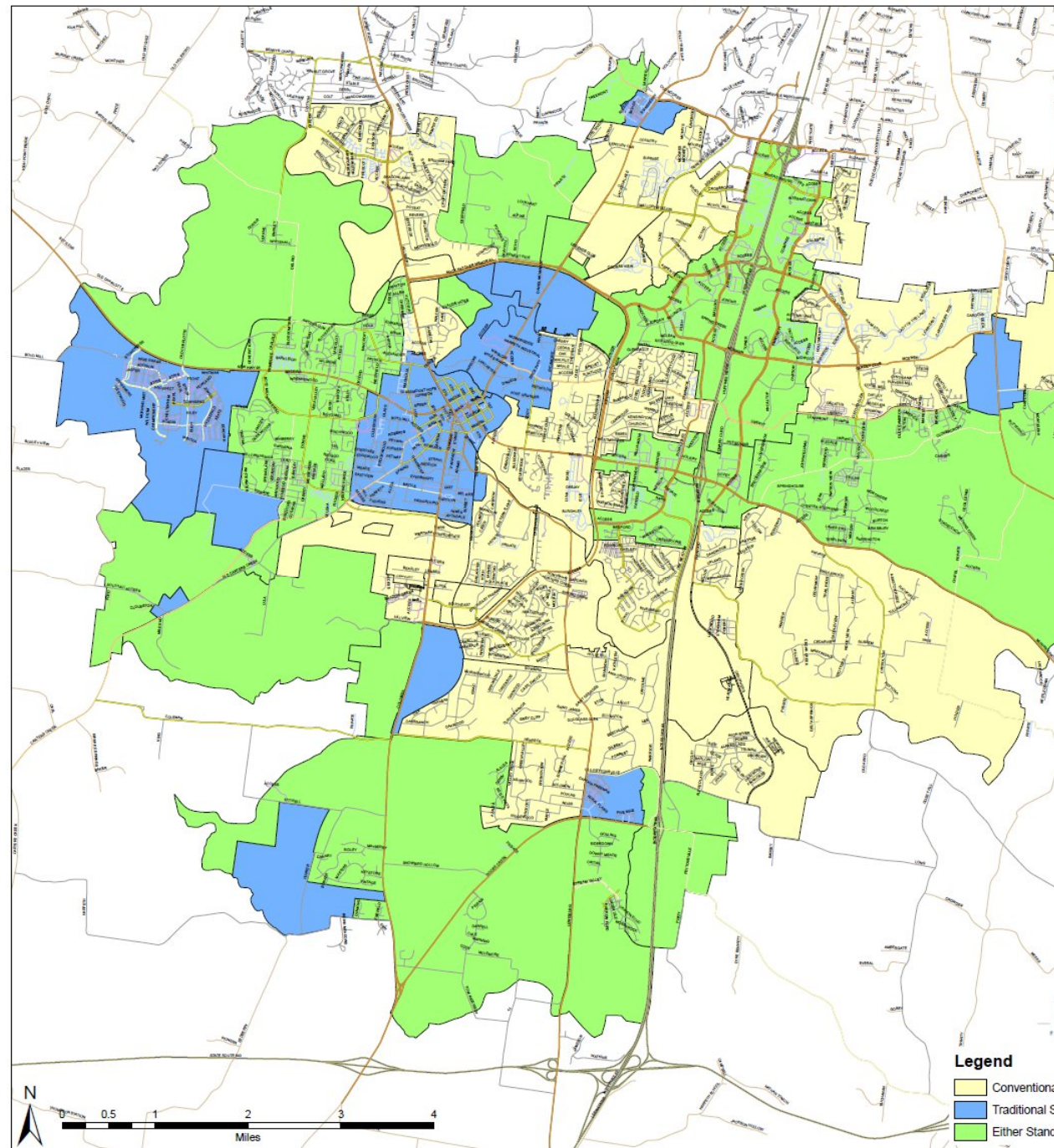
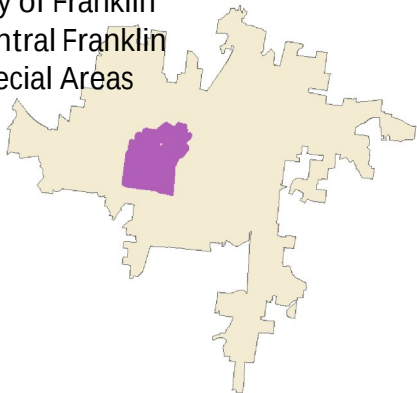
Development Standards?

Additional = Blue

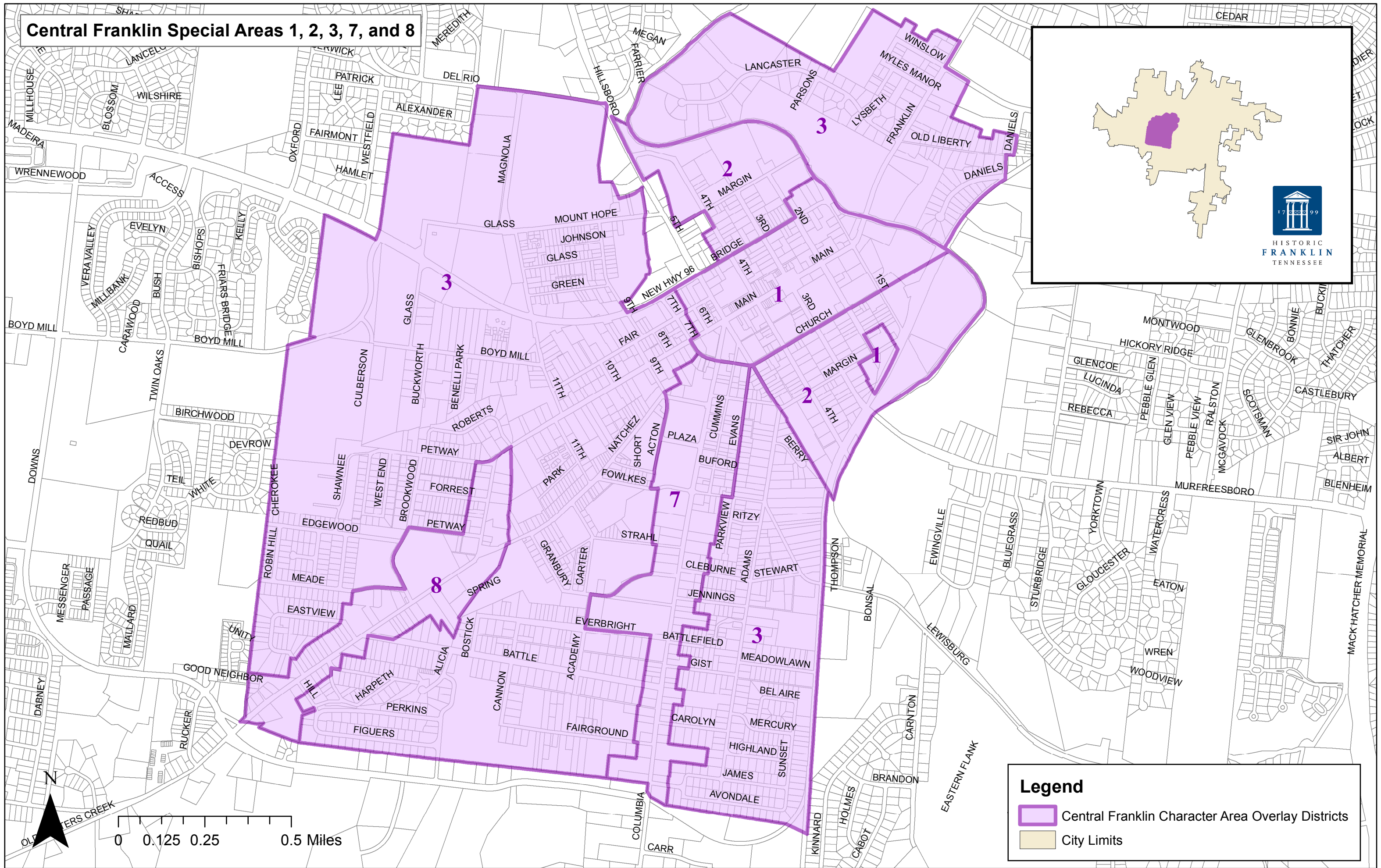
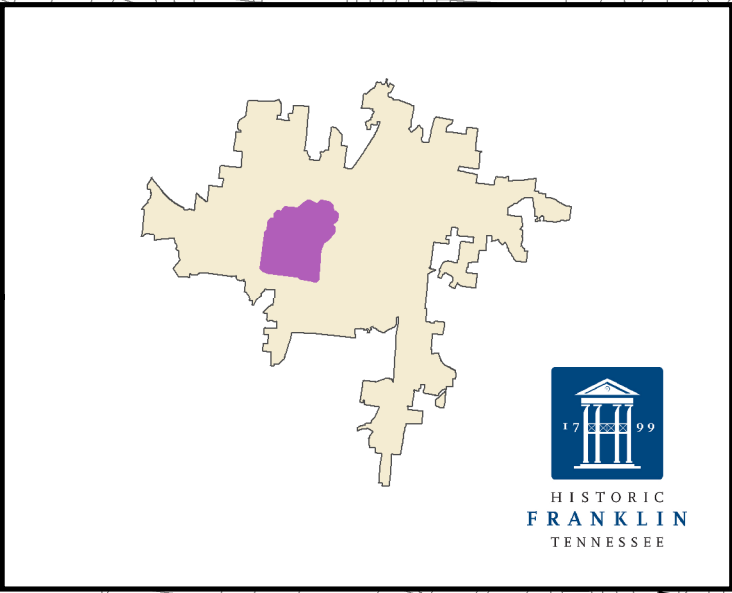
Conventional = Yellow

Green = Either

City of Franklin
Central Franklin
Special Areas



Central Franklin Special Areas 1, 2, 3, 7, and 8



ORDINANCE 2015-21

TO BE ENTITLED: "AN ORDINANCE TO AMEND CHAPTER 8, SECTION 8.3, AND CHAPTER 4, SECTIONS 4.1.4 AND 4.1.6 OF THE FRANKLIN ZONING ORDINANCE WHICH REGULATE ACCESSORY USES AND STRUCTURES, AND CHAPTER 3, SECTION 3.5.6, CENTRAL FRANKLIN CHARACTER AREA OVERLAY DISTRICT, TO PERMIT ACCESSORY DWELLINGS IN CERTAIN SPECIAL AREAS."

WHEREAS, the Land Use Plan, which is the City's guiding policy document for land use, recommends that the Franklin Zoning Ordinance be amended to allow accessory dwellings within certain areas of Central Franklin to broaden the range of housing options for citizens; and

WHEREAS, the City of Franklin Housing Needs Assessment recommends accessory dwellings as a housing strategy for a healthy community; and

WHEREAS, accessory dwellings subordinate in height and size to the principal dwelling allow for neighborhood scale infill while retaining the overall character of the neighborhood; and

WHEREAS, this Ordinance text amendment allows accessory dwellings to be located in certain Character Area Overlay Districts and establishes additional standards; and

WHEREAS, this text amendment is in the best interest of the citizens of Franklin.

NOW, THEREFORE, BE IT ORDAINED BY THE BOARD OF MAYOR AND ALDERMAN OF FRANKLIN, TENNESSEE, AS FOLLOWS:

SECTION I. That Chapter 8.3, Definitions and Use Classifications of the Franklin Zoning Ordinance is hereby amended to delete the following text noted with a ~~strike through~~; to add the following text noted in bold, and is approved to read as follows:

8.3 Definitions and Use Classifications

. . .

Accessory Dwelling

An accessory dwelling is a small, detached, self-contained dwelling located on the same lot as a larger, existing single-family dwelling. It may be a stand-alone structure or be located above a detached garage.

. . .

Mobile Service Provider Office

A permitted home occupation use, ~~as specified in Section 4.1.6(5) of this ordinance~~, that is limited to the office of a professional service that is carried out in transitory locations. Examples include, but are not limited to mobile automotive detailing services and mobile pet grooming services.

. . .

SECTION II. That Chapter 4, Section 4.1.4 (1), Listed Accessory Uses, of the Franklin Zoning Ordinance is hereby amended to delete the following text noted with a ~~strike through~~; to add the following text noted in bold, and is approved to read as follows:

TABLE 4-1: PERMITTED ACCESSORY USES																				
P = Permitted Shaded Cell = Prohibited																				
Accessory Use or Structure	Base Zoning Districts [1]																		Addt'l Req.	
	AG	ER	R-1	R-2	R-3	R-6	SD-R	SD-X	RM-10	RM-15	RM-20	OR	CI	GO	NC	CC	GC	LI		HI
Accessory Dwelling [1] [3]		P	P	P	P	P	P	P												Sec 4.1.6(1)
Automated Teller Machines/Kiosk (ATM)								P					P	P	P	P	P	P	P	Sec. 4.1.6(12)
Canopies	P							P					P	P	P	P	P	P	P	Sec. 4.1.6(23)
Communication Towers or Antennas	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	Sec. 3.2.10
Fences or Walls	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	Sec. 5.6
Home Occupations	P	P	P	P	P	P	P	P	P	P	P	P				P				Sec. 4.1.6(56)
Indoor Food Sales								P					P	P	P	P	P	P	P	Sec. 4.1.6(67)
Outdoor Sales/ Storage (as an accessory use)	P							P							P	P	P	P	P	Sec. 4.1.6(78)
Produce Stands	P							P					P			P	P	P		Sec. 4.1.6(89)
Recreational Facilities, (including playground equipment & non-illuminated athletic fields)	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	
Recycling Drop-Off Stations	P												P	P	P	P	P	P	P	Sec. 4.1.6(910)
Retail Sales of Goods (as part of a freight or warehouse use)																		P	P	Sec. 4.1.6(1011)
Satellite Dish Antennas	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	Sec. 4.1.6(1112)
Security or Caretaker Quarters	P													P	P	P	P	P	P	Sec. 4.1.6(1213)
Stand-Alone Drive-Through Uses								P					P	P	P	P	P	P	P	Sec. 4.1.6(1314)
Storage or Parking of Heavy Trucks or Trailers														P	P		P	P	P	Sec. 4.1.6(1415)
Storage or Parking of Major Recreational	P	P	P	P									P							

TABLE 4-1: PERMITTED ACCESSORY USES

P = Permitted

Shaded Cell = Prohibited

Accessory Use or Structure	Base Zoning Districts [1]																		Addt'l Req.	
	AG	ER	R-1	R-2	R-3	R-6	SD-R	SD-X	RM-10	RM-15	RM-20	OR	CI	GO	NC	CC	GC	LI		HI
Equipment [2]																				
Storage Buildings or Equipment Sheds	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	Sec. 4.1.6(1415)

NOTES:

- [1] Lots within an overlay district are subject to the district-specific standards in Chapter 3: Zone Districts, Use Tables, and Dimensional Standards, that may prohibit an accessory use otherwise allowed in a base district.
- [2] Major Recreational Equipment shall also be permitted to be stored or parked at an approved Self-Storage Facility.
- [3] **Accessory dwellings shall be permitted only in the CFCO 1, 2, 3, 7, and 8 Overlay Districts in accordance with the standards in 4.1.6.**

SECTION III. That Chapter 4, Section 4.1.6, Additional Standards for Certain Accessory Uses, of the Franklin Zoning Ordinance is hereby amended to delete the following text noted with a ~~strike through~~; to add the following text noted in bold, and is approved to read as follows:

4.1.6 Additional Standards for Certain Accessory Uses

(1) Accessory Dwellings

Accessory dwellings shall:

- Be permitted only in detached residential zoning districts that are also within CFCO 1, 2, 3, 7, or 8 and be permitted within SD-R or SD-X as part of an approved development plan;
- Be accessory to an existing, detached principal dwelling where the height shall not exceed the height of the principal dwelling and the building footprint shall not exceed 35% of the building footprint of the principal dwelling;
- Be on a lot of 4,000 square feet or more and be located to the rear, behind the rear plane of the principal dwelling;
- Be served by at least one, but not more than two, off-street parking spaces in addition to the required off-street parking serving the principal dwelling per Table 5-9, Minimum Off-Street Parking Standards. Tandem spaces shall not be counted toward meeting the parking requirement;
- Not be counted in calculations of maximum residential density in the base zoning district, but if an accessory dwelling is connected to the principal dwelling by a covered walkway, then the accessory dwelling shall be counted toward the maximum accessory building allowance in Section 4.1.2(8) and shall meet the size requirements in 4.1.6(1)(b);
- Be located on a lot where the principal dwelling or accessory dwelling is owner occupied. The lot shall not be subdivided such that the accessory dwelling is

located on a different lot than the principal dwelling, and the accessory dwelling shall not be sold apart from the principal dwelling;

(g) Meet the following design standards:

- a. Be of durable exterior building materials that are the same or higher quality as surrounding developments; however, when the principal structure is predominantly brick or stone, the introduction of smooth wood or fibrous cement siding is allowed to reinforce the ancillary and subordinate nature of the accessory dwelling and the foundation shall not be required to meet Section 5.3.5(1)(e);
- b. Be of similar style and design as used for the principal structure and shall use similar architectural characteristics, including roof form and pitch, to the existing principal structure;
- c. Dormers shall relate to the style and proportion of windows on the principal dwelling and shall be set back a minimum of two feet from the exterior wall;

(h) Prior to the issuance of a Certificate of Occupancy, an instrument shall be prepared and recorded with the register's office covenanting that the accessory dwelling is being established as accessory to a principal dwelling and may only be used under the conditions listed in this Section;

(i) Meet all other applicable code requirements prior to issuance of a Certificate of Occupancy, including a Certificate of Appropriateness as applicable.

~~(1)~~ (2) Automated Teller Machines/Kiosks

. . .

~~(2)~~ (3) Canopies

. . .

~~(3)~~ (4) Communication Towers and Antennas

. . .

~~(4)~~ (5) Fences and Walls

. . .

~~(5)~~ (6) Home Occupations

. . .

~~(6)~~ (7) Indoor Food Sales

. . .

~~(7)~~ (8) Outdoor Sales/Storage Areas

Except where exempted by Subsection 4.1.6(~~78~~)(a), storage shall be located inside a building and shall comply with the following standards:

(a) Exemptions

. . .

A.) Outdoor sales areas pursuant to Subsection 4.1.6(~~78~~)(f);

. . .

(b) Location

- (i) Except where exempted by Subsection 4.1.6(78)(a), or within the LI or HI Districts, storage shall be located inside of a building or fully covered by a canopy, shed, awning, or similar structure.

. . .

(c) Screening Required

Except where exempted by Subsection 4.1.6(78)(a), or where located completely inside a building, outdoor storage areas shall be screened from view in accordance with Section 5.4, Landscape, Buffers, and Screening.

. . .

~~(8)~~ (9) Produce Stand

. . .

~~(9)~~ (10) Recycling Drop-Off Stations

. . .

~~(10)~~ (11) Retail Sales of Goods (as part of Freight or Warehouse Use)

. . .

~~(11)~~ (12) Satellite Dish Antennas

. . .

~~(12)~~ (13) Security or Caretaker Quarters

. . .

~~(13)~~ (14) Stand-Alone Drive-Through

. . .

~~(14)~~ (15) Storage or Parking of Heavy Trucks, Trailers, or Major Recreational Equipment

4.2 Temporary Uses

. . .

SECTION IV. That Chapter 3, Section 3.5.6, CFCO—Central Franklin Character Area Overlay District, of the Franklin Zoning Ordinance is hereby amended to delete the following text noted with a ~~strike through~~; to add the following text noted in bold, and is approved to read as follows:

3.5.6—Central Franklin Character Area Overlay District

. . .

(2) Special Areas

(b) CFCO-1 Standards

. . .

(ii) Uses

This special area allows for a diverse mix of uses, including detached and attached residential dwellings, accessory units dwellings in accordance with Section 4.1.6(1), neighborhood and local commercial and office uses, civic uses and vertical mixed-uses. Such uses shall be permitted in compliance with the land use plan.

. . .

(c) CFCO-2 Standards

. . .

(ii) Uses

This special area allows for a diverse mix of uses, including detached and attached residential dwellings, accessory units dwellings in accordance with Section 4.1.6(1), neighborhood and local commercial and office uses, civic uses and vertical mixed-uses. Such uses shall be permitted in compliance with the land use plan.

. . .

(d) CFCO-3 Standards

- (i) New residential development shall match the existing character of traditional areas, including architecture, materials, scale, and setbacks. Accessory dwellings shall be permitted in accordance with Section 4.1.6(1).

. . .

(h) CFCO-7 Standards

- (i) Structured parking, if provided shall be screened from view and should not have a presence along the streetscape. Structured parking may be allowed on the outside of the block if it maintains active ground floor uses.
- (ii) Accessory dwellings shall be permitted in accordance with Section 4.1.6(1).

(i) CFCO-8 Standards

- (i) Buildings shall not exceed 2 stories in height.
- (ii) Accessory dwellings shall be permitted in accordance with Section 4.1.6(1).

. . .

SECTION V. BE IT FINALLY ORDAINED by the Board of Mayor and Aldermen of the City of Franklin, Tennessee, that this Ordinance shall take effect from and after its passage on third and final reading, the health, safety, and welfare of the citizens requiring it.

ATTEST:

CITY OF FRANKLIN, TENNESSEE:

By: _____

Eric Stuckey

City Administrator/Recorder

By: _____

Dr. Ken Moore

Mayor

PLANNING COMMISSION RECOMMENDED:

PASSED FIRST READING:

PASSED SECOND READING:

PUBLIC HEARING HELD:

PASSED THIRD READING:

DRAFT