



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, May 28, 2015

6:00 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, May 28, 2015, at 6:00 PM in the City Hall Training Room. Additional information can be found at www.franklin.tn.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

NEW BUSINESS

1. [15-0450](#) (6:00 pm - 6:15 pm) Review and discuss Smart Growth America meeting summary and suggested next steps.

Attachments: [SGA Meeting Summary and Suggested Next Steps 042415](#)

2. [15-0520](#) (6:15 pm - 6:45 pm) Review and discuss presentation on fuel stations at intersections.

Attachments: [Presentation - Automotive Uses and COF Zoning](#)
[Proposed Zoning Ordinance Section](#)

OTHER BUSINESS

Technical Assistance for Sustainable Communities: Building Blocks

Community: Franklin, Tennessee
Tool: Smart Growth Implementation 101
Date: March 3-4, 2015

TO: Donald Anthony, Planning Supervisor

FROM: Elizabeth Schilling and Roger Millar, Smart Growth America

DATE: April 24, 2015

RE: Meeting Summary and Suggested Next Steps

Background

Franklin, Tennessee, is a city of about 69,000 people located 20 miles south of Nashville in Williamson County. In 2014, the City applied to Smart Growth America for a Technical Assistance workshop to help local leaders address the pace and pattern of development. Franklin's application noted a desire to preserve quality of life while making a place for higher density development and keeping up with the demand for new transportation, sewer and water infrastructure. Specifically, the City requested assistance "to better inform our elected and appointed officials and our citizenry of current trends and best practices related to growth and development."

Franklin already employs a wide array smart growth best practices, most notably use of planning and zoning ordinances to preserve character in historic districts; preservation of open space to protect cultural, historic, and environmental values; exciting programming and support for businesses in the historic downtown; and approval of high-density mixed-use projects through a PUD process. The City is proactively planning to welcome their share of the region's booming economy and new residents and is engaged with regional transportation and land use planning,

The City's planning staff and administrators are highly qualified and care deeply about their City's long-term success. During a tour of the City, three City planners acknowledged the city's strengths but also pointed out their concerns, among them housing affordability, traffic congestion and a lack of alternative modes, and multiple issues created by as-of-right infill development throughout older parts of the city.

During an introductory evening presentation on March 3rd and an all-day workshop on March 4th, we talked with more than fifty Franklin stakeholders, including elected officials, City and County staff, civic leaders, and land developers, about their vision for future growth. During the workshop, participants spent the afternoon talking to each other about two questions: what they want growth and development to achieve, and what would need to change to make that happen. These questions launched a wider-ranging discussion that, combined with background research and conversations with staff, resulted in the following suggestions for action.

Key issues for Franklin, TN

Pace and scale of growth and change – In many different ways, the extraordinary rate and scale of population growth and development in the Nashville region shaped our discussions. Most notably, many people were not aware of the projected growth of the City of Franklin or were unclear about the dynamics of population change, the inevitability of some impact to Franklin's character and quality of life, and the urgency of working proactively in order to ensure that those impacts are mostly positive.

Wealth of historic and cultural resources – The farsighted citizens of Franklin have been mindful of the value of their historic sites, architecture, environment, and cultural activities and have effectively invested public and private resources in protecting them and using them to establish the community character in a way that residents and visitors alike can enjoy and value. Participants seemed to understand that protecting and promoting these resources will require ongoing effort as the retail economy shifts, the city grows, and new resources (eg. battlefields, agricultural resource areas) are added to those already in place.

Community character outside of historic neighborhoods – Historic neighborhoods have deservedly received lots of attention in the City's land use planning processes, but there has been less consensus on how to maintain or create community character in areas outside of historic neighborhoods, whether they are immediately adjacent or on the outskirts of town.

Transportation choices – Participants acknowledged traffic congestion was an issue, but there seemed to be little awareness of the role transportation choices in Franklin can play in reducing the impacts of congestion. In particular, while new developments may have good internal pedestrian connections, new infill housing and other developments are often not adequately connected to existing land uses. We observed that the distance between existing neighborhoods and new developments plays a role in this lack of connectivity.

Housing affordability – The City has recently convened public meetings on housing affordability to determine what its priorities should be, and this issue emerged in most of our conversations with area residents. Housing prices are going up rapidly throughout the region, and Franklin's high quality housing stock and community character contribute to rising prices in the City.

Targeted strategies

Develop a vision for Franklin that anticipates change.

We heard several times that Franklin residents value its small town character and friendliness, but only one person actually said, "We don't want 40,000 new people!" While there are ways to reconcile rapid growth and preservation of small town character, we are concerned that more people actually share the desire to limit growth, and there may be a divide between people who are anticipating and building for growth (primarily in the private sector) and people who are primarily concerned with protecting existing neighborhoods as they currently exist. Franklin as a whole appears to be more accepting of new growth than some neighboring communities, but it appears that much of the new growth is taking place on the fringes, where its impacts may be easier to ignore.

It would be helpful to tackle this divide head on, developing an updated vision for Franklin that takes the amount of population and job growth expected, as well as the services required to

support new people and jobs, and distributes them within anticipated urban growth limits in ways that support citizen's ideas about how they want to change and what they want to protect. This process should take into account the number of new housing units already allowed by right and other vested development rights, critical environmental areas or flood zones, etc.

Plan for housing that people in Franklin can afford.

Proactive planning for housing affordability is strongly recommended as a way to maintain community character in places where escalating home prices would otherwise drive out existing residents. At the same time, because the commute to work is the primary source of peak-hour congestion, "balancing" jobs and housing so that people who work in Franklin – now and in the future – can afford to live there is one of the most cost-effective ways to reduce congestion and maintain infrastructure capacity. Commuters will continue to be a large part of Franklin's population, but as the region grows, Franklin may need to make an effort to ensure that housing is available for retirees as well as the retail service workers, nurses, school teachers, ambulance drivers, etc. who keep the City going.

Use Complete Streets to link historic sites, including the historic downtown.

A Complete Streets approach to transportation infrastructure can be applied on any type of street in any location, but it makes sense to prioritize certain roadways for practical reasons, including financial constraints and the need to "start small" to gain acceptance for new ideas. Connecting Franklin's wealth of urban battlefields and other historic sites with a network of Complete Streets would make it easier to identify the routes to these important economic development assets, facilitate access for people who wish to walk or bicycle to them, and would provide the beginning of an on-street network that can be extended later.

A Historic Trail Complete Streets network would incorporate streets with other challenges, and these could be incorporated into a planning effort. For instance, Columbia Avenue connects downtown with the County library and one of the largest battlefield parks, and it traverses a transitional stretch of the central business district where essential, older local businesses face off with much larger, new brick buildings across the street. Questions about the intended look and feel of these blocks, what local businesses need to thrive there, and whether downtown should be encouraged to expand down Columbia can all be taken up together with the question of the best approach to making this segment Complete.

Make development decisions predictable, fair and cost-effective.

There is a tension between protecting what already exists in Franklin and encouraging high-quality new development, which is expressed in the City's development review and permitting processes. During the workshop we heard disagreement on whether the current processes were appropriately careful or inappropriately slow and/or complicated. While the developers present have found that the rewards of developing in Franklin make the process worthwhile, the City may want to review the current processes, timing, and developer costs and ensure that City processes facilitate the types of development the City needs and wants.

Actions to address policies/strategies

Develop a vision for Franklin that anticipates change.

1. Conduct preliminary research to determine where growth and redevelopment are already allowed by right and where there is capacity for additional growth of different types:

- a. Determine where and how much new development is already allowed as by-right infill.
 - b. How many other units of housing and other developments are already permitted?
 - c. How many other units of housing and other developments are allowed under current zoning?
 - d. How much land is underutilized and may be ripe for redevelopment.
 - e. Identify factors that would make land more or less suitable for development, for instance roadway capacity, transit availability, emergency service response times, flood plains, school capacity, etc.
2. Engage the Infill Taskforce using information about the potential impact of the number of new units already allowed.
 - a. Focus public attention on future growth trends and engage people in making decisions about where to accommodate new homes, jobs, services, schools, etc. Exercises such as the [Urban Land Institute's Reality Check](#) can help facilitate this discussion.

Plan for housing that people in Franklin can afford.

1. The City has already begun an affordable housing plan based on consultation with residents about their preferences. If it has not already been done as part of this work, conduct an assessment of the salaries of jobs anticipated to come to Franklin by the next planning horizon. The estimate of the number and types of jobs anticipated can be informed by the community's vision and conversations with developers, but regional planning staff may already have developed relevant estimates or methodologies.
2. In any public engagement processes, include information about the traffic consequences of failing to plan for housing affordable to the people who will need to come to work in Franklin – and visa versa.
3. Forecast how the demographic profile of existing residents will change and consider the need for different types of housing or living arrangements in order to accommodate “aging in place.”

Use Complete Streets to link historic sites, including the historic downtown.

1. Reach out to historic tourism advocates, business groups, and other organizations to discuss what it would take to promote walking or biking tours of Franklin's historic sites. Identify likely routes.
2. Determine whether any of the roads connecting historic sites are already high on the list of priorities for sidewalk improvements, bicycle facilities, or roadway enhancements.
3. Evaluate the feasibility and cost of complete streets improvements along the most likely routes.

Make development decisions predictable, fair, and cost-effective.

1. Review the development approval process, including the relationship between the published process and actual experiences, length of time for different types of approvals, and developers' costs to apply (including costs to prepare required documentation). If possible, compare this information to nearby jurisdictions.
2. Determine whether the development process, including costs and time required, are skewing the types of development being proposed in the City.
3. Consider improvements to the whole system, keeping in mind the need to conduct meaningful public engagement at the outset.

4. Consider streamlining the process for certain types of development based on the community's desired outcomes and vision.

Measuring progress

One month

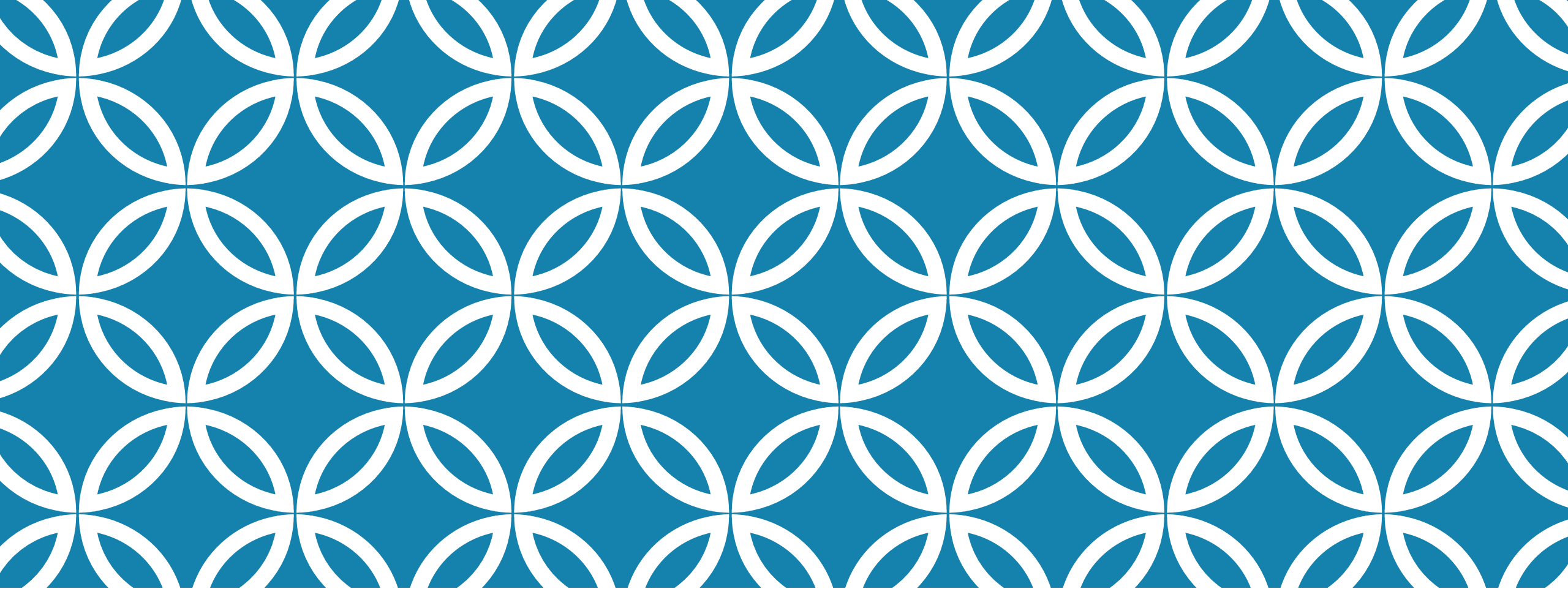
- Conduct preliminary research to determine where growth is already allowed by right and where there is capacity for additional growth and redevelopment of different types.
- Reach out to historic tourism advocates, business groups, and other organizations to discuss what it would take to promote walking or biking tours of Franklin's historic sites.

Six months

- Engage the Infill Taskforce using information about the potential impact of the number of new units already allowed.
- Conduct an assessment of the salaries of jobs anticipated to come to Franklin by the next planning horizon.
- Forecast how the demographic profile of existing residents will change and consider the need for different types of housing or living arrangements in order to accommodate "aging in place."
- Determine whether any of the roads connecting historic sites are already high on the list of priorities for sidewalk improvements, bicycle facilities, or roadway enhancements.
- Evaluate the feasibility and cost of complete streets improvements along likely historic tourism routes.
- Review the development approval process, including the relationship between the published process and actual experiences, length of time for different types of approvals, and developers' costs to apply (including costs to prepare required documentation). If possible, compare this information to nearby jurisdictions.
- Determine whether the development process, including costs and time required, are skewing the types of development being proposed in the City.

One year

- Engage people in making decisions about where to accommodate new homes, jobs, services, schools, etc. Exercises such as the [Urban Land Institute's Reality Check](#) can help facilitate this discussion.
- Consider improvements to the development approvals system, keeping in mind the need to conduct meaningful public engagement at the outset.
- Consider streamlining the development approvals process for certain types of development based on the community's desired outcomes and vision.



AUTOMOTIVE USES AND COF ZONING

Josh King, AICP
City of Franklin Planning
Department

PRESENTATION TOPICS

- ❑ Joint BOMA & FMPC workshop feedback
- ❑ Safety & Mobility
- ❑ Design Aesthetics
- ❑ Options

JOINT CONCEPTUAL FEEDBACK

Joint Conceptual Workshop concerns broken into two major categories

1. Safety & Mobility- driveways cuts, roadway functional classification
2. Aesthetics- Building design, materials, lighting, and placement on site

SAFETY AND MOBILITY

- ❖ Offsite Safety and Mobility is addressed:
 - ❖ Through driveway review by COF Engineering and permitting by TDOT
 - ❖ Existing and proposed (revised) zoning restrictions limiting site placement
 - ❖ Onsite mobility and circulation is addressed will be discussed later in this presentation

AESTHETICS

How the site(s) work with the surrounding community

Carmel, IN inspiration

Overarching Design Concepts:

- Primary Facades
- Building Placement & Pump location
- Signage & Screening
 - Hardscape
 - Landscape
 - Distance
- On Site Circulation

INSPIRATION



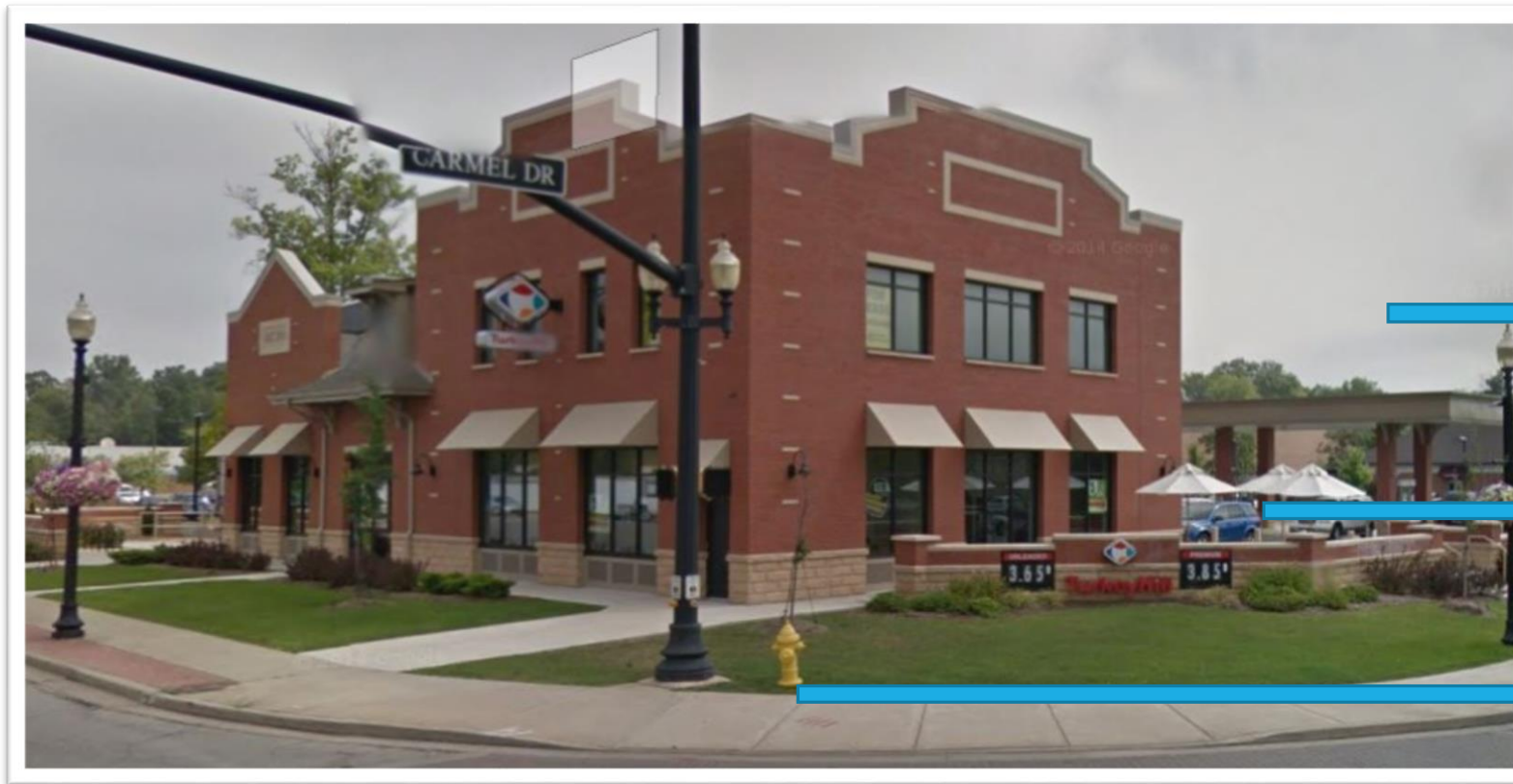
- Building Placement on Corner

- Sidewalk Connection(s)

- Enhanced Landscape

- Garden Wall

INSPIRATION



• Pump Placement

• Integrated Signage

• Visually Clutter Free

PRIMARY FACADES

Goal

- ❖ Buildings should face the street
- ❖ Secondary uses (fueling) located to the interior of the site
- ❖ Buildings should frame the corner if possible
- ❖ All visible facades should be considered

Example



APPROPRIATE PLACEMENT & SCREENING

Goal

- ❖ Maintain appropriate streetscape
- ❖ High quality standards
- ❖ Vegetative and hardscape screening of on site activities
- ❖ Consider location in PUD and Zoning context

How?

- ❖ Continuous garden wall (approx. 4ft) between buildings and site boundaries
- ❖ Screening on interior of site
- ❖ Discourage locating sites adjacent to residential uses
- ❖ Consider heavy noise generating uses

SITE SIGNAGE

Goal

- ❖ Reduce visual clutter on site
- ❖ Limit all signage to what can be reviewed and approved by COF

Example



ON SITE CIRCULATION

Goal

- ❖ Site should be sized to allow for safe movement of delivery trucks, tanker trucks, and vehicles
- ❖ Address vehicle drive through
- ❖ Pedestrian circulation to all uses on site
- ❖ Avoid over crowding a site

How?

- ❖ Staff and FMPC review of all projects with Auto oriented uses
- ❖ Escape lane required for queue lanes greater than 2 vehicles
- ❖ Require sidewalk to main building and adjacent buildings
- ❖ Building setbacks in addition to off site setbacks



OPTIONS

OPTION 1

Wording Change

Pros:

- Removes a zoning use restriction seen as burdensome and unnecessary
- Would allow automotive uses on corner lots
- Easy to implement

Cons:

- Does not address a majority of the issues raised at the last joint conceptual workshop
 - Quality of development
 - Aesthetics
 - Safety Concerns
 - On site circulation

CURRENT COF ZONING

Current 3.2.7

(5) Convenience Stores and Automotive Fuel Sales

Convenience stores that sell gasoline and facilities for automotive fuel sales are prohibited from locating at the intersection of two public streets.

Proposed 3.2.7

(5) Convenience Stores and Automotive Fuel Sales

Convenience stores that sell gasoline and facilities for automotive fuel sales are prohibited from locating at the intersection of ~~two public streets~~ **two arterials, two collectors, or one arterial and one collector**

CURRENT COF ZONING

Current 5.3.6

Major Intersections

Lots located on a street intersection composed of one or more arterial or collector streets shall not include an automotive fuel sales or other auto-oriented service and sales use, including but not limited to automobile sales or leasing establishments.

Proposed 5.3.6

Major Intersections

*Lots located on a street intersection composed of ~~one~~ **two** or more arterial or collector streets shall not include an automotive fuel sales or other auto-oriented service and sales use, including but not limited to automobile sales or leasing establishments.*

OPTION 2

Substantial Change

Pros:

- *In addition to 1 & 2 raised above:*
- Address a majority of the issues raised at the last joint conceptual workshop
 - Quality of development
 - Aesthetics
 - Safety Concerns
 - On site circulation

Cons:

- Complex & Unique- Limited examples from other local governments to pull from
- Untested in this format- Wording is an adaptation from design guidelines and form based code retrofitted to our Zoning Ordinance

OPTION 3

No Action At This Time

Pros:

- Staff can continue exploring this issue and developing options for FMPC/BOMA members to review

Cons:

- City is facing development pressure currently from several sites and potential projects around the City

**ANY OPTION OR COMBINATION OF OPTIONS IS
ACCEPTABLE!**

3.2.11 (Proposed) Automotive Oriented Uses

(1) General Provisions

(a) Automotive Oriented Uses defined

Any business whose primary or secondary uses are defined or characterized as retail store who also sells fuel, Automotive Body Shop, Fuel Sales, Automotive Repair, Automobile Service Facility, Automotive Wash Facility, vehicle sales, and/or vehicle rental facility

(b) Preexisting Uses

Preexisting uses shall not be required to meet the requirements of this ordinance.

(2) Sites Subject to Site Plan Review

(a) General

The following provisions shall govern the approval of Site Plans for proposed sites approved by the FMPC.

- (i) All site plans or development plans containing automobile oriented uses shall obtain Site Plan approval from the Franklin Municipal Planning Commission
- (ii) Applications for Site Plan approval under this subsection shall be subject to the procedures and requirements of Subsection 2.4.3, Site Plan Review, except as modified in this subsection.
- (iii) In granting site plan approval, the FMPC may impose conditions necessary to minimize adverse effects on adjoining properties.
- (iv) Submitted information of an engineering nature, whether civil, electrical, or mechanical, shall be certified by a licensed professional engineer under the guidelines of the State of Tennessee for such certifications.

(b) Factors Considered in Granting Site Plan Approval

The FMPC shall consider the following factors in approving applications for automobile orientated uses and may attach conditions consistent with these factors:

- (i) Proximity of the uses to residential structures and residential district boundaries;
- (ii) Nature of uses on adjacent and nearby properties;
- (iii) Surrounding topography;
- (iv) Surrounding tree coverage and foliage;
- (v) Building and site design and layout, with particular reference to design characteristics that have the effect of reducing or eliminating visual obtrusiveness;
- (vi) Proposed ingress and egress points; and
- (vii) General safety and health of the community

(c) Public Notice

All site plans involving auto oriented uses shall require the minimum public notification requirements set forth in Subsection 2.3.8, Public Notification

Chapter 5: Development Standards (TBD)

Goal: High quality appearance-

- The design of the buildings and related structures shall use colors, landscaping, materials, screening, and textures that will blend them into the existing setting and existing or proposed surrounding buildings.
- Primary facades shall front the street, in the case of two streets the primary façade of the primary building shall front the street of higher classification as defined by the City of Franklin Major Thoroughfare Plan
- Primary buildings shall be located at the corner (frame the intersection) if located at an intersection unless unique site characteristics (natural or manmade) prevent this from occurring
- Ancillary or accessory uses shall be located to the interior of the site.

Goal: Appropriate Placement & Screening

- Automobile washing facilities and service bays shall comply with section 3.2.7 of the City of Franklin Zoning Ordinance

Screening Wall

- Internal travel lanes, drive through lanes, service bays, refueling stations, and/or stacking/queuing lanes not screened by a permanent structure shall be screened on site with a masonry wall (4' min height) and additional landscape requirements set forth in section 5.4.5(2)

Setbacks

- Structures and activities shall be located so that there is sufficient radius of land around the site to accommodate traffic, travel, refueling, and/or on site deliveries of supplies.
- Sites shall be sized appropriately to buffer or mitigate intensive sights, sounds, and smells of uses on the site.
- Structures and uses shall also meet the setback requirements of the underlying zoning district.

Neighboring Uses

- Automobile oriented uses are discouraged from locating adjacent to residential uses, schools, hotels, hospitals, or other sensitive residential or residential-type commercial uses
- Noise or odor generating activities including but not limited to auto service bays, car wash openings, vacuum stations, outdoor loading areas, refuse dumpsters/storage, stacking lanes, or other loud and constant noise generating activities shall be located away from property lines and direct line of sight from neighboring uses listed as residential or residential type commercial uses or as determined by the City of Franklin staff
- For sites that abut or allow for residential or residential type uses fueling pumps shall be limited to eight (8) combined fueling stations/slots

Lighting (5.11 Exterior Lighting)

- Any canopy structures shall meet the base lighting requirements of the underlying zoning district and the requirements set forth in section 4.1.6(2). All other lights shall meet the standards set forth in section 5.11 Exterior lighting.

Landscaping

- Landscaping in combination with screening walls and building orientation shall enhance the streetscape and define the street edge
- Landscape in combination with buildings, travel lanes, vehicle queuing, and other on site features shall be used on the interior and exterior of the site to define, separate, buffer primary, secondary, or ancillary uses or mitigate noise generated from uses or activities on the site

Goal: Reduced Visual Clutter

Signs (5.12 Signs)

- Signs, posters, banners, or other signage type materials visible from the exterior of the site shall be prohibited, except for those meeting the standards of section 5.12 signs or those required by regulatory agencies.
- All signage shall be approved under processes developed by the City of Franklin Building and Neighborhood Services Department.

Goal: Safe movement on site

Circulation (5.10 Mobility and Circulation)

- Vehicle stacking queue lanes or drive through lanes sized to accommodate more than 2 vehicles shall include an escape lane to allow for safe exit of vehicles.
- The overall site shall be accessible by a sidewalk of sufficient size to accommodate the anticipated traffic generated by the uses on the site
- The primary use building shall be accessible by an unobstructed pedestrian sidewalk
- Secondary buildings which contain significant pedestrian generating uses shall also be connected via a pedestrian network on site