



City of Franklin

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

Meeting Agenda

Work Session

Tuesday, May 1, 2018

5:00 PM

Board Room

Call to Order

WORKSESSION DISCUSSION ITEMS

1. [18-0341](#) Annexation and Growth Policy Discussion

Attachments: [Presentation: Annexation and Growth Priorities](#)

Other Business

Adjournment

Anyone requesting accommodations due to disabilities should contact ADA coordinator at 791-3277.

Special BOMA Work Session

May 1, 2018

Annexation and Growth Policy Discussion

Overview

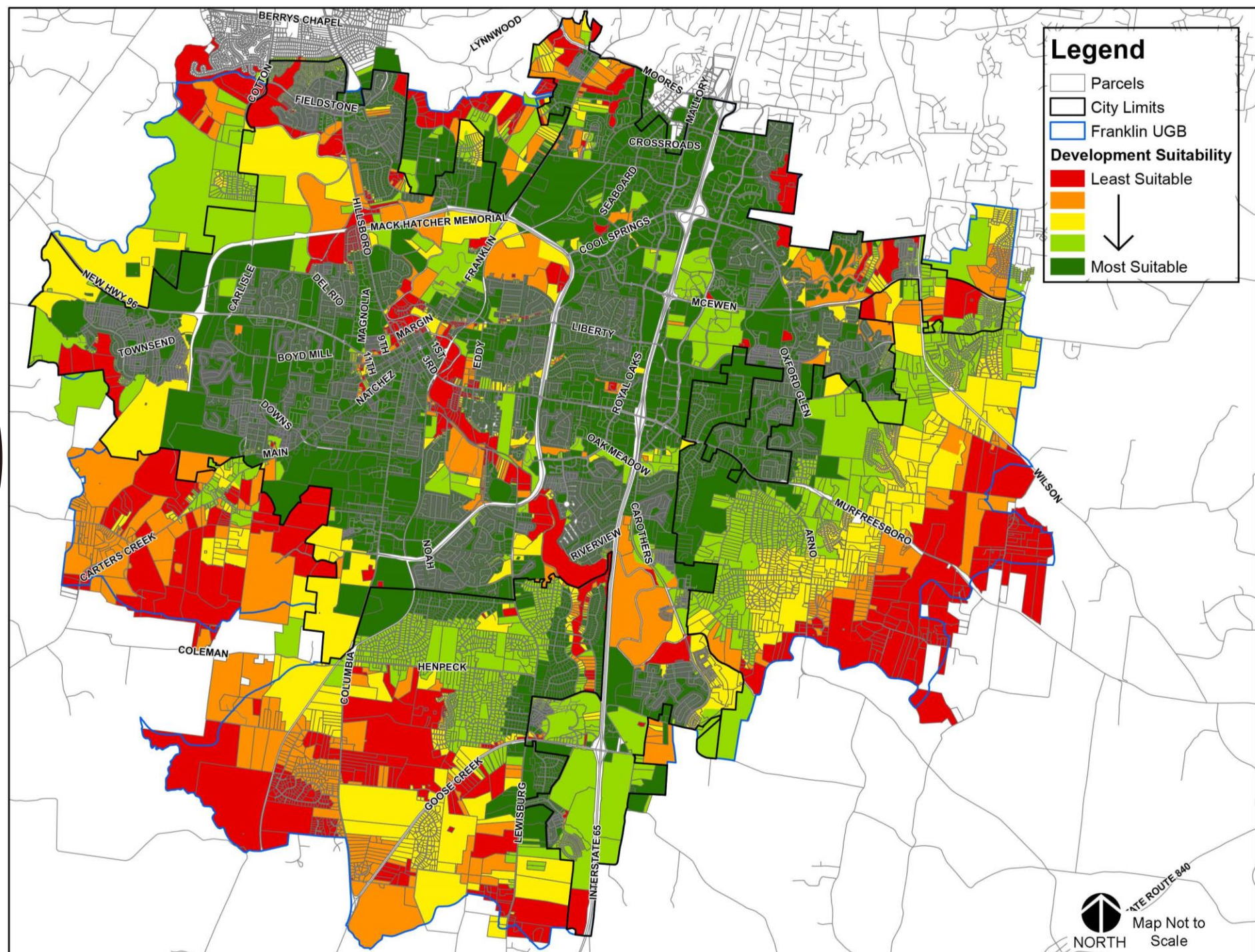
5-6:30 p.m.

- Staff Presentation: Introductory Info 15 minutes
- Big Picture Policy Discussion 30 minutes
 - Why should the City grow?
 - What are we trying to achieve?
 - What is important when we think about growth and annexation?
- Staff Presentation: Annexation Capabilities 15 minutes
- Annexation Policy Discussion 30 minutes
 - Should the City consider an annexation policy?
 - Should the City study investment decisions further?
 - What is likely to happen if the City does not annex?

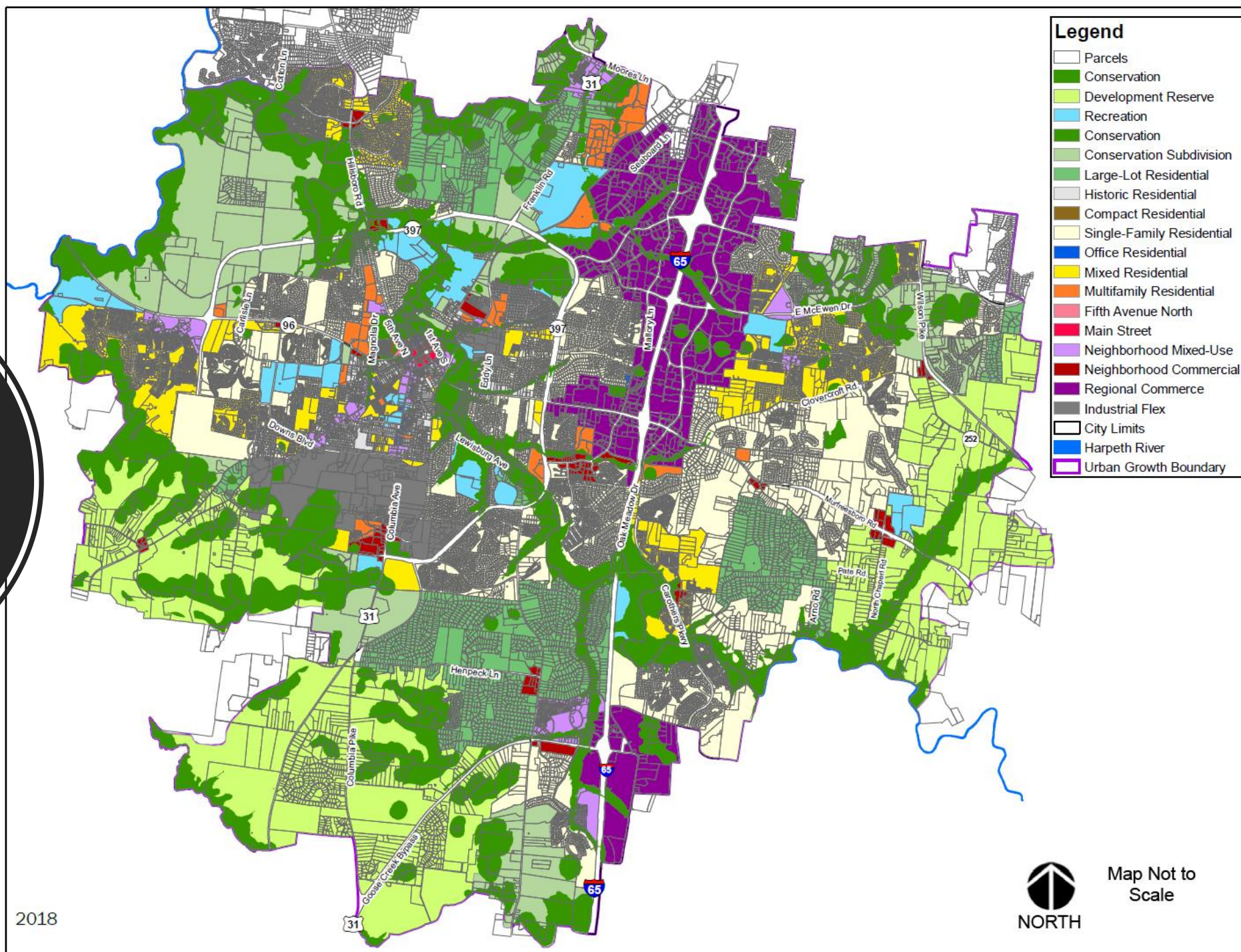
Envision Franklin: Managed Growth

- **Strategic growth** is encouraged in locations **supported by existing City infrastructure and services** or **where they are planned** to be provided in an efficient and orderly manner.
- The extension of **infrastructure and public services** should be used as a **tool** that **strategically directs where growth should take place**, not as a reactive response to development.
- Land-use policies, infrastructure improvements, and community facility investments should be coordinated to **maximize efficiency and public benefit** while **minimizing negative impacts** of growth.
- **Annexation** within the UGB should be approached in a comprehensive manner that **promotes contiguity and orderly growth, efficient delivery of municipal services, and proactive planning for future development.**

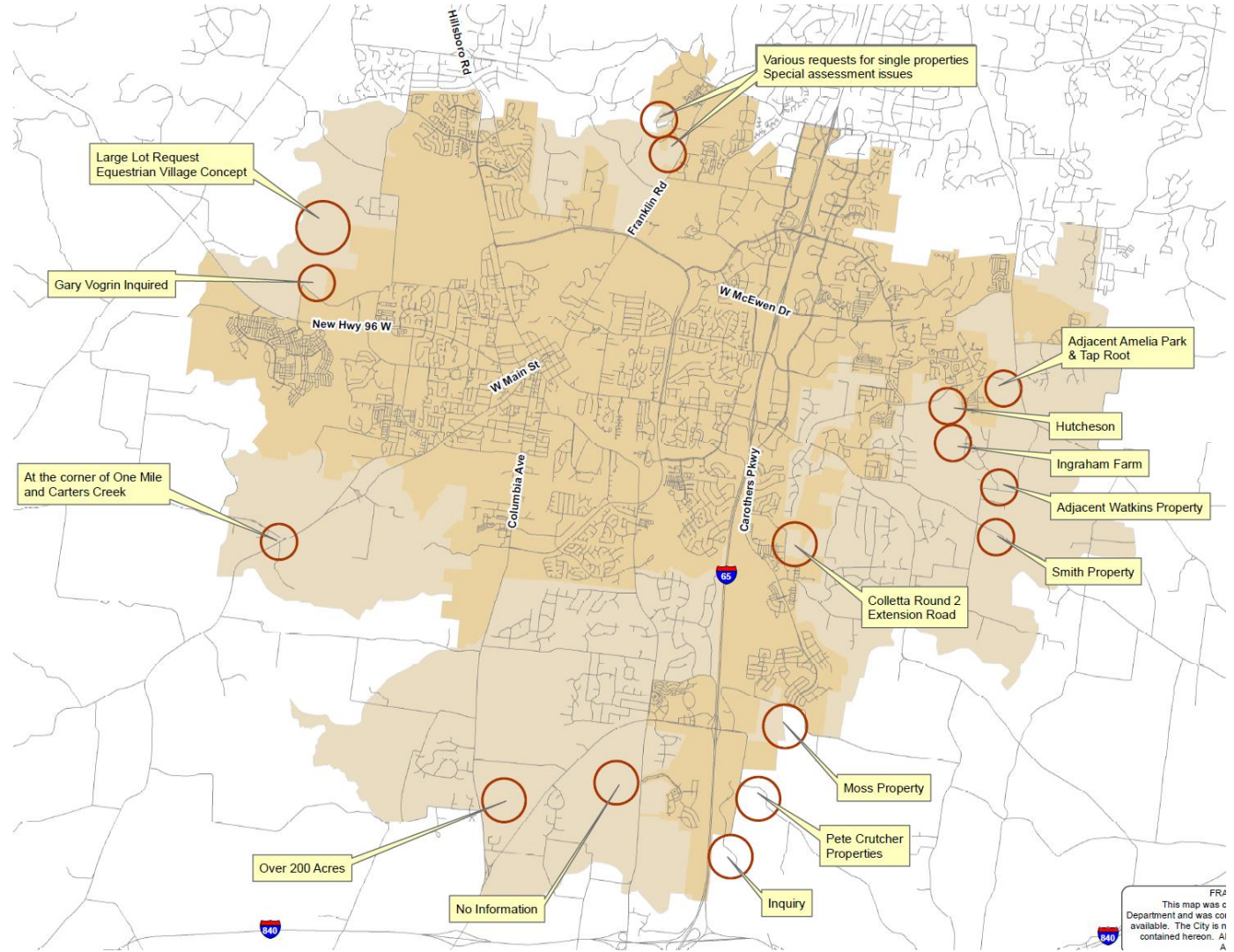
Suitability Analysis



Design Concepts



Annexation Inquiries



Annexation State Law

Property owner request
only, unless by referendum

Noncontiguous annexation
allowed

Referendum allowed
outside of UGB

Franklin Growth and Annexation

Franklin grew from
2 square miles in the 1960s to
41 square miles by 2010

Population has increased
21,000 per decade since 1990

The 2017 population estimate
was 77,400 (33,034 dwellings)

Future Projections

- Based on past growth, the population is projected to increase by 50,000 over the next 22 years
- This projection is based on past population growth rates by decade (annexation + development approval + construction and absorption of dwellings into the Franklin market + household size)

Decade	Type	City of Franklin Population	Number Change	Percent Change
1980	Federal Census	12,407	-	-
1990	Federal Census	20,098	7,691	62%
2000	Federal Census	41,842	21,744	108%
2010	Federal Census	62,487	20,645	49%
2020	Projection	85,000	22,513	36%
2030	Projection	106,000	21,000	24%
2040	Projection	128,600	22,600	21%

Future Buildout

Existing Housing
+
Approved Housing
=
92,000 Population

Projected to reach this
population by 2025

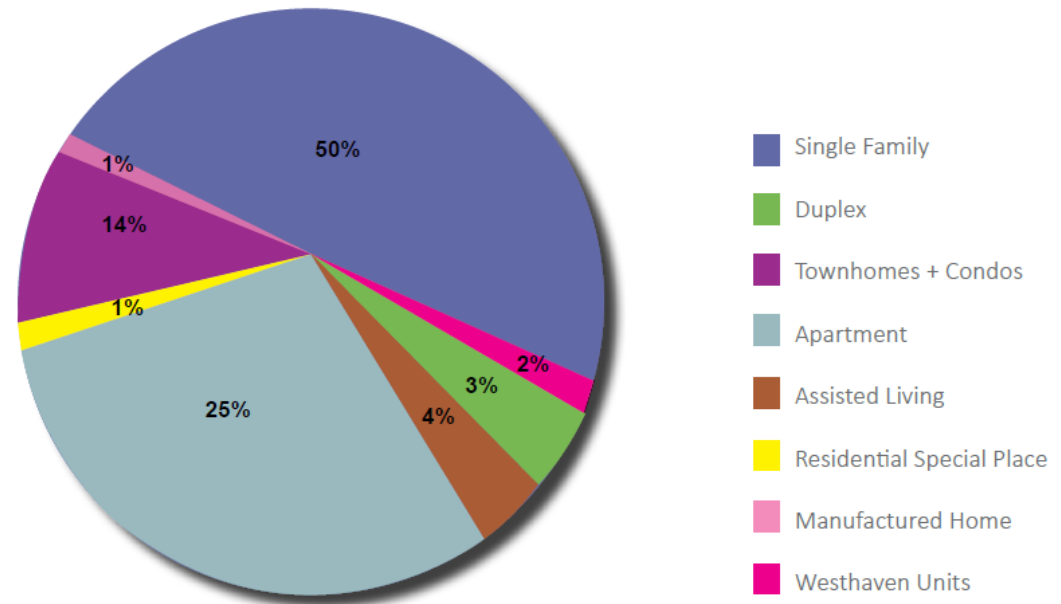
Past growth does not
necessarily indicate future
trends



41,913 DWELLING UNITS
Existing Housing + Approved Housing

Type of Housing	# of Dwelling Units	% of Future Total Housing Stock
Single Family	20,900	50%
Manufactured Home	405	1%
Westhaven Units	839	2%
Duplex	1,221	3%
Townhomes + Condos	6,023	14%
Apartment	10,466	25%
Assisted Living	1,535	4%
Residential Special Place	524	1%
TOTAL	41,913	100%

Future Build-Out



Big Picture Questions

- What is important when we think about growth and annexation?
- Is maintaining the growth rate important?
- Should we focus on maximizing the benefit of investment and direct private investment in places that make sense?
- Focus on commercial areas and return on investment?



Return on Investment Study—Raleigh NC

Strategic planning adds value

- It would take 600-single family homes on a **150-acre** subdivision to equal the tax value of the Wells Fargo Capital Center, which sits on **1.2 acres** of land.
- Wells Fargo Capital Center in downtown Raleigh has **90 times the tax value per acre** than the average suburban acre.



Return on Investment

- **Downtown high rise residential on 3-acre site** pays off its infrastructure in **3 years**. The return on infrastructure investment is **35%**.

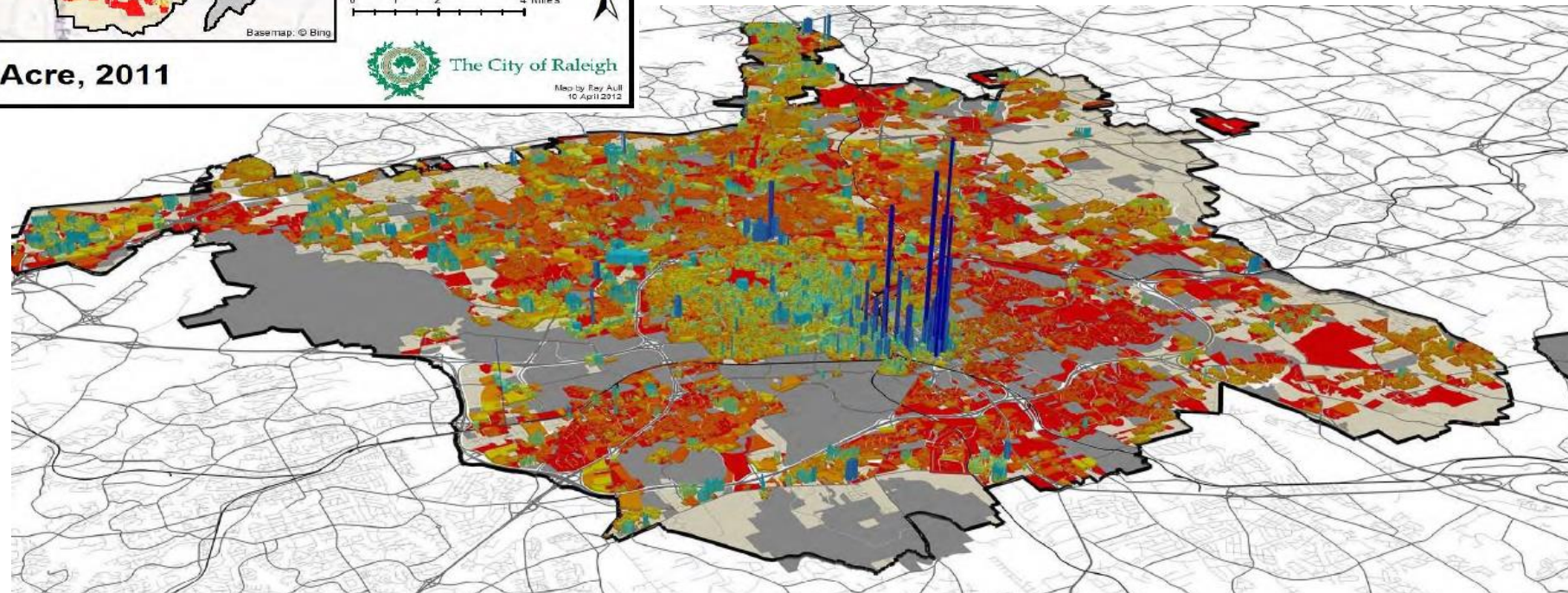
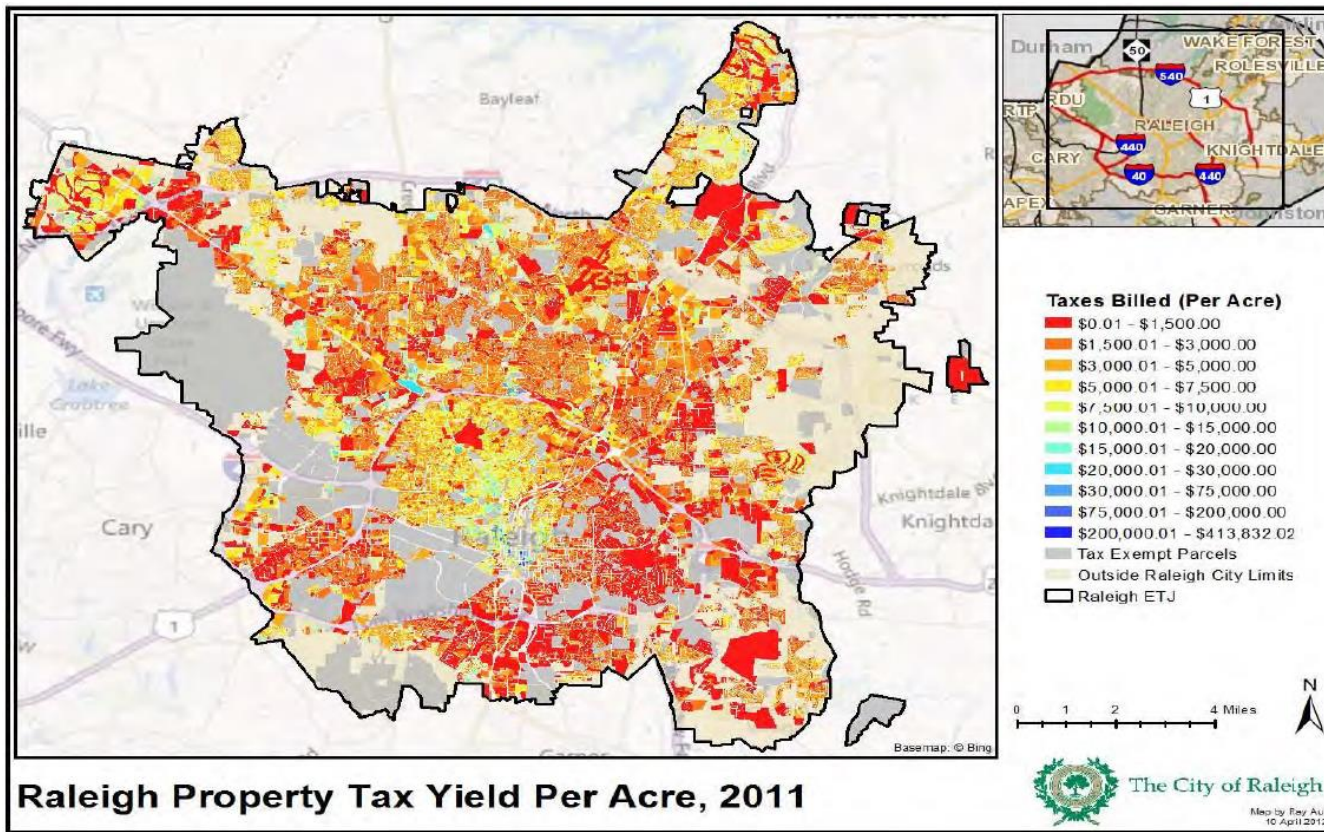


- **Suburban multi-family complex on a 30-acre site** pays off its infrastructure in **42 years**. The return on infrastructure investment is **2%**.



Source: Kristopher Larson and Mitchell Silver, 2008

Return on Investment Study—Raleigh NC



Big Picture Policy Discussion

30 Minutes

Why should the City grow?

What are we trying to achieve as a City?

What is important when we think about growth and annexation?

-Is maintaining the growth rate important?

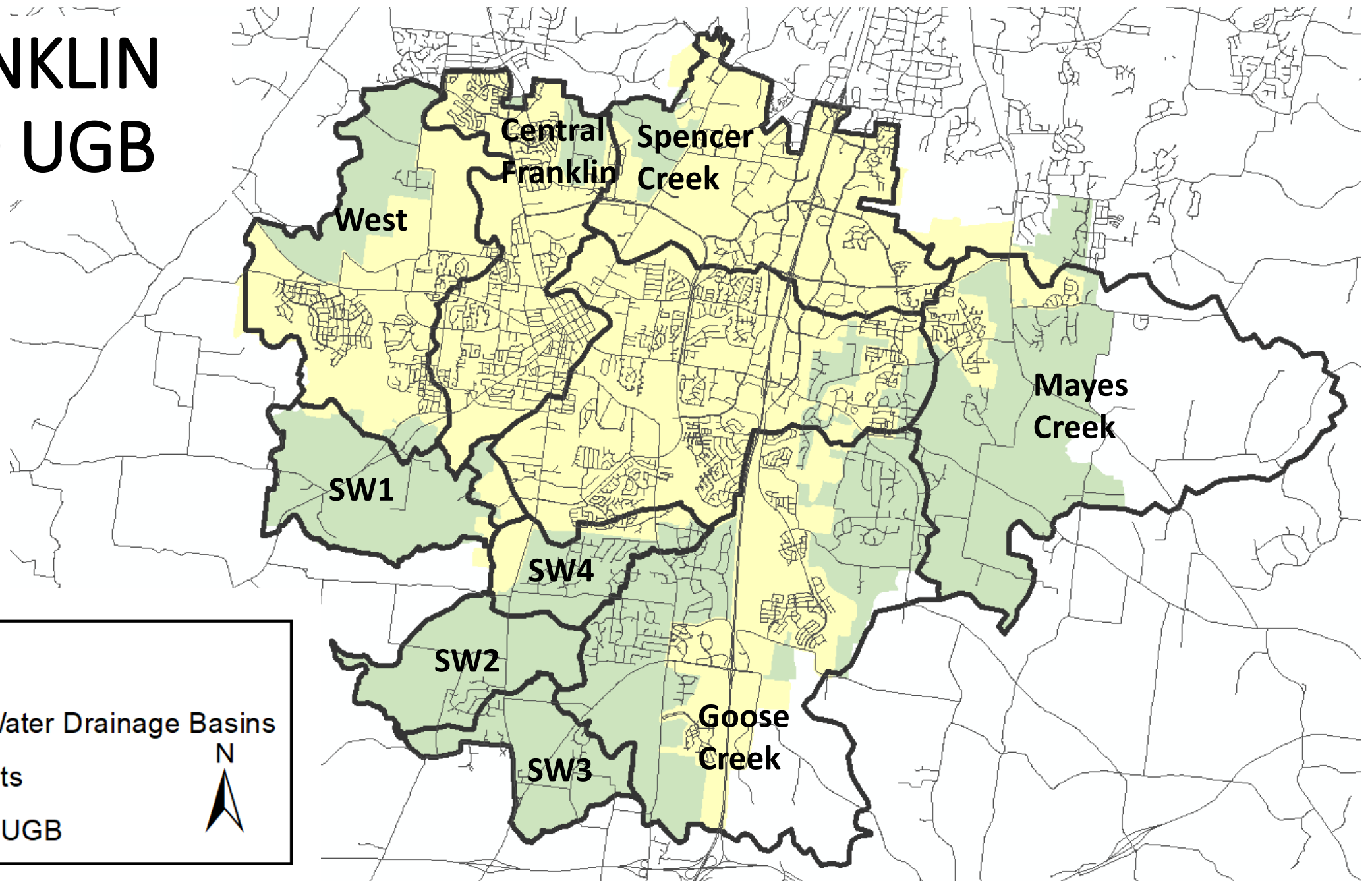
-Should we focus on maximizing the benefit of investment and direct private investment in places that make sense?

Staff Analysis of Potential Annexation Areas



- Studied each drainage basin along edges of the UGB:
 - Developable acreage
 - Future land use
 - Ability to serve
 - Sewer (gravity vs. pump stations and force mains)
 - Road Infrastructure
 - Fire Service (stations/ response times)
 - Magnitude of investment needed
- Assigned a short-, mid-, or long- term capability classification
- Used best available data, but may need additional analysis

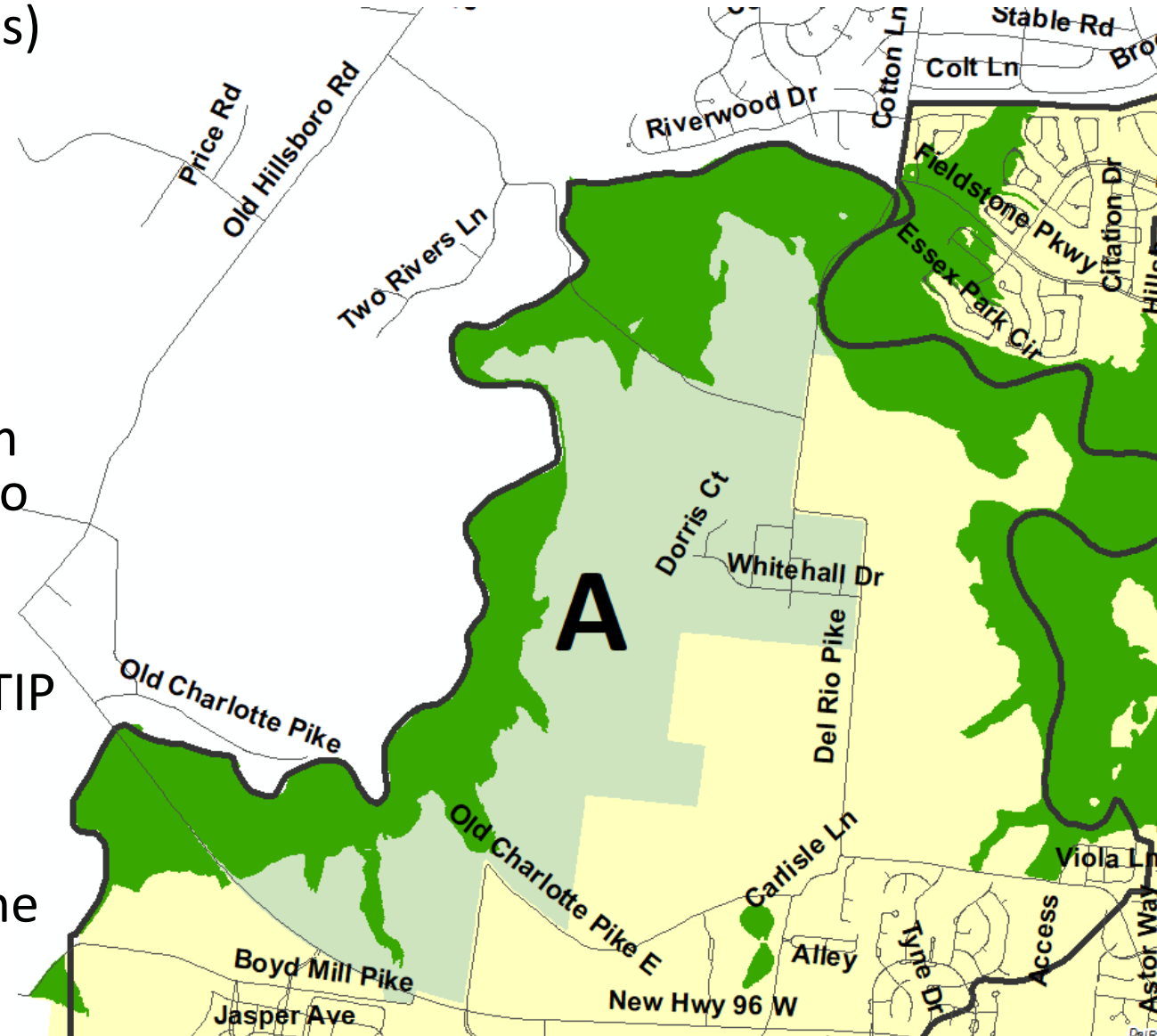
FRANKLIN AND UGB



Short-Term Capability

- Development Potential:
 - Significant developable area (1,600 acres) excluding floodplain
- Future Land Use:
 - Residential and open space
- Sewer Service:
 - Sewer infrastructure is nearby
 - Planned relocation of pump station from Old Charlotte Pike and new force main to the plant
- Road Infrastructure:
 - Mack Hatcher Pkwy scheduled in State TIP
 - Del Rio Pike improvement is long-term
- Emergency Services:
 - Fire Station #8 (Westhaven) can serve the area adequately

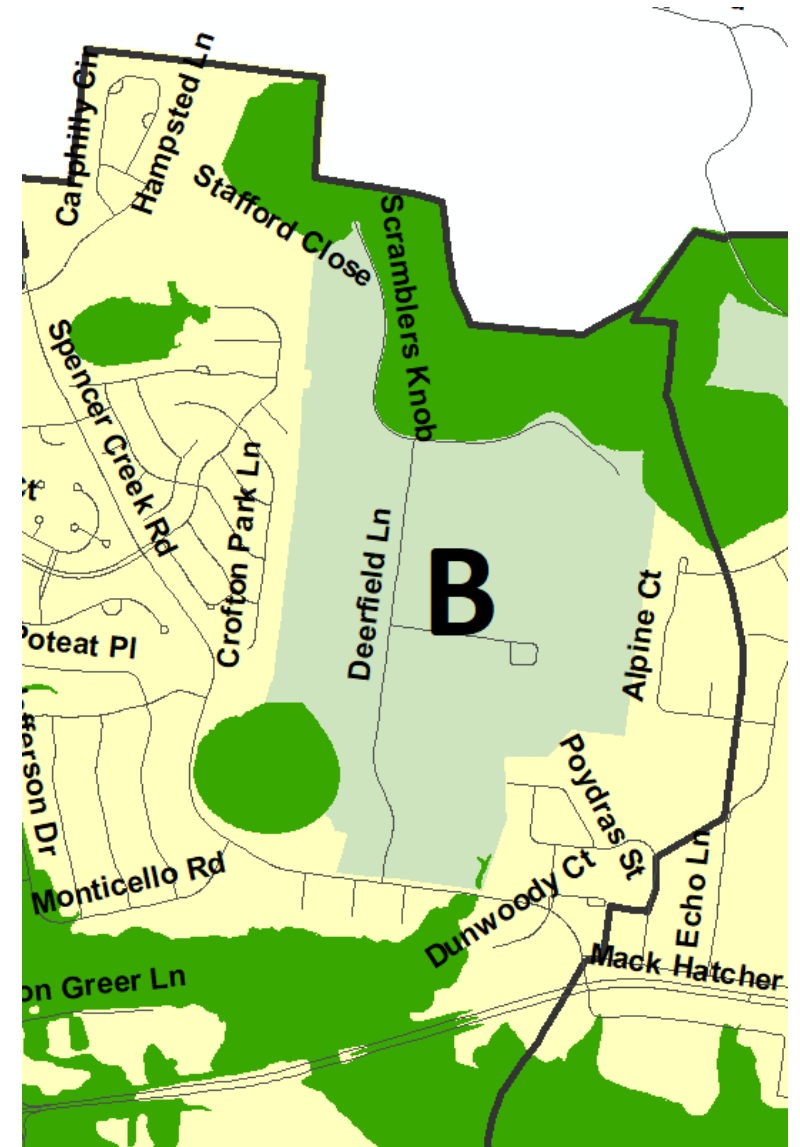
A. West Basin



Long-Term Capability

- Development Potential:
 - Limited developable area due to terrain (0 acres)
- Future Land Use:
 - Existing large-lot development pattern is expected to remain
- Sewer Service:
 - No improvements planned
- Road Infrastructure:
 - No improvements planned
- Emergency Response:
 - There would be extended response time and potentially water supply issues with existing Fire Station 3 and 4.
 - Water supply and large setbacks may be an issue re: hydrant availability. Potentially need to supplement tanker support for water supply, which is not currently in fleet.

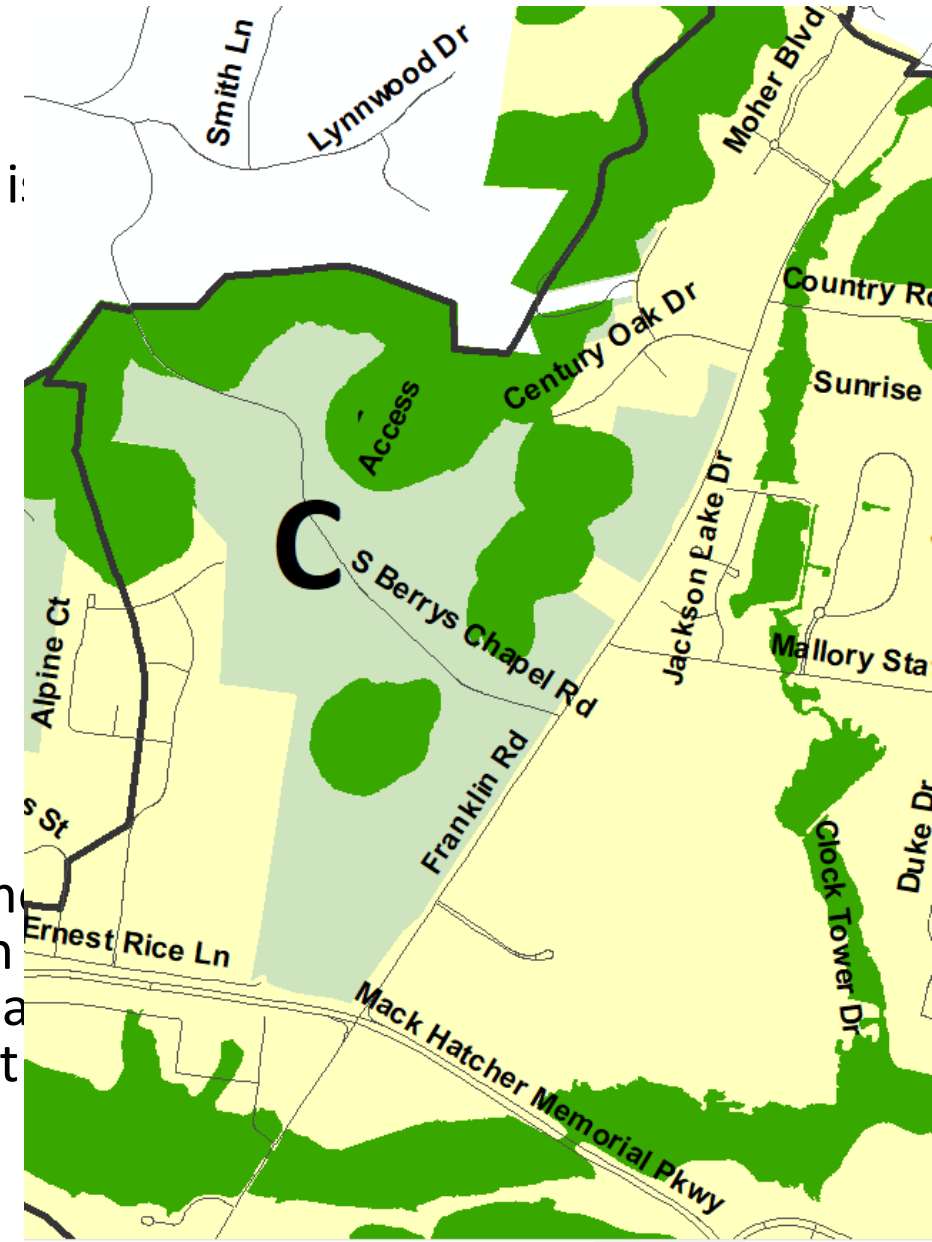
B. Central Franklin Basin



Long-Term Capability

- Development Potential:
 - Limited developable area due to terrain (580 acres)
- Future Land Use:
 - Berrys Chapel Road: Existing large-lot development pattern is expected to remain
 - Meadow Farm has higher development potential
- Sewer Service:
 - No improvements planned
 - Currently designing low pressure system for few lots along Franklin Rd within City
- Road Infrastructure:
 - Berry's Chapel intersection improvement near-term need
- Emergency Response:
 - Berrys Chapel Road: Existing Station 3 and 4 could service the area. However, there may be increased response times than the City's average. Water supply and large setbacks may be an issue re: hydrant availability. Potentially need to supplement tanker support for water supply, which is not currently in fleet.

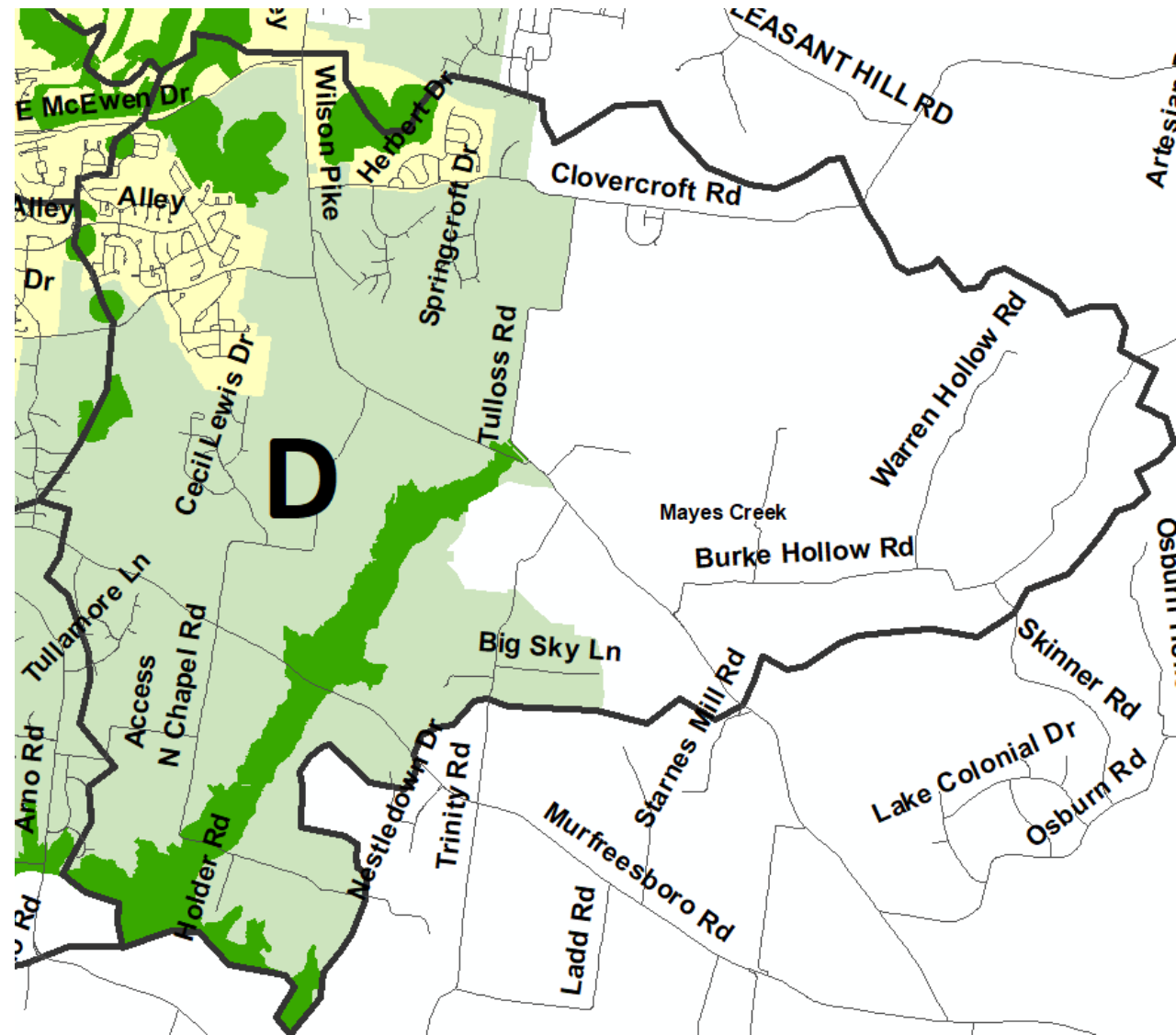
C. Spencer Creek Basin



Mid-Term Capability

- Development Potential: Significant amount
 - Within UGB (3,500 acres)
 - Outside of UGB (4,350 acres)
- Future Land Use:
 - Likely residential with commercial nodes
- Sewer Service:
 - Could be served with gravity sanitary sewer
 - Major sewer extension/investment needed
- Road Infrastructure:
 - Murfreesboro Rd in State TIP this fiscal year
 - McEwen Drive extension is near term
 - Wilson Pike is mid-term (up to State)
 - Arno Road improvement is long term
 - Liberty Pike extension is long term
- Emergency Services:
 - New station needed. Extended response times would necessitate a temporary station. Station 6, 2 and potentially 7 would serve in the interim. Water supply, large setbacks, hydrant availability. Supplement tanker support for water supply, not currently in fleet.

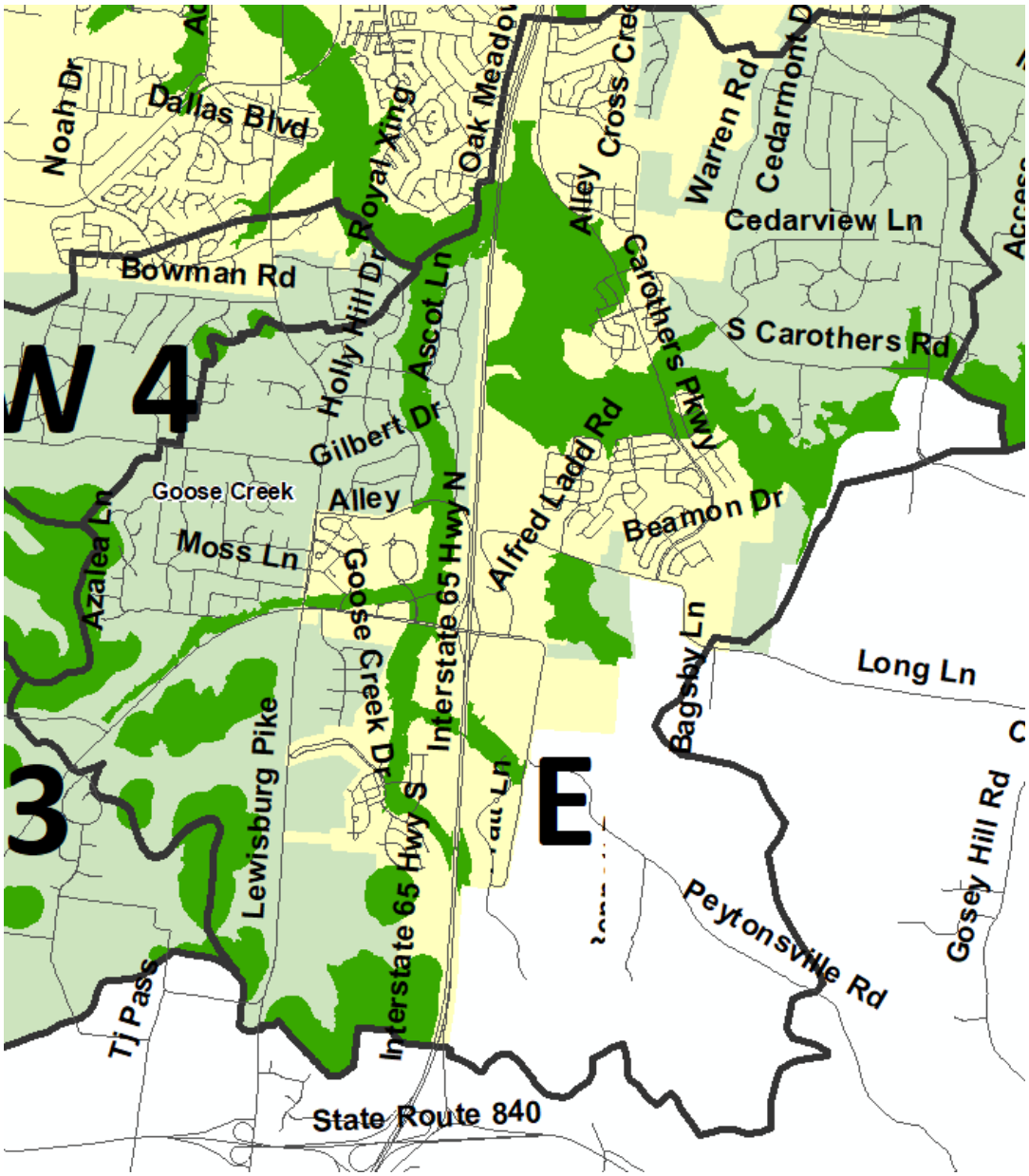
D. Mayes Creek



Short-Term Capability

- Development Potential:
 - Within UGB (1,800 acres)
 - Outside of the UGB (2,115 acres)
 - High interest for property owner annexation
 - Limitations in current annexation State law
- Future Land Use:
 - Some existing County subdivisions on north side
 - Residential and potentially more commercial
- Sewer Service:
 - Infrastructure is in the area to serve with gravity sewer
 - Sewer extension investment has already been made
- Road Infrastructure:
 - Proximity to I-65 and planned major arterial extensions
 - Pratt Lane improvements near term
 - Carothers extension near term
 - Long Lane overpass near term
 - Peytonsville extension near and mid term sections
 - Lewisburg Pike improvements long term (up to State)
- Emergency Response:
 - Existing fire stations 7 (Goose Creek) and 2 would be able to serve adequately

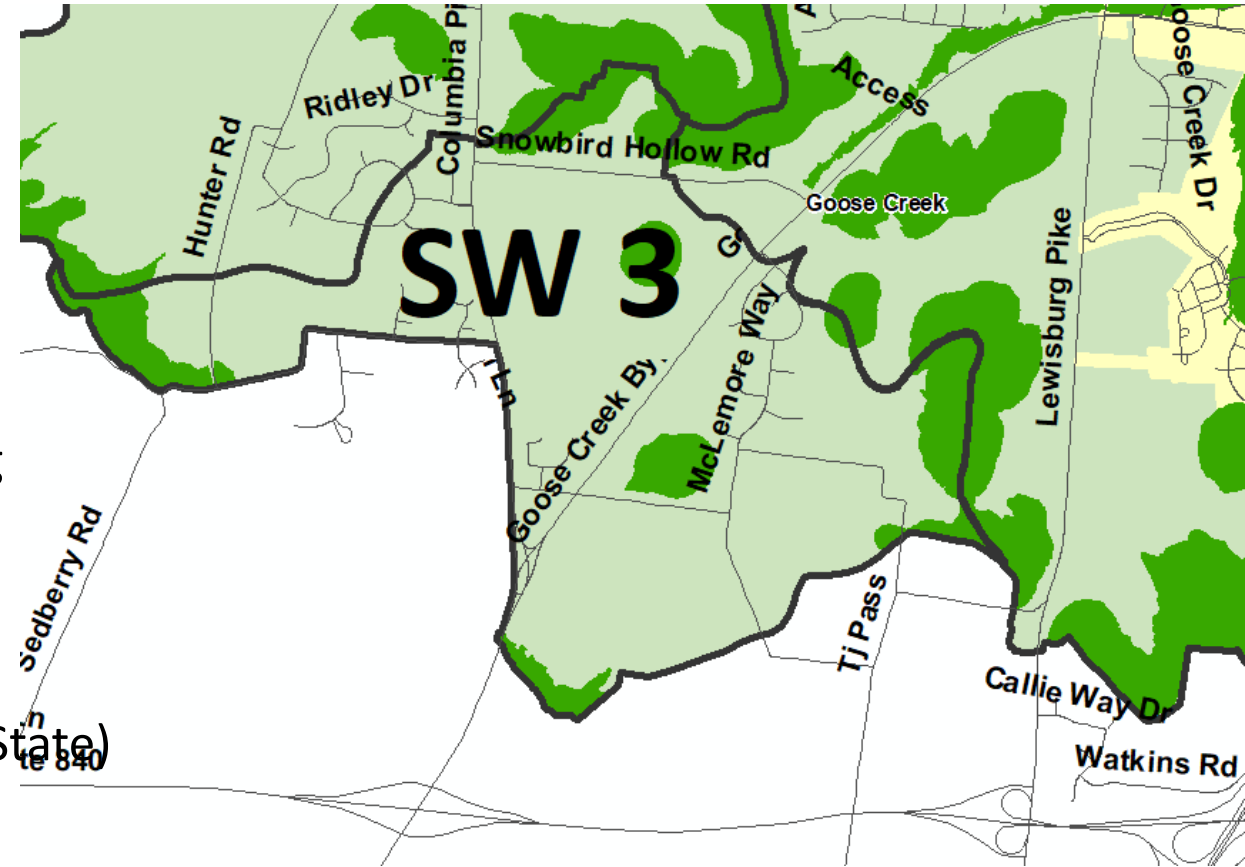
E. Goose Creek



Long-Term Capability

- Development Potential:
 - Limited developable area (1,050 acres) due to hillsides and hilltops
- Future Land Use:
 - Residential
- Sewer Service:
 - Gravity sanitary sewer not possible
 - Significant extension and investment needed (pump station, 3.7-mile force main, plus upgrades to existing lines)
- Road Infrastructure:
 - Minimal existing road network
 - Goose Creek Bypass improvements long term (up to State)
 - Columbia Pike improvements long term (up to State)
 - Minor collector improvements/development driven long term
- Emergency Services:
 - There would be extended response times and potentially water supply issues with existing Fire Stations 5 and 7.

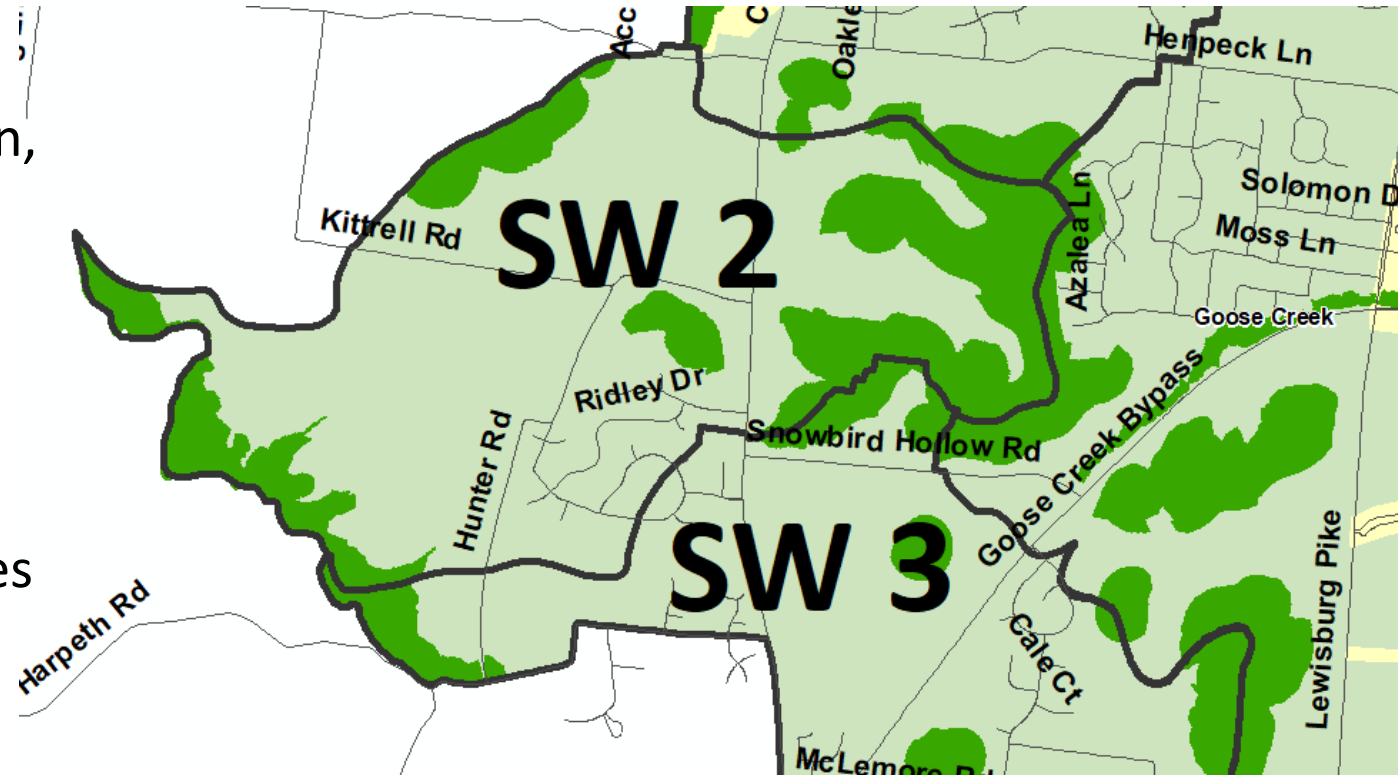
SW 3 Basin



Long-Term Capability

- Development Potential:
 - Developable area (1,500 acres)
 - Significant constraints (hillsides and hilltops)
- Future Land Use:
 - Residential
- Sewer Service:
 - Gravity sanitary sewer not possible
 - Significant extension and investment needed (pump station, 3-mile force main, plus upgrades to existing lines)
- Road Infrastructure:
 - Minimal existing road network
 - Columbia Pike is long term (up to State)
- Emergency Services:
 - There would be extended response times and potentially water supply issues with existing Fire Stations 5 and 7.

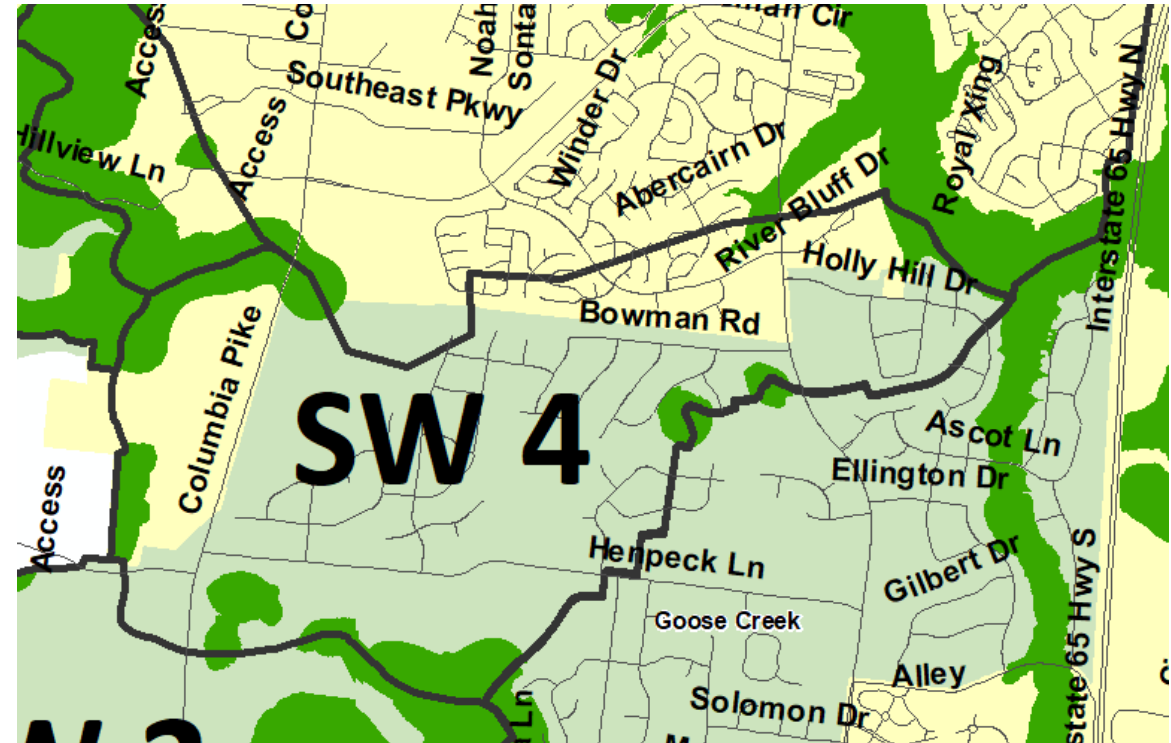
SW 2 Basin



Long-Term Capability

- Development Potential:
 - Limited developable area (230 acres)
 - Much of area developed with County subdivisions
- Future Land Use:
 - Residential
- Sewer Service:
 - Gravity sanitary sewer is limited
 - Significant extension needed (pump station, 3-mile force main, plus upgrades to existing lines)
- Road Infrastructure:
 - Columbia Pike is long term (up to State)
 - Henpeck Lane is long term
- Emergency Services:
 - There would be extended response time and potentially water supply issues.

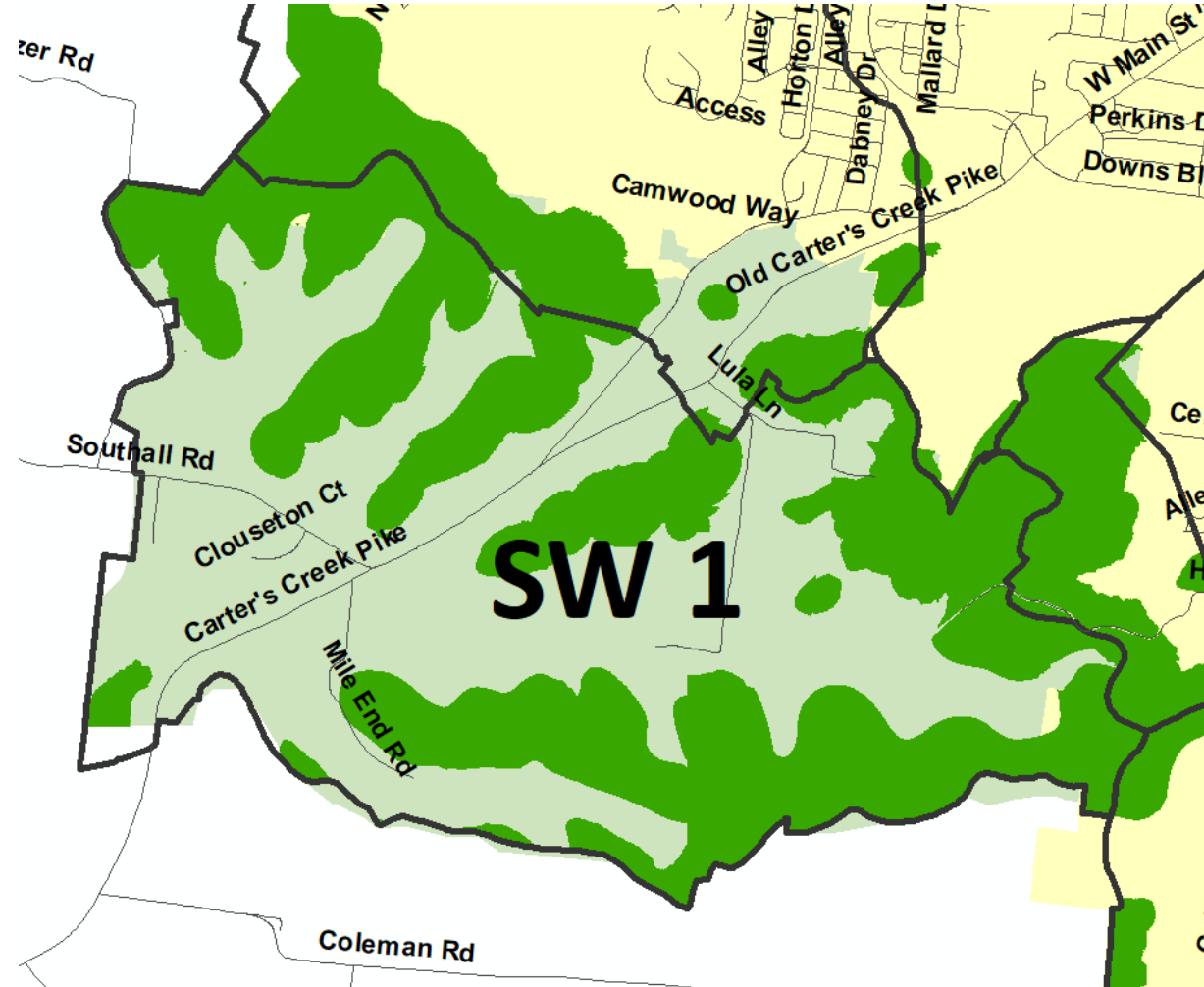
SW 4 Basin



Long-Term Capability

- Development Potential:
 - Limited developable area (1,280 acres) due to hillsides and hilltops
- Future Land Use:
 - Residential
- Sewer Service:
 - Gravity sanitary sewer not possible
 - Significant extension needed (pump station, 1-mile force main, plus upgrades to existing lines)
- Road Infrastructure:
 - Minimal existing road network
 - Carters Creek Pike is long-term (up to State)
 - Horton Lane minor collector/developer driven
- Emergency Services:
 - Extended response times and hydrant and water supply issues with existing Fire Stations 8 and 1.
 - Would need a new Fire Station to serve over 400 dwellings.

SW 1 Basin

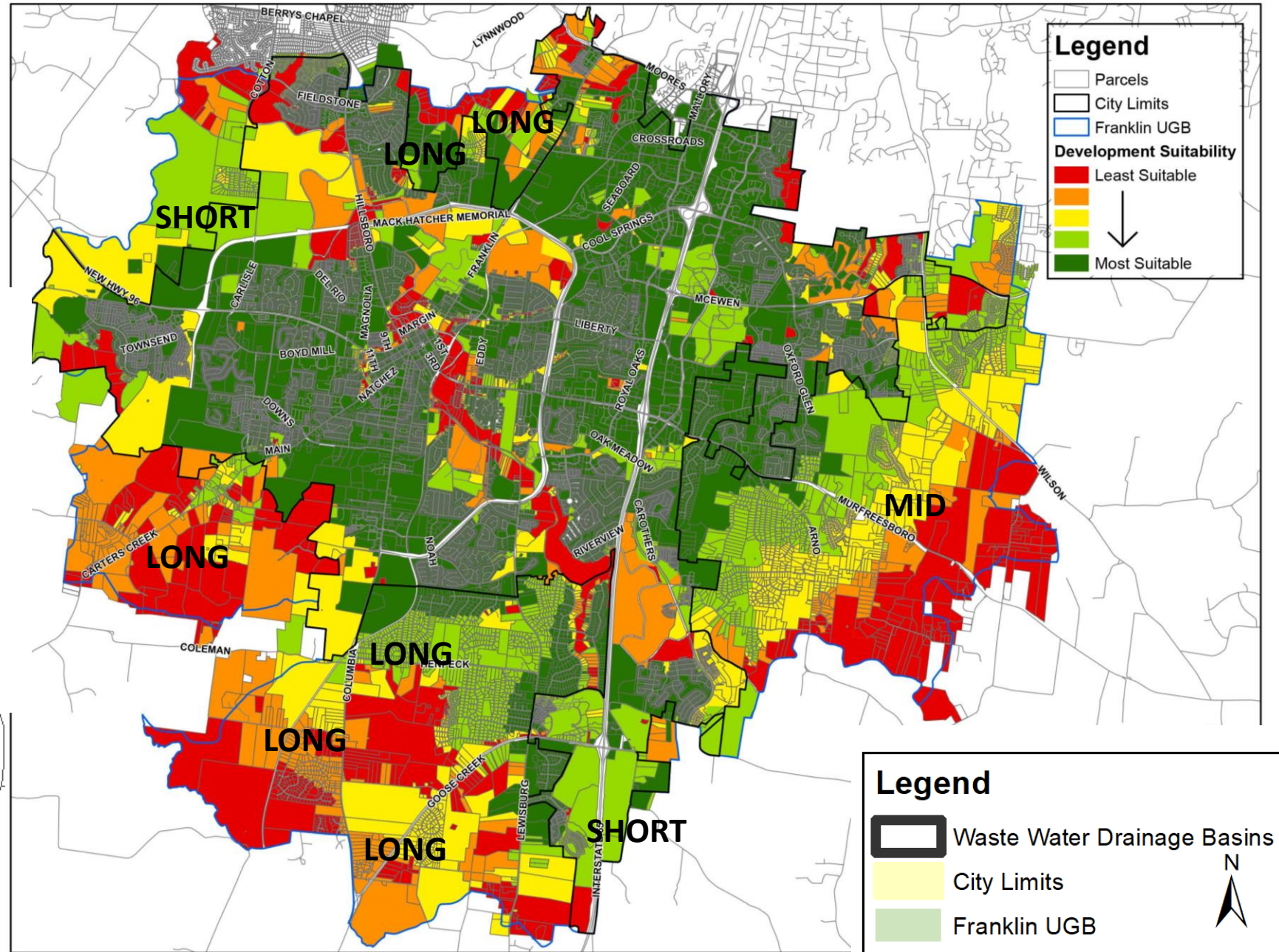


Basin	Developable Acreage in UGB	Sewer Capability	Road Infrastructure	Fire Service	Annexation Capability
Goose Creek	1,800 ac in UGB 2,115 ac beyond	Gravity sewer, nearby, Major extension + investment already made	Pratt Lane Carothers Pkwy Long Lane Overpass Peytonsville Rd Lewisburg Pk	Existing station would serve	Short
West	1,600 ac	Planned pump station	Mack Hatcher Del Rio	Existing station would serve	Short
Mayes Creek	3,500 ac in UGB 4,350 ac beyond	Gravity sewer Major extension/ investment needed	Murfreesboro Rd McEwen Drive Wilson Pike Arno Road Liberty Pike	New station needed	Mid
SW1	1,280 ac	No gravity sewer	Carters Creek Pk Horton Ln	New station needed	Long
SW2	1,500 ac	No gravity sewer	Columbia Pk	Response time/water supply issues	Long
SW3	1,050 ac	No gravity sewer	Goose Creek Bypass Columbia Pk	Response time/water supply issues	Long
SW4	230 ac	No gravity sewer	Columbia Pk Henpeck Lane	Response time/water supply issues	Long
Spencer Creek	580 ac	None planned	Berry’s Chapel intersection	Response time/water supply issues	Long
Central Franklin	0 ac	None planned	None planned	Response time/water supply issues	Long

Annexation Capabilities

Short-, Mid-, or Long-Term Capability Classification based on:

1. Developable acreage
2. Future land use
3. Ability to provide services
4. Magnitude of investment



Discussion on Annexation Capabilities

30 minutes

Thoughts on the annexation capabilities by basin?

Does the BOMA want to consider an annexation policy?

Should the City study investment decisions further?

What is likely to happen if the City does not annex?