



Meeting Agenda

BOMA & FMPC Joint Conceptual Workshop

Thursday, July 25, 2024

5:00 PM

City Hall Board 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 the date, time and in the location stated above. Additional information can be found at www.franklinton.gov/planning. For accommodations due to disabilities, contact the Human Resource 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. (5:00 - 5:20 PM) Overview of Senate Bill 2422/House Bill 2425 Related To Public Hearings And Public Notices Associated With Annexations, Plans Of Services, And Zoning Changes.
2. (5:20 - 6:30 PM) Discussion Of Zoning Ordinance Updates Related To Envision Franklin, Modifications of Standards, and Variances.

OTHER BUSINESS

ADJOURN

SB 2422/ HB 2425

July 25, 2024 Joint Conceptual Workshop

Emily Wright, AICP

SB 2422 HB 2425

- Amends Tennessee Code Annotated sections related to:
 - 1) Annexation
 - 2) Plans of Services
 - 3) Municipal Zoning
- Changes are related to:
 - 1) Public Hearings
 - 2) Published Notices (content and timing)
 - 3) Mailed Notices (recipients and timing)
 - 4) Signage Requirements
- Effective July 1, 2024

Public Hearings

- Annexation Public Hearings will now officially be held:
 - At the FMPC meeting **(new)**
 - At the BOMA meeting during 2nd reading
- Plans of Services Public Hearings will now officially be held:
 - At the FMPC meeting **(new)**
 - At the BOMA meeting (to align with the 2nd readings of the annexation and zoning)

Published Notices (in the newspaper)

- Published notices for Annexations and Plans of Services shall include the time, place, and purpose of the Public Hearing, as well as a minimum of three public locations where copies of the Plan of Services can be viewed during business hours from the date of notice until the Public Hearing.
 - We post the copies of the Plan of Services at the Williamson County Administrative Complex, Franklin City Hall, and the Williamson County Library
- Published notices shall include full copies of the Annexation and Plan of Services Resolutions **(new)**
- Notices shall be published in a newspaper of general circulation no later than 21 days prior to each Annexation or Plan of Services Public Hearing **(new; was previously 14 days and only applied to the BOMA Public Hearing)**
- Additionally, Zoning and Rezoning Public Hearings shall be publicly noticed in the newspaper at least 21 days in advance of the Public Hearing **(new; was previously 15 days. Only applies to the Public Hearing at BOMA)**

Mailed Notices

- Provide written notice of annexation to affected school systems no less than 30 days prior to the public hearing **(will have to move up to 30 days prior to new FMPC public hearing on annexation)**
- **(New)** Send, by first class mail, no later than 21 days prior to the scheduled date of the first hearing on the annexation, a copy of the Annexation and the Plan of Services Resolutions to:
 - Each property owner within the territory to be annexed
 - Each adjoining property owner (defined as any person who owns real property that shares a common boundary with the territory proposed for annexation OR that any part of the property lies within 200 feet of the territory proposed for annexation.)
 - The County Mayor
 - The County Commissioners whose district includes the territory proposed for annexation

Signage Requirements

- Post required signage no later than 21 days prior to the first hearing of the Annexation **(New)**
- Signage requirements **(New)**:
 - 3' wide x 2' tall
 - Affixed to a sturdy base
 - Top of sign no less than 5' from the ground
 - Posted at least 3 places in the territory proposed for annexation and along any thoroughfare bordering the territory
 - Remains until annexation is complete or abandoned
 - Informs viewers of the proposed annexation; the date, time, and location of the public hearing; and a website address for additional info
 - Annexation and Plans of Services Resolutions must be posted on/with the signs

Summary

- Additional public hearing for Annexations and Plans of Services to be held at the FMPC meetings.
- Significant timeline and content changes to published notices.
- Additional mailed notices required to county officials and neighbors.
- We have voluntarily provided signage for Annexations/Plans of Services in the past, but there are costly and time-consuming implications associated with the new signage requirements in T.C.A.
 - *Staff is still working on selecting a new signage template, post/base, sign material, and installation tools.*
- Staff has prepared a summary sheet of the T.C.A. requirements for consistent application of the law (also attached to this item in Civic Clerk).

TCA REQUIRED NOTICES FOR ANNEXATION AND PLAN OF SERVICES RESOLUTIONS

BEFORE PUBLIC HEARING

Time Line	PLAN OF SERVICES	ANNEXATION
30 days prior to date of FMPC Public Hearing for Plan of Services <i>(check prints day)</i> Responsible Party: Planning Department		☐ Mail Written Notice of Annexation to Affected School Systems as soon as possible <u>but no less than 30 days</u> prior to date of FMPC public hearing for POS. ☐ Include Williamson County Schools and Franklin Special School District, as applicable. <i>TCA § 6-51-102(b)(2), per update to TCA § 6-51-102(b)(4)</i>
24 calendar days prior to the date of the first hearing of proposed annexation (FMPC is first hearing) <i>(Monday of week of resubmittal deadline)</i> Responsible Party: Planning Department	☐ 6-51-104(b)(2)(A)(iii) Send copy of Resolution of Plan of Services to the newspaper (because the section says send the Annexation, which includes a plan of services) ☐ 6-51-102(b)(4)(B) Send notice of the public hearing of the Plan of Services in the newspaper, (inclusive of a MAP), including the time, place and purpose of the public hearing, and include the locations of the copies of the plan of services where they can be publicly inspected - Williamson County Library -Williamson County Administrative Complex – County Clerk -Planning and Sustainability Dept. <i>Per TCA § 6-51-101 map requirement</i>	☐ 6-51-104(b)(2)(A)(iii) Send copy of Resolution of Annexation to the newspaper ☐ Though not required by state law, include the Annexation in the notice of public hearing.
21 calendar days prior to the date of the first hearing of proposed annexation (FMPC is first hearing) <i>(Thursday, resubmittal deadline)</i> Responsible Party: Planning Department	☐ 6-51-104(b)(2)(A)(iii) Verify that copy of Annexation Resolution is published ☐ 6-51-104(b)(2)(A)(iii) Verify that copy of POS Resolution is published ☐ 6-51-102(b)(4)(B) Verify POS notice is published ☐ 6-51-104(b)(2)(A)(i) Mail copy of the Annexation Resolution and POS Resolution, by first class mail to: -each property owner within territory to be annexed; -all property owners within 200' from territory to be annexed; -County Mayor; and -County Commissioners whose district include territory to be annexed ☐ 6-51-104(b)(2)(A)(ii) Post copy of the Annexation Resolution and Plan of Services Resolution in three public places within City: - Williamson County Library -Williamson County Administrative Complex – County Clerk -Planning and Sustainability Dept. ☐ 6-51-104(b)(3)(A) Post at least three signs, and along all any thoroughfare bordering the territory, with a copy of the Annexation Resolution and POS Resolution posted to three signs 6-51-104(b)(2)(A)(ii)	

TCA REQUIRED NOTICES FOR ANNEXATION AND PLAN OF SERVICES RESOLUTIONS

BEFORE PUBLIC HEARING

Time Line	PLAN OF SERVICES	ANNEXATION
21 days Prior to BOMA Public Hearing (the week after BOMA 1 st reading, send to paper on Monday for Thursday publication, to be published approximately 26 days prior to public hearing) Responsible Party: Recorder's Department	☐ 6-51-102(b)(4)(B) Public notice of the public hearing of the Plan of Services in the newspaper, (inclusive of a MAP), including the time, place and purpose of the public hearing, and include the locations of the copies of the plan of services where they can be publicly inspected - Williamson County Library -Williamson County Administrative Complex – County Clerk -Planning and Sustainability Dept. <i>Per TCA § 6-51-101 map requirement</i>	☐ Though not required by state law, include the Annexation in the notice of public hearing.
ZONING		
21 calendar days prior to the BOMA public hearing for Zoning associated with the Annexation/POS (the week after BOMA 1 st reading, send to paper on Monday for Thursday publication, to be published approximately 26 days prior to public hearing) Responsible Party: Recorder's Department	☐ Publish notice of the time and place of the public hearing for the ordinance in the newspaper <i>Updated TCA § 13-7-203(a)</i>	

SIGN REQUIREMENTS

- ☐ Minimum 3' wide by 2' tall
- ☐ Affixed to a sturdy base **(MAY HAVE TO CALL AND LOCATE IF DRIVING ANYTHING INTO THE GROUND)**
- ☐ Top of sign no less than 5' from ground
- ☐ Sign must include notice of annexation, date, time, and location of FIRST public hearing (FMPC) and a website address for additional information
- ☐ Posted within territory AND along ANY thoroughfare bordering the territory

Minimum of 3 signs, with BOTH resolutions affixed to the sign

Signs must remain in place until territory is annexed, or request is abandoned

TCA REQUIRED NOTICES FOR ANNEXATION AND PLAN OF SERVICES RESOLUTIONS
AFTER PUBLIC HEARING

REQUIRED NOTICES	PLAN OF SERVICES	ANNEXATION
One letter collectively meeting all of the requirements below can be created and mailed to each of the six recipients below. Responsible Party: Planning Department		
Written Notice to County Mayor	☐ Send letter with signed copies of POS Resolution and Annexation Ordinance/Resolution and map. <i>Williamson County Mayor</i> 1320 W. Main St. Suite 125 Franklin, TN 37064 TCA § 6-51-102(b)(1) and TCA § 6-51-104(b)(1)(A)	
Written Notice to Department of Revenue		☐ Send letter with copy of signed Annexation Ordinance/Resolution to Department of Revenue <i>Commissioner, Tennessee Department of Revenue</i> 500 Deaderick Street Nashville, TN 37242 TCA § 6-51-115
Written Notice to Emergency Communications District (2)	☐ Send letter with copy of signed Annexation Ordinance/Resolution and POS Resolution to Emergency Communications District. ☐ Must include map that identifies all public and private streets in area to be annexed, including street names and direction indicators. The map must include or have appended a list of address ranges for each street to be annexed. <i>Williamson County Emergency Communications</i> 1320 West Main Street Suite B-25 Franklin, TN 37064 <i>Williamson County Emergency Management Agency</i> 1320 West Main, Suite B-30 Franklin, TN 37064 TCA § 6-51-119	

TCA REQUIRED NOTICES FOR ANNEXATION AND PLAN OF SERVICES RESOLUTIONS

AFTER PUBLIC HEARING

Written Notice to Property Assessor		☐ Send letter with copy of signed Annexation Ordinance/Resolution and map <i>Williamson County Property Assessor</i> 1320 West Main Street Suite 300 Franklin, TN 37064 TCA § 6-51-121
Written Notice to Comptroller of Treasury		☐ Send letter with copy of signed Annexation Ordinance/Resolution and map Comptroller of the Treasury State Capitol Nashville, TN 37243-9034 TCA § 6-51-121
POS Progress Reports and Public Hearing Responsible Party: Planning Department	☐ Publish progress report and public hearing notice in newspaper on status of extension of services according to adopted POS Resolution ☐ Must be done 6 months after adoption of POS Resolution and then annually thereafter until services have been extended according to the POS ☐ Publish in newspaper at least 15 days before public hearing TCA § 6-51-108	

NOTICE OF PUBLIC HEARING

Notice is hereby given that the **Franklin Municipal Planning Commission/Board of Mayor and Aldermen** of the City of Franklin, Tennessee, on _____, will hold a Public Hearing at 7:00 p.m. in the City Hall Board Room, 109 Third Avenue South, Franklin, Tennessee, Concerning:

Resolution 2015-73: "A Resolution Adopting A Plan Of Services For The Annexation Of 4150 Clovercroft Road And The Property Immediately Adjacent To The East, By The City Of Franklin, Tennessee

Resolution 2015-107, "A Resolution To Annex 4150 Clovercroft Road And The Property Immediately Adjacent To The East, Consisting Of 13.6 Acres, Property Located North Of Clovercroft Road And East Of McKay's Mill Subdivision And Adjoining The City Limits Within The Northeastern Part Of The Franklin Urban Growth Boundary (UGB)."



The Plan of Services and Annexation Resolutions are posted and available for public viewing on the City of Franklin website www.franklintn.gov or at the following locations:

Planning & Sustainability Dept.
Franklin City Hall
109 Third Ave South, Suite 133
Franklin, TN 37064

Williamson County Library
1314 Columbia Ave.
Franklin, TN 37064

Williamson County
Administrative Complex
1320 W. Main St., Suite 135
Franklin, TN 37064

The complete text of these items is also on file at the Planning and Sustainability Department, City Hall, and may be inspected there between the hours of 8:00 a.m. and 5:00 p.m., Monday through Friday. All interested persons are encouraged to attend the public hearing and will be permitted to express their opinions concerning the passage of this items.

Joint Conceptual Workshop July 25, 2024

Five-Year Zoning Ordinance Update Envision Franklin

Five Year Zoning Ordinance Update

Potential Topics
from BOMA/FMPC
Members

Envision Franklin

Modification of
Standards

Variances

State Law
Changes/
Best Practices

FEMA Floodplain
Map Updates

ENVISION



FRANKLIN

PRESERVING THE PAST, PLANNING THE FUTURE

Envision Franklin Comprehensive Update

Envision Franklin Updates

- Created new Farmstead Residential and Small-Scale Multifamily Building Types.
- Established scenic corridor setbacks along a portion of Wilson Pike.
- Refined building heights in the Regional Commerce Design Concept to step height down along the edges of residential.
- Added accessory dwellings into all single-family residential design concepts.

Farmstead Residential and Small-Scale Multifamily in Building Types

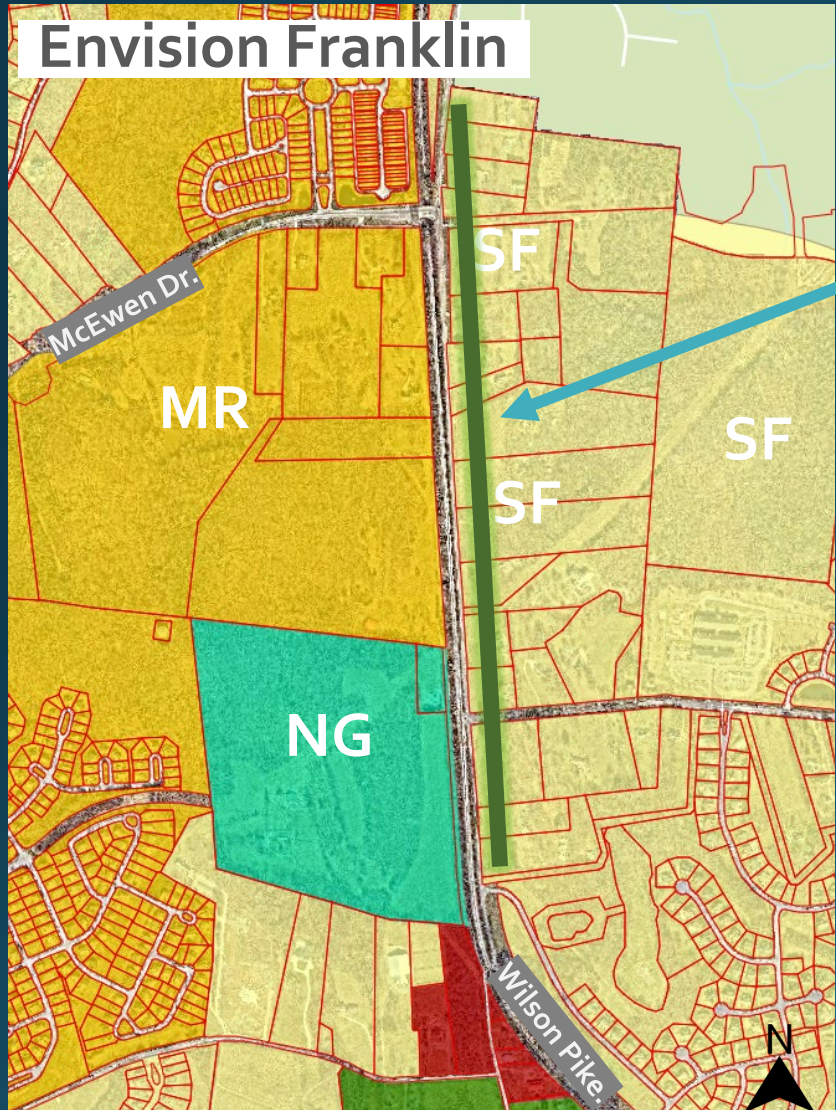
- Provide a new building type for Farmstead Residential which would be an agrarian-styled building containing 5-8 units
 - Provide flexibility for rural architectural character
 - Add to definitions
 - Add to PD Zoning District
- Small-Scale Multifamily, which would be 8-12 units/building capped at 2.5 stories and would adhere to the standards of the Multifamily Building Type.

Wilson Pike Scenic Corridor Overlay

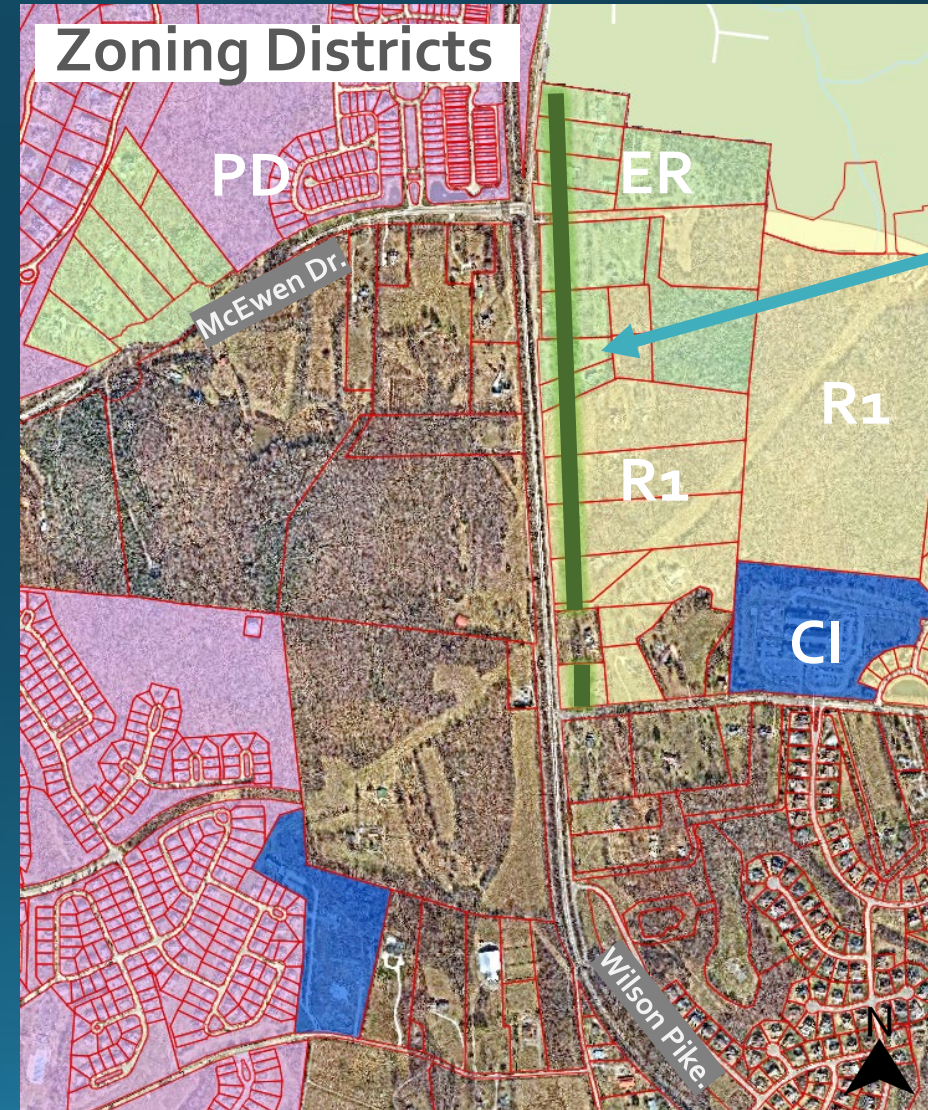
Envision Franklin established a 100 ft setback on the east side of Wilson Pike to help preserve rural character.



Wilson Pike Scenic Corridor Overlay



100 ft
building
setback
on east
side of
Wilson Pk

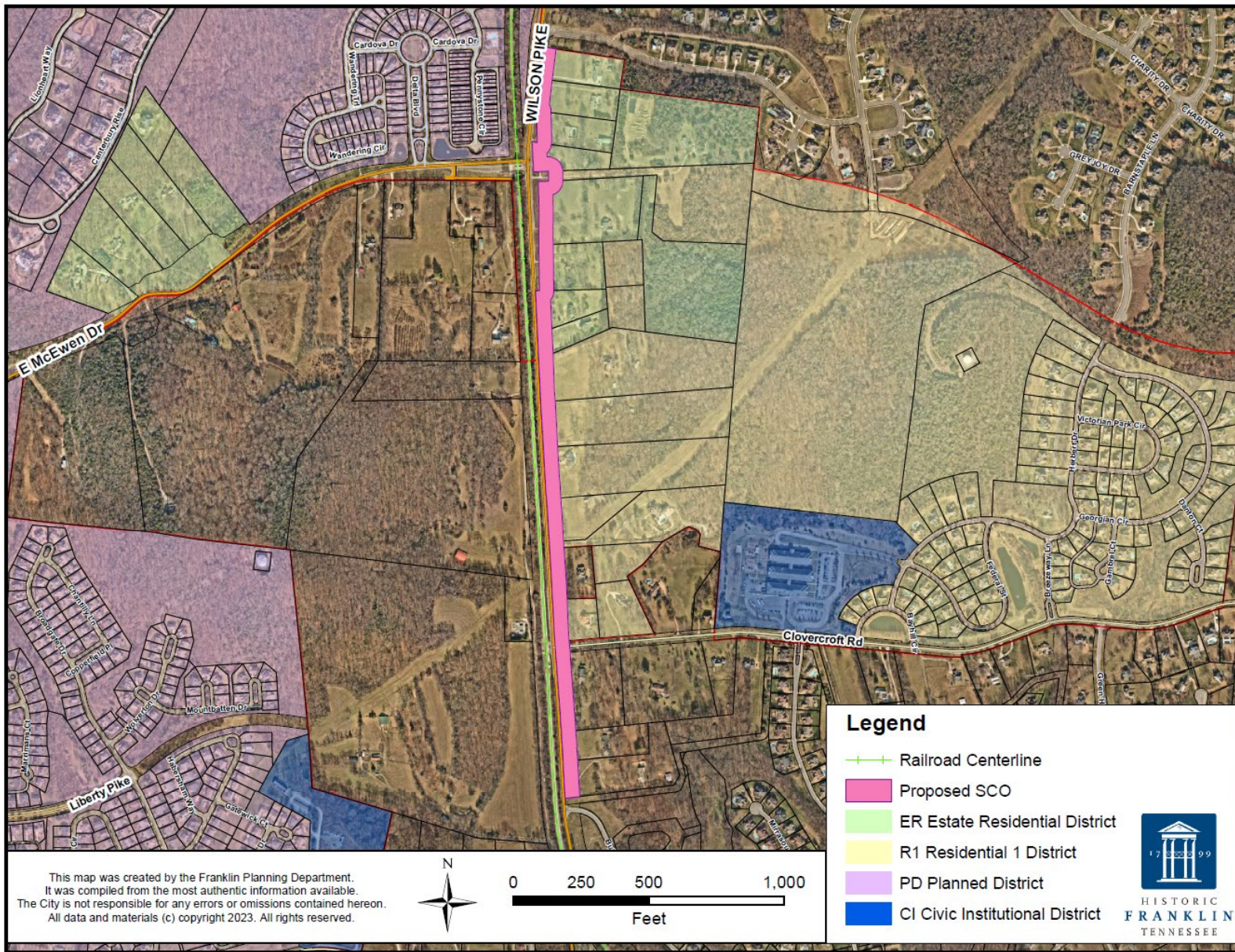


14
impacted
parcels if
rezoned to
SCO

Wilson Pike Proposed SCO

- Alignment with Envision Franklin
- All other recommended setbacks are in the Zoning Ordinance
- This would not create any nonconformities
- Mailers would be required

Do you support rezoning the front of these 14 parcels into the SCO?



Accessory Dwellings in Single Family Residential Districts

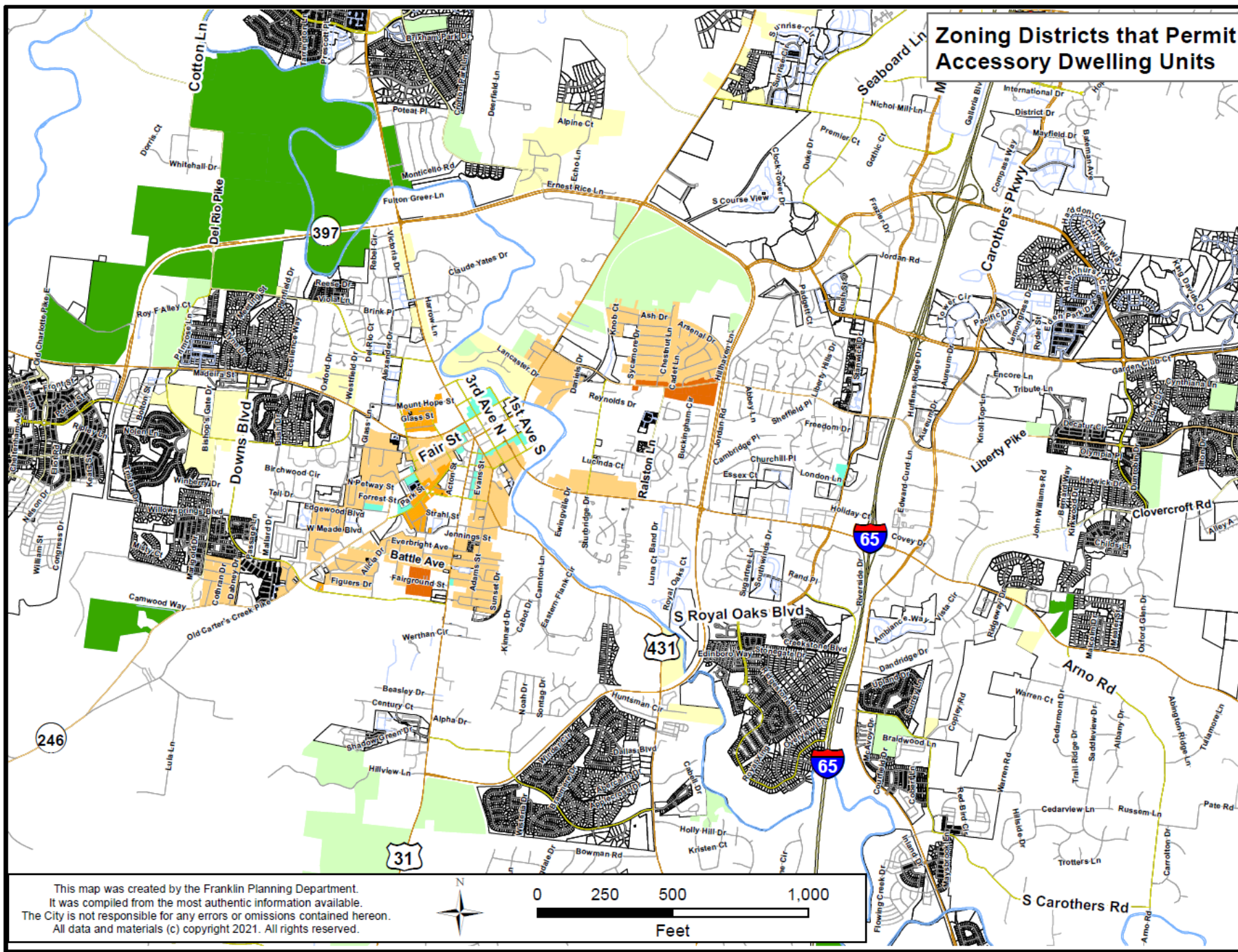
- Envision Franklin was amended to include accessory dwellings in the Single Family Residential Design Concept
- The Zoning Ordinance allows Accessory Dwellings in the following Zoning Districts: AG, ER, R1, R4, R6, OR, and PD. They are not permitted in R2 and R3.

Accessory Dwellings Use Restrictions

- The Zoning Ordinance states:
 - Maximum of one ADU permitted on a lot
 - The building footprint shall not exceed 50% of the building footprint of the principal building
 - Building height can't exceed height of main house or 1½ stories
 - Owner must live on the lot
 - Must comply with the principal building type standards for materials, material changes, colors, and roof elements
 - Must provide parking, meet LSA, setback requirements, and stay out of easements

Zoning Districts that Permit Accessory Dwelling Units

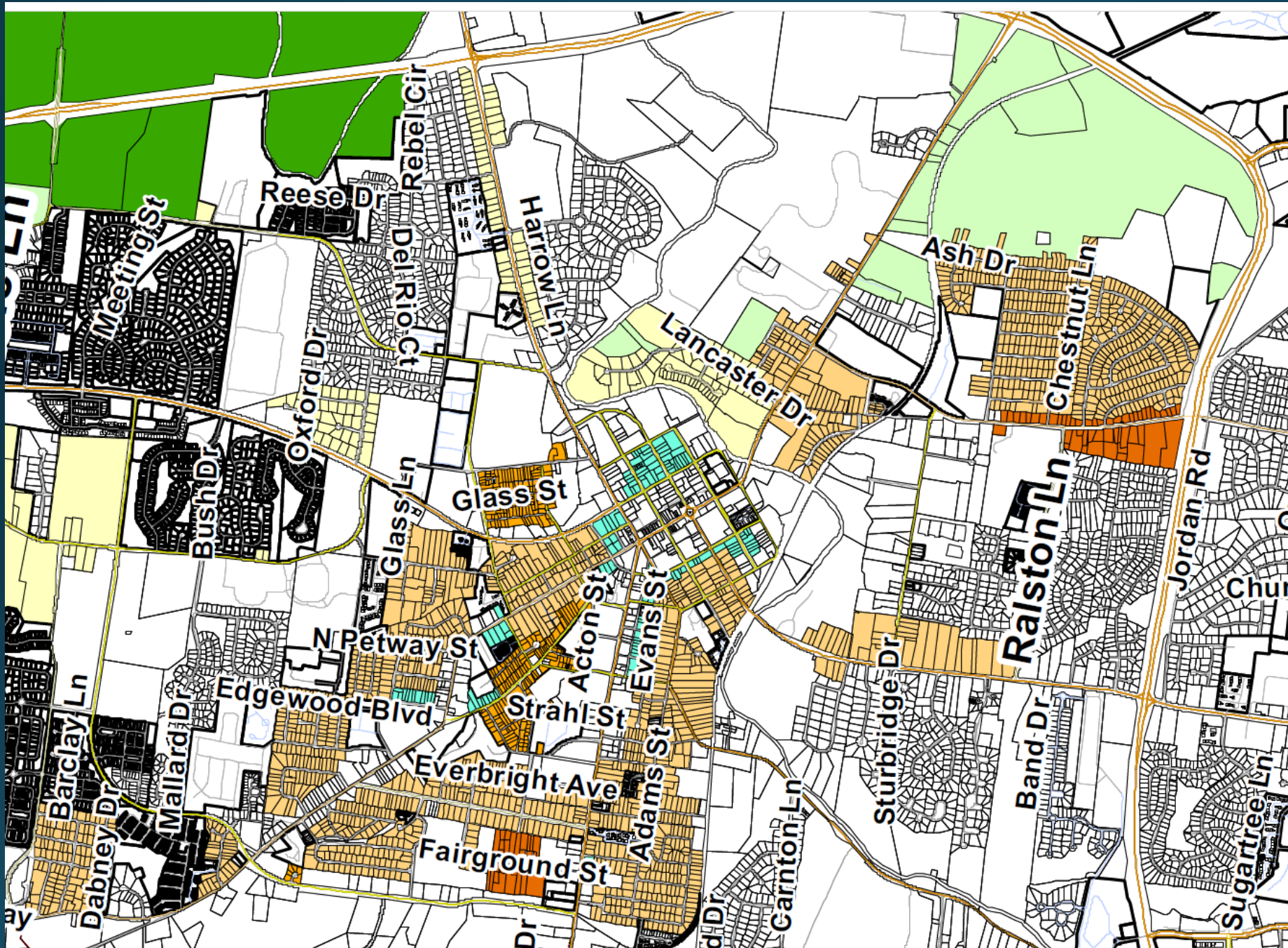
Zoning Districts that permit ADUs



Legend

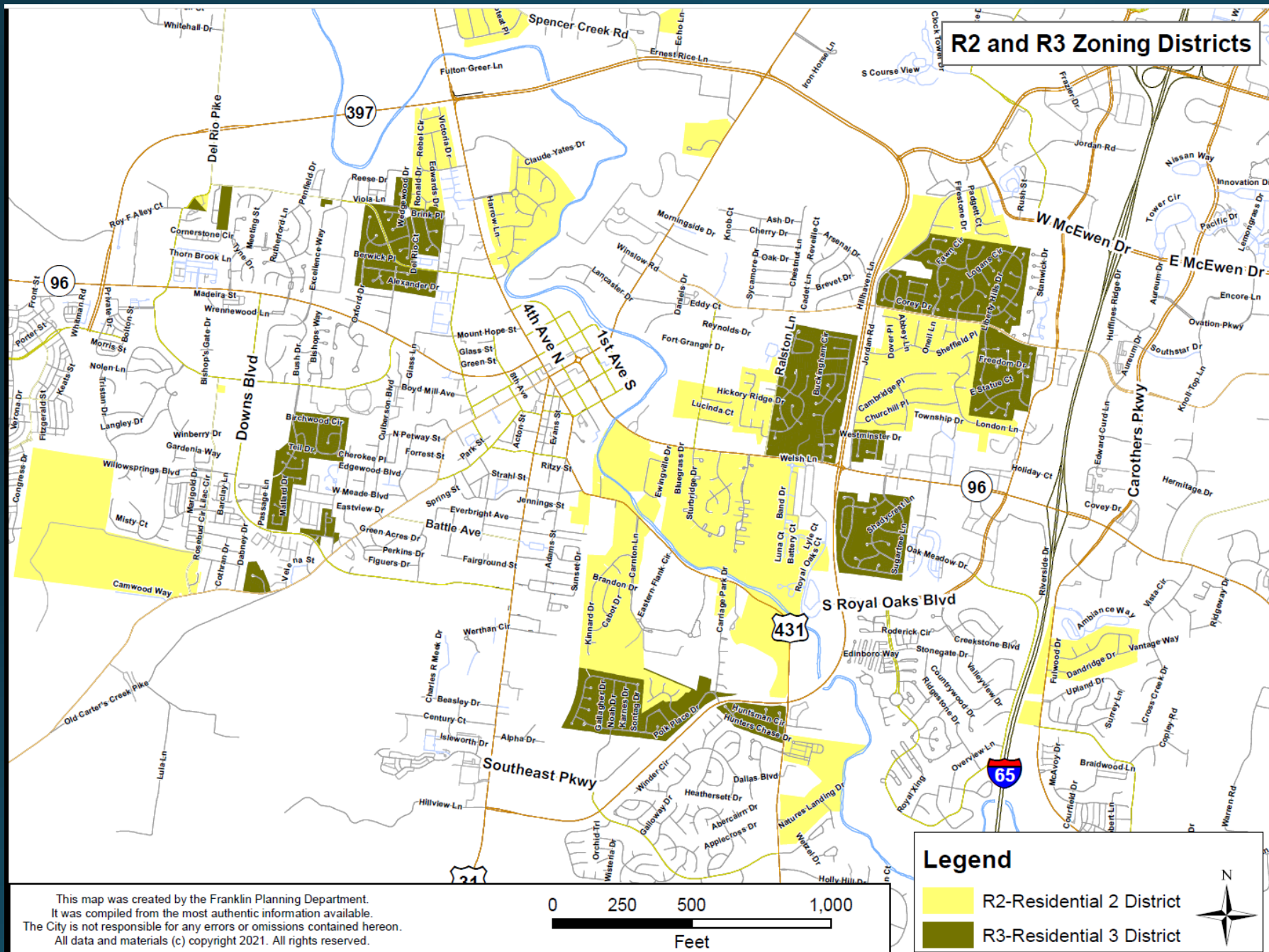
- AG Agricultural District
- ER Estate Residential District
- R1 Residential 1 District
- R4 Residential 4 District
- R6 Residential 6 District
- MR Mixed Residential District
- PD Planned District
- OR Office Residential District

Zoning Districts that currently permit ADUs (Zoomed in)

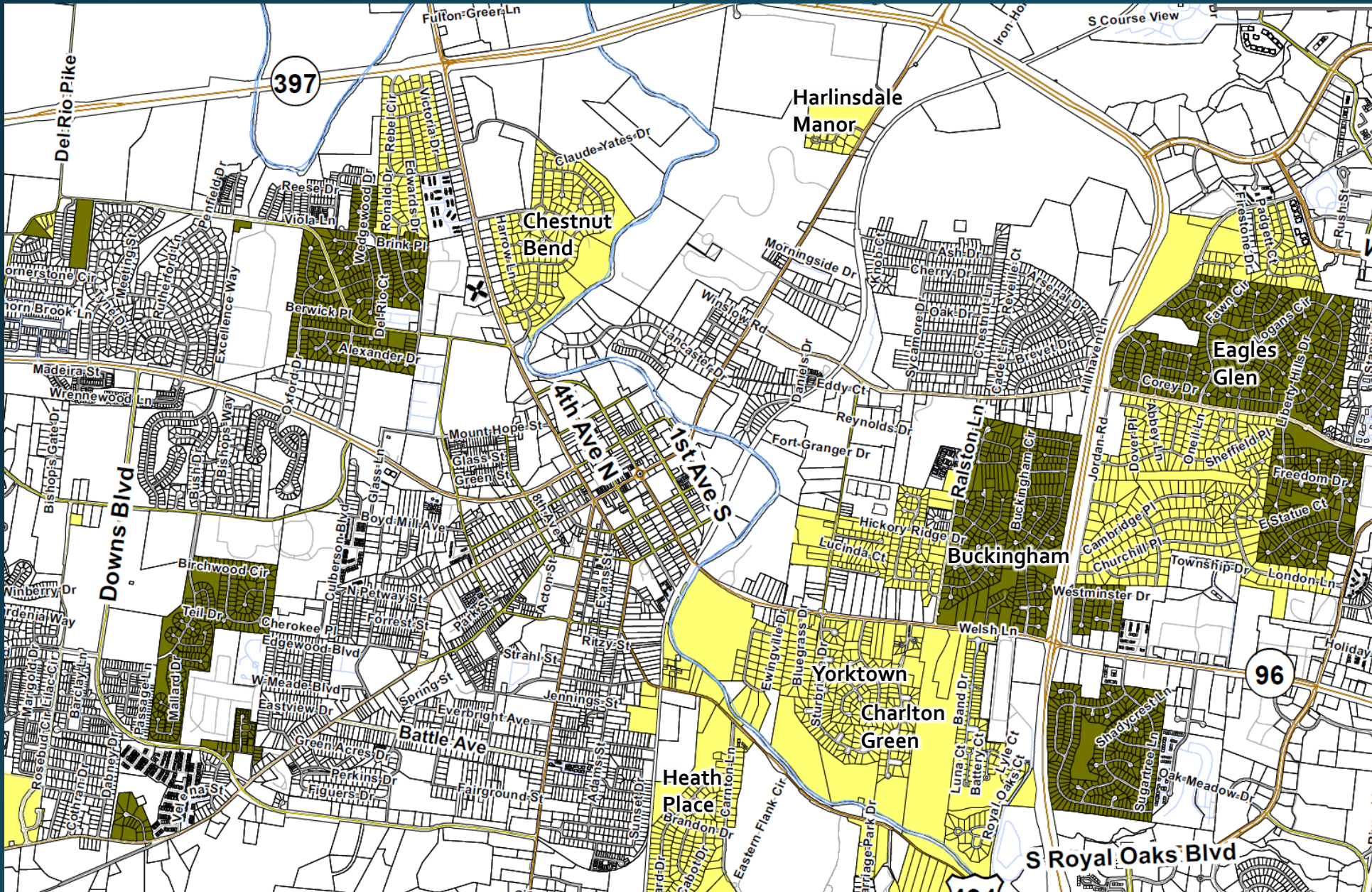


Legend

- AG Agricultural District
- ER Estate Residential District
- R1 Residential 1 District
- R4 Residential 4 District
- R6 Residential 6 District
- MR Mixed Residential District
- PD Planned District
- OR Office Residential District



R2 and R3 Zoning Districts that currently do not permit ADUs



R2 and R3 Zoning
Districts that
currently do not
permit ADUs
(Zoomed in)

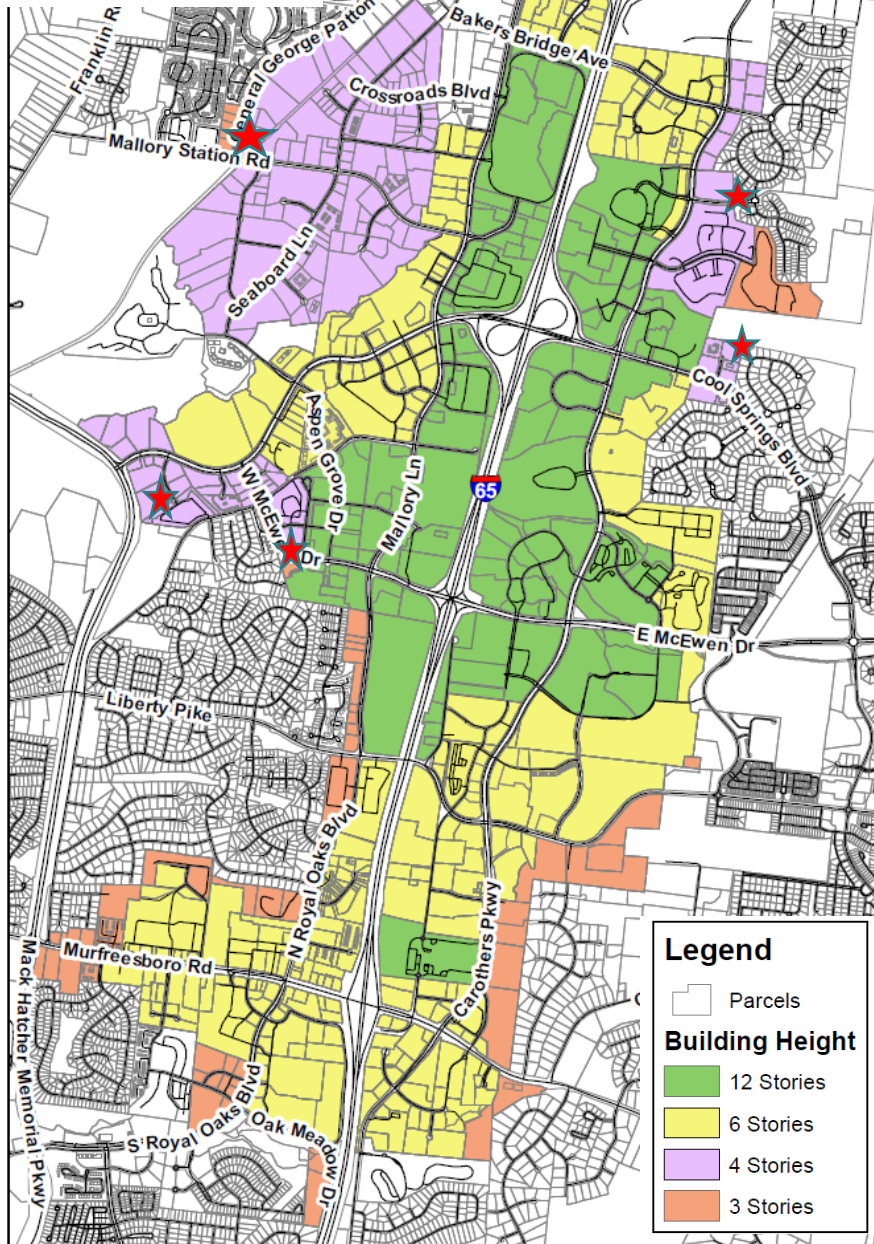
Accessory Dwellings in Single Family Residential Districts

- Should accessory dwellings be permitted in R2 and R3 Districts? Do you want to propose this with the update?

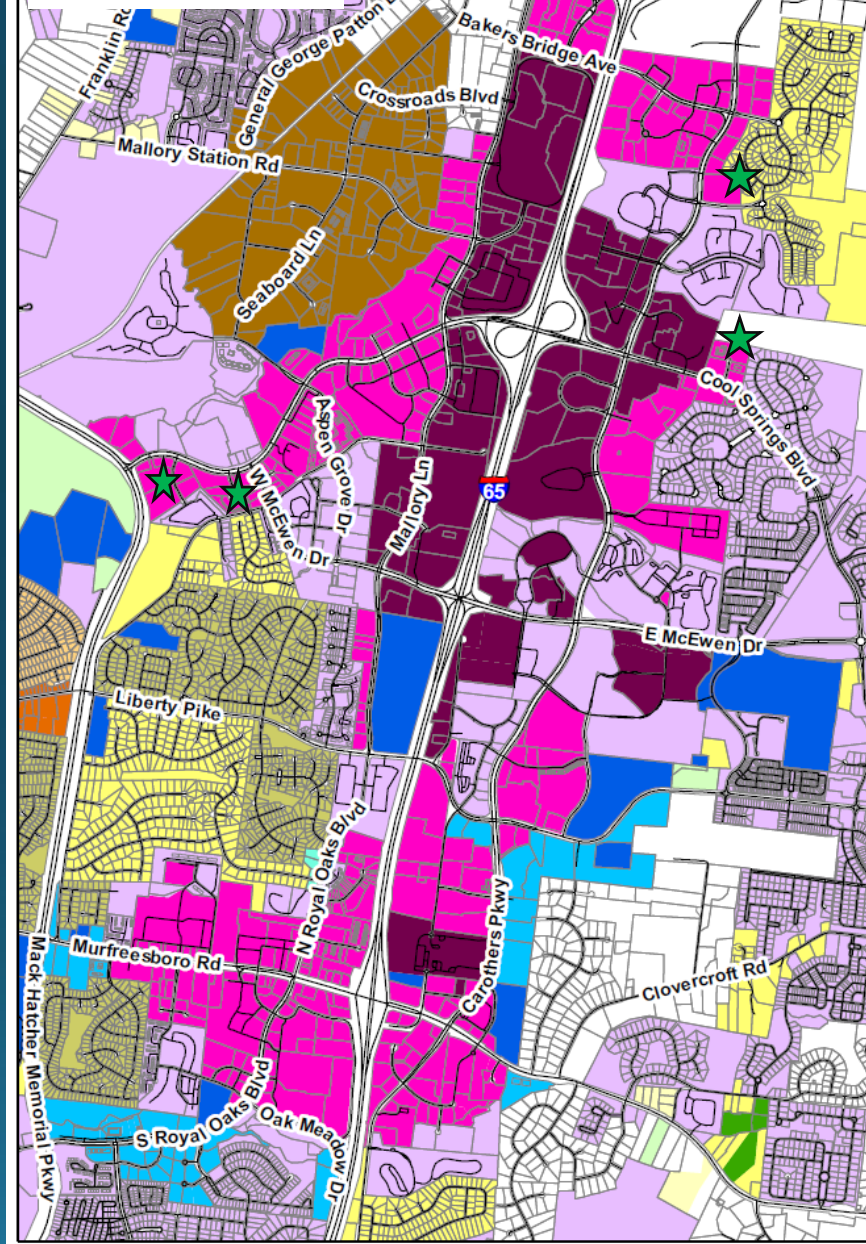
RC6 District Considerations

- Envision Franklin designated a maximum building height of four stories for specific areas of Cool Springs to help transition down in intensity from I-65 or to help balance building heights at intersections.
- Cool Springs BLVD near Mack Hatcher Parkway was specifically identified by multiple aldermen during the update
- Should the staff create a new zoning district—RC 4 and recommend rezoning these properties?

Envision Franklin Height Map

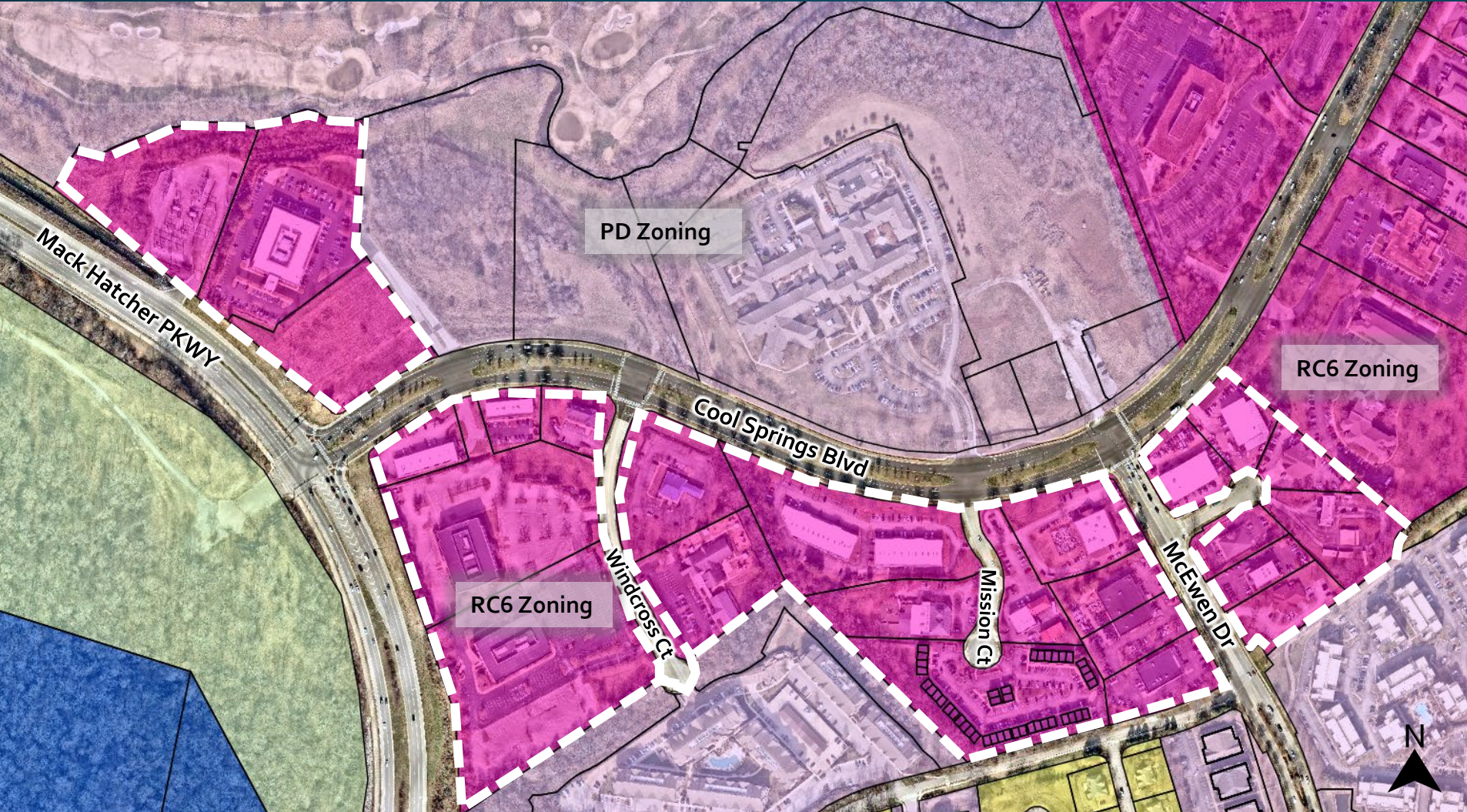


Zoning Districts Map

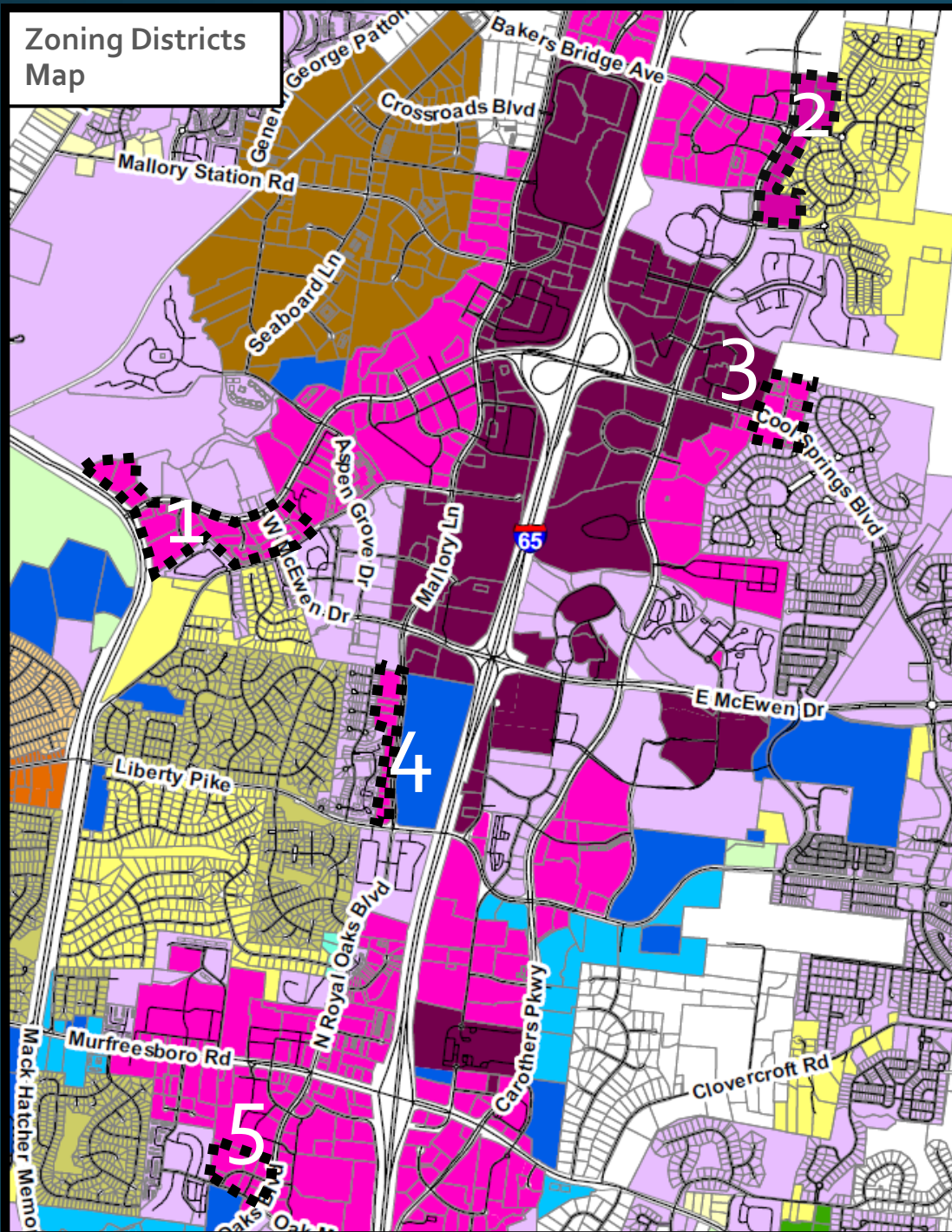


Stars represent
areas of height
maximum
reductions

Zoning Districts Map Impacted Location: Cool Springs Blvd and McEwen Drive



Zoning Districts Map



Dashed areas represent parcels zoned RC6 that could be changed to RC4:

1. Cool Springs BLVD near Mack Hatcher Parkway (24 parcels)
2. East of Carothers Parkway near Bakers Bridge (10 parcels)
3. Cool Springs BLVD and Billingsley Court (7 parcels)
4. Mallory Lane across from Centennial High School (9 parcels)
5. Rand Place (8 parcels)

Legend

Parcels

Zoning Districts

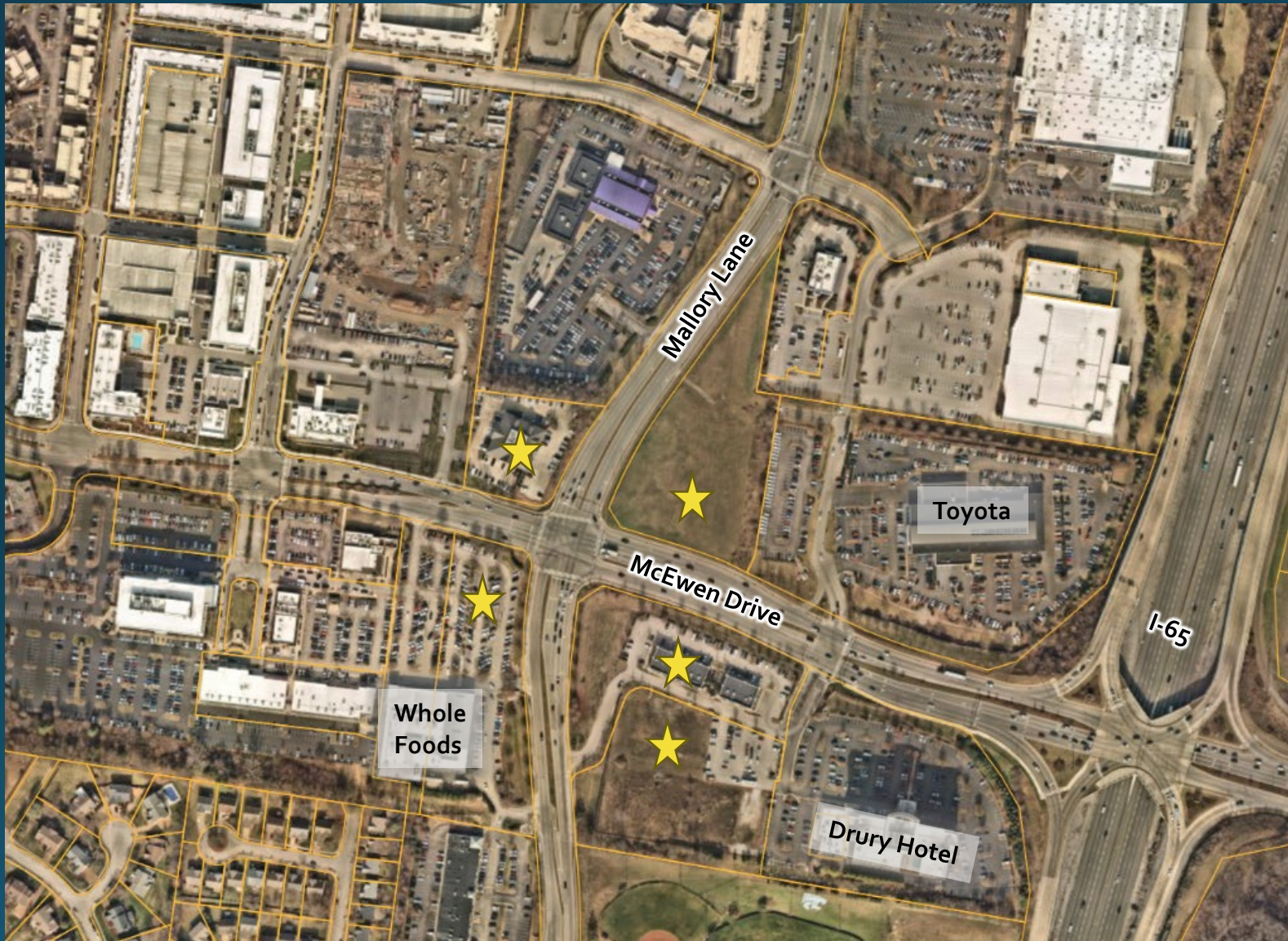
Representation: FranklinGIS.DBO.ZoningDistricts_Rep

- AG Agricultural District
- ER Estate Residential District
- R1 Residential 1 District
- R2 Residential 2 District
- R3 Residential 3 District
- R4 Residential 4 District
- MR Mixed Residential District
- PD Planned District
- OR Office Residential District
- CI Civic Institutional District
- RC6 Regional Commerce 6 District
- RC12 Regional Commerce 12 District
- GO General Office District
- LI Light Industrial District

RC6 to RC₄ Considerations

- Should the staff create a new RC4 zoning district?
- Which areas should be recommended for rezoning into RC4?
- Mailers to property owners and those within 500 feet required

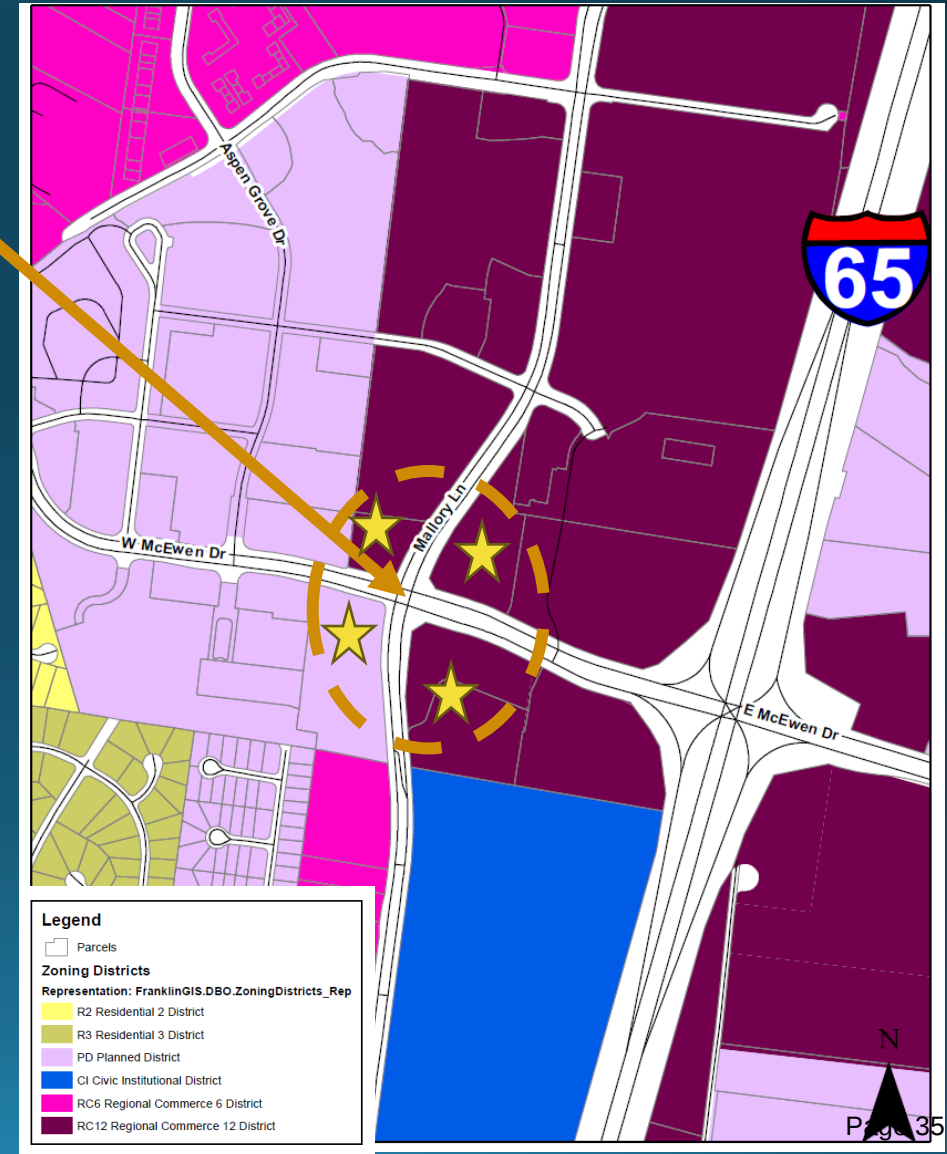
McEwen and Mallory Lane Intersection



McEwen and Mallory Lane Intersection

Add policy to Transitional Features 8.1.3 Building Height at Major Intersections:

Building heights may be up to eight stories on sites around the intersection (of Mallory Lane and McEwen Drive) if the massing and scale is graduated and 20-foot building setbacks are utilized by the top of the fourth story. The vacant parcel located between Centennial High School and McEwen Drive shall also not exceed eight stories in height. The parcel on the northwest corner shall be limited to a maximum of four stories, given the existing topography on the site. The intent is to balance the building heights around the intersection and to maximize the viewshed and the urban design aesthetic at this gateway location.



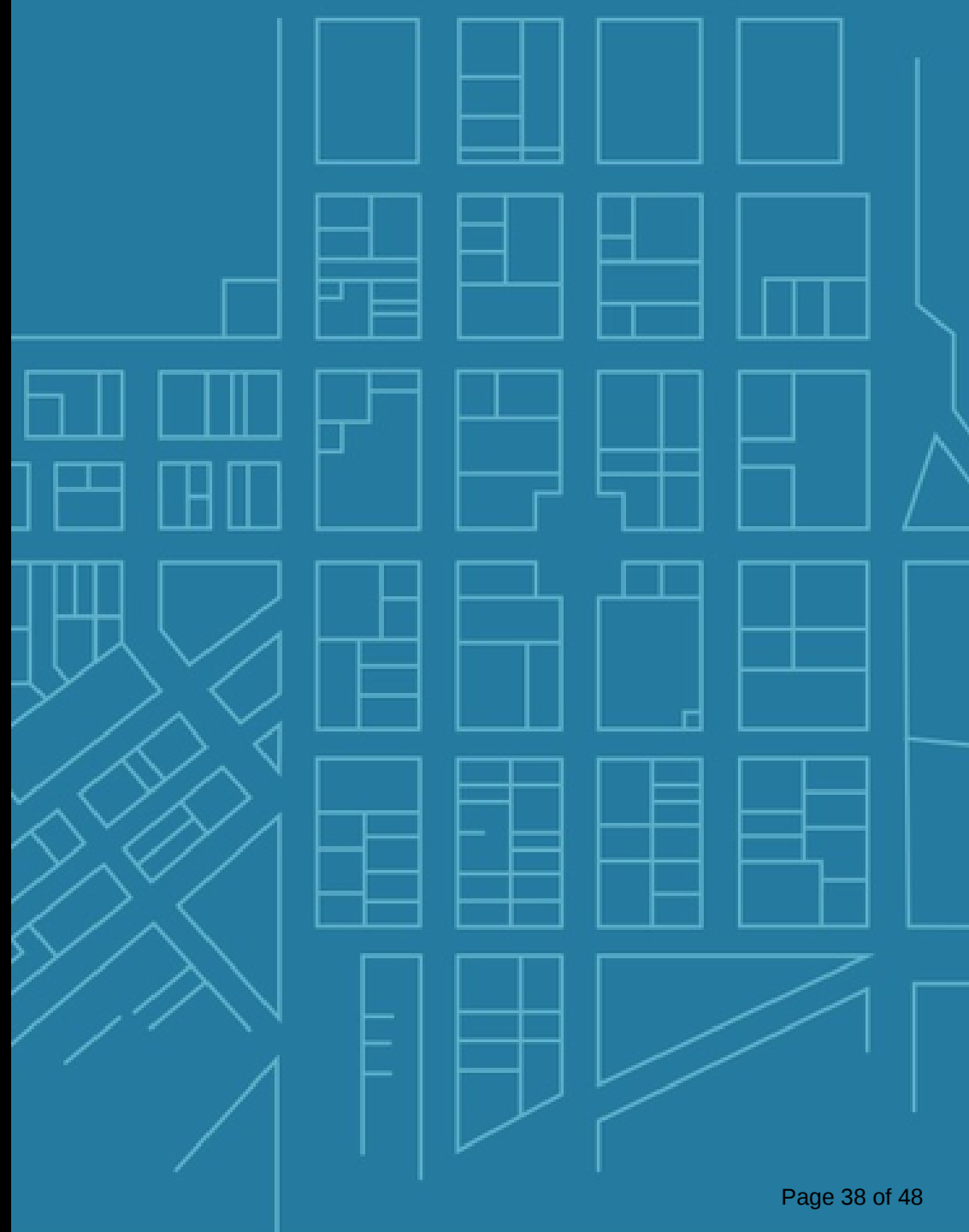
July 25, 2024 Joint Conceptual Workshop

Zoning Ordinance Update Modifications and Variances

Modifications of Standards Review

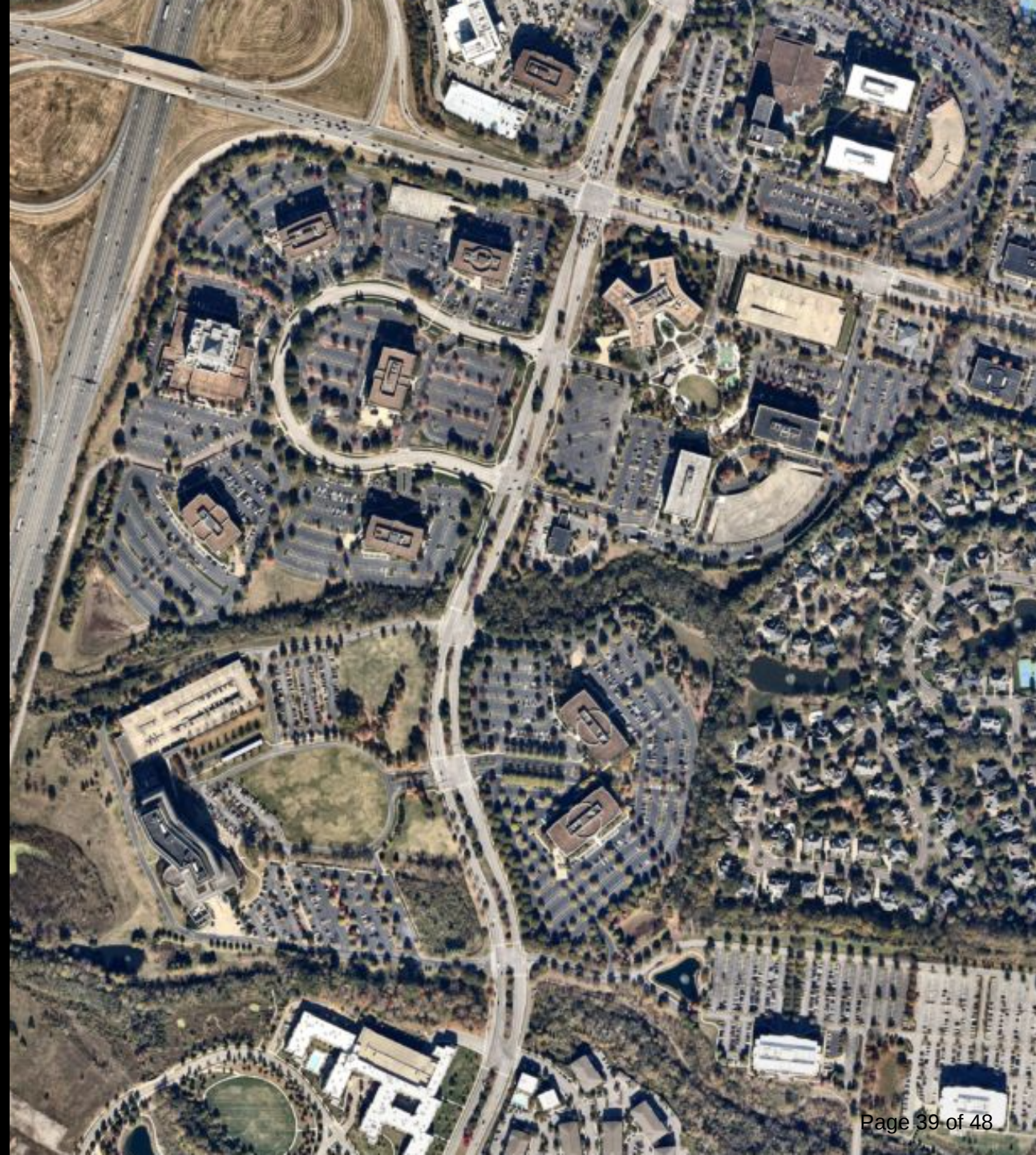
Modifications of Standards

- 57 MOS Requests since 2020 (Adoption of new ZO)
 - 56 Approvals
- Requests for MOS from 6 different chapters:
 - Signs
 - Fences, Walls, and Screening
 - Parking & Transit
 - Streets & Circulation
 - Transitional Features
 - Building Types



Parking Standards- Multifamily & Office

- Cherokee Place, Shawnee PUD, Middle Eight PUD are projects that requested MOS to reduce parking spaces.
- Parking studies and reductions are common discussions, particularly related to multifamily residential uses.
- Staff studied comparable cities, ITE parking standards, existing developments, applicant provided parking studies, and has drafted recommendations.



Parking- Multifamily

Current Parking Standards

Duplexes/Multiplexes/
Townhouses/Multifamily Res:

- Studio- 1.5 spaces
- 1-BR unit- 1.5 spaces
- 2-BR unit- 2.5 spaces
- 3+ BR unit- 3 spaces

Staff Recommended Parking Changes

Duplexes & Townhomes:

- Minimum of 2 spaces per unit
- Required to be off-street and on-property

Multiplexes (3-4 units per building):

- 2 spaces per unit.
- Required to be off-street

Multifamily Residential (5+ units per building):

- Studio- 1.25 spaces
- 1-BR unit- 1.25 spaces
- 2+ BR unit- 2.25 spaces

Parking Totals (Multifamily)- Middle Eight Example

2020 Ordinance

126 Studios & 1-BR units: 189 spaces
88 2-BR units: 220 spaces
40 3-BR units: 120 spaces

Total Required: 529 spaces
(On- & Off- Street)

Total Supply Ratio: 2.08 spaces/unit

MOS Request (Approved)

126 Studios & 1-BR units: 129 spaces
88 2-BR units: 167 spaces
40 3-BR units: 111 spaces

MOS Request (Garage): 400 space
garage

Total Supply Ratio: 1.57 spaces/unit
(Garage Only)

Total Provided (On- & Off- Street):
486 spaces

Total Supply Ratio: 1.91 spaces/unit
(Garage & On-Street)

Staff Recommended Changes

126 Studios & 1-BR units: 157 spaces
128 2+ BR units: 288 spaces

Total: 445 spaces

Total Supply Ratio: 1.75 spaces/unit

Parking- Office

- ITE Averages 1.95 spaces / 1000 sq. ft.
- 2020 Ordinance requires 4 spaces / 1000 sq. ft.
- Given that there are still some unknowns about the future of office uses, staff recommends a reduction to 3 spaces / 1000 sq. ft.
 - Berry Farms Town Center uses this ratio

Signage

Signs above canopies



Halo lighting



Irregularly shaped signs



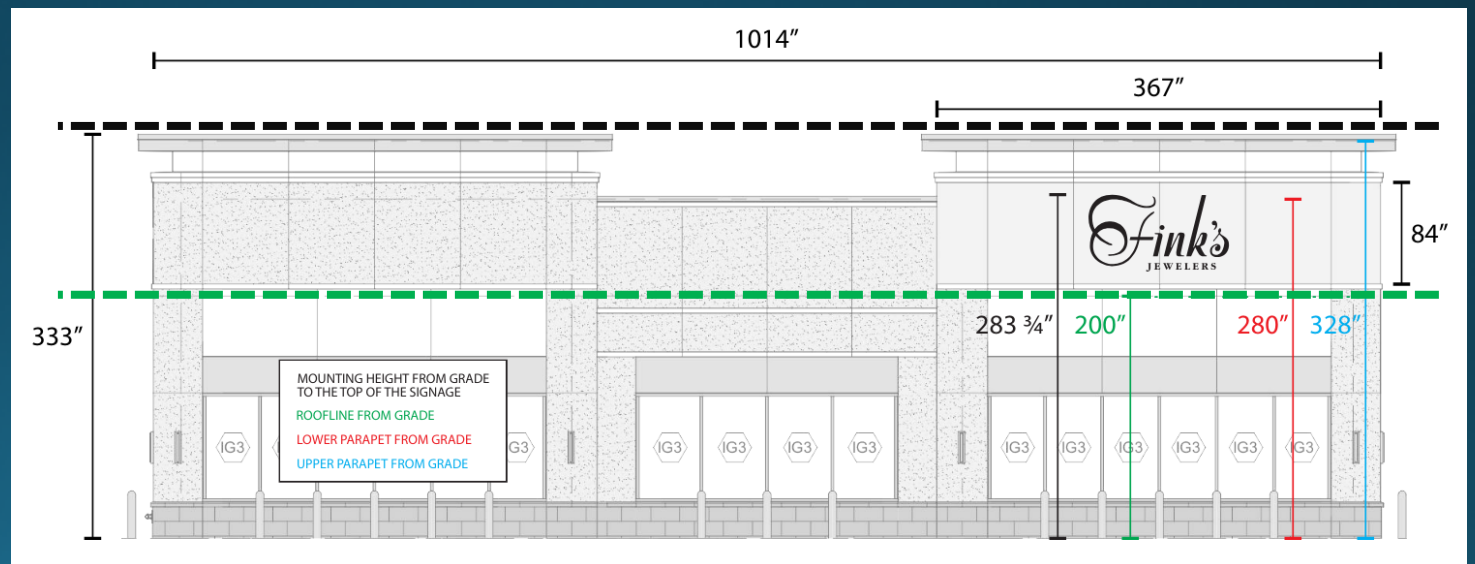
Variance Review

Board of Zoning Appeals – Variance Review

- Variance Requests were analyzed from 2019-2024
- Each request was categorized to determine which Zoning Ordinance regulations were requested for variances:
 - Setback encroachment/reduction, signage, retaining walls, garages, accessory structures, parking, and miscellaneous.
- Most approved requests justified the need for a Variance due to their unique situations, but do not necessitate changes to the Zoning Ordinance; however, a few requests prompted discussion of potential amendments

Board of Zoning Appeals – Variance Review

- Current Requirement: Signage must be located below the roofline of the building, regardless of parapet location or size.
- Staff found that Variance Requests are not often justified for these cases, but an amendment to this Zoning Ordinance regulation may be appropriate to provide more flexibility for low-scale buildings.



Board of Zoning Appeals – Variance Review

- Recommended Amendment: Allow signage on a parapet if the parapet wraps all the way around the building and only extends a set maximum above the roofline of the building.



Board of Zoning Appeals – Variance Review

- Current Requirement: Variances have a 1-year time limit, with one 6-month extension
- Recommended Amendment: Extend the Variance time limit to 2 years; with allowable 6-month extension if requested.

20.10.10 Time Limit

- A. Unless otherwise specified in the variance, an application for a building permit shall be applied for and issued within one year of the date of variance approval; otherwise, the variance shall become invalid.
- B. Upon written request, one extension of six months may be granted by the Department of Building and Neighborhood Services if the applicant can show good cause.
- C. The decision of the Department of Building and Neighborhood Services as to what constitutes substantial compliance with the time limit or applicable conditions for a variance shall be final.