



City of Franklin

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

Meeting Agenda

Board of Zoning Appeals

Thursday, January 2, 2025

6:00 PM

Board Room

Notice is hereby given that a meeting of the Board of Zoning Appeals will be held on the date, time, and location listed above. Additional information can be found at www.franklintn.gov/planning. For accommodations due to disabilities or other special arrangements, please contact the Human Resources Department at (615) 791-3216, at least 24 hours prior to the meeting. Accommodations have been made to ensure that the public is able to participate in the meeting. The public may participate in the following ways:

- Watch the meeting on FranklinTV or the City of Franklin website.
- Watch the live stream through the City of Franklin Facebook and YouTube accounts.
- Email comments to planningintake@franklintn.gov to be provided in full to the Commission and included in the minutes, but not read aloud in their entirety during the meeting. Emailed comments are accepted until 12:00 PM (noon) on the day before the meeting.
- Comment in-person in the Board Room. Speakers will be asked to fill out a speaker card prior to the meeting starting. Speakers may sit in the Boardroom or wait in the lobby.

CALL TO ORDER

CITIZEN COMMENTS (Open for citizens to be heard on any issue or concern, including those related to items on the agenda. Please submit a Speaker Card at the beginning of the meeting if you would like to address the Commission. If you would like to speak on an agenda item, the Chair will hold your comment until the public comment period associated with the item. As provided by law, the Commission shall make no decisions or consideration of action of citizen comments for items not on the agenda, except to refer the matter to the Planning Director/Staff for administrative consideration, or to a schedule the matter for consideration at a later date. Those addressing the Commission are requested to come to the microphone and identify themselves by name and address for the official record. The Chair may restrict the period for public comment, including the length of the public comment period, the number of individuals who can speak and the length of time each individual may speak. When time allows, the standard individual public comment time is two minutes.)

Comments on agenda items may be made in person at city hall or by emailing planningintake@franklintn.gov before noon on the day of the meeting. Emailed comments will be provided to the Commission and included in the minutes, but not read aloud in their entirety during the meeting.

VOTE FOR CHAIR AND VICE-CHAIR

1. Consideration Of Election Of Chair And Vice Chair Pursuant To Section 4.1.2 Of The Bylaws

APPROVAL OF MINUTES

2. Consideration Of Approval Of The December 5, 2024, BZA Minutes

ANNOUNCEMENTS

APPLICATIONS

3. A Variance Request To Reduce The Minimum Parking Requirement From 16 Spaces To 0 Spaces For The Property Located At 117 3rd Avenue North (F.Z.O. 10.1.6.).

Sponsors:

Amy Diaz-Barriga, Ariella Stanford

4. A Variance Request To Allow 20 Parking Spaces Within The Liberty Pike Frontage Area For A Principal Building For The Property Located At 230 Franklin Road (F.Z.O. 7.5.).

Sponsors:

Emily Wright, Amy Diaz-Barriga, Ariella Stanford

OTHER BUSINESS

ADJOURN

Anyone needing accommodations due to disabilities please contact the ADA Coordinator at 615-791-3277 at least 24 hours prior to the meeting.



Meeting Minutes

Board of Zoning Appeals

Thursday, December 5, 2024

6:00 PM

Board Room

Notice is hereby given that a meeting of the Board of Zoning Appeals will be held on the date, time, and location listed above. Additional information can be found at www.franklintn.gov/planning. For accommodations due to disabilities or other special arrangements, please contact the Human Resources Department at (615) 791-3216, at least 24 hours prior to the meeting.

Applicants are encouraged to attend the meeting, even if they agree with staff recommendation. The Board of Zoning Appeals may defer or disapprove an application/request unless someone is present to represent it.

Comments on agenda items may be made in person at city hall or by emailing planningintake@franklintn.gov until the day prior to the meeting. Emailed comments will be provided to the Commission and included in the minutes, but not read aloud in their entirety during the meeting.

CALL TO ORDER

Chair Langley called the meeting to order at 6:01 PM.

Board Members Present: Jonathan Langley, William Scales, Jeff Fleishour, and Dorinda Smith

Board Members Absent: Lee Reeves

Staff Present: Amy Diaz-Barriga, Ariella Stanford, Nathan Hollingsworth, and Bill Squires

CITIZEN COMMENTS (Open for citizens to be heard on any issue or concern, including those related to items on the agenda. Please submit a Speaker Card at the beginning of the meeting if you would like to address the Commission. If you would like to speak on an agenda item, the Chair will hold your comment until the public comment period associated with the item. As provided by law, the Commission shall make no decisions or consideration of action of citizen comments for items not on the agenda, except to refer the matter to the Planning Director/Staff for administrative consideration, or to a schedule the matter for consideration at a later date. Those addressing the Commission are requested to come to the microphone and identify themselves by name and address for the official record. The Chair may restrict the period for public comment, including the length of the public comment period, the number of individuals who can speak and the length of time each individual may speak. When time allows, the standard individual public comment time is two minutes.)

Chair Langley asked for citizen comments. There were none.

APPROVAL OF MINUTES

1. Consideration Of Approval Of The November 7, 2024, BZA Minutes

Sponsors:

Board Member Smith motioned to approve the minutes from the November 7, 2024, BZA meeting, seconded by Board member Fleishour. The motion carried 4-0.

ANNOUNCEMENTS

Ms. Diaz-Barriga wished the Board a Merry Christmas as this is the last Board Meeting before the new year.

APPLICATIONS**2. A Variance Request To Allow For Encroachments Into Areas With Slopes Of 20% Or Greater, For The Property Located At 3270 And 3244 Boyd Mill Avenue (F.Z.O. 17.1.2.).**

Sponsors: Amy Diaz-Barriga, Ariella Stanford

Staff Presentation: Ariella Stanford. The subject property is located at 3270 and 3244 Boyd Mill Avenue. The property is zoned Residential R-1 District and is within the Hillside/Hillcrest Overlay and the 500-foot Buffer of the Hillside Overlay. Most of the lot is within the 500-foot buffer of Hillside Overlay and is covered in 14-20% or greater slopes, and most of the site is heavily wooded. This property was platted prior to the establishment of the Hillside/Hillcrest Overlay District and the 500-foot Buffer of the Hillside Overlay. This property now lies within the HHO district and the 500-foot Buffer of the Hillside Overlay. As shown in the 'Slopes Greater Than 20% Exhibit', most of the lot is covered in slopes with grades over 20%. This topography creates difficulties for site design and development. The owners of this property own 3270, 3244, 3250, and 3248 Boyd Mill Avenue, and intend to build a single-family residential home on 3270 and 3244 Boyd Mill Avenue. Due to conditions of the site, they intend to replat 3270 and 3244 Boyd Mill Avenue to consolidate the lots and utilize the existing driveway that connects from Boyd Mill Avenue to 3244 Boyd Mill Avenue. The Board of Zoning Appeals approved the following 3 Variance Requests for this property at last month's meeting on November 7, 2024:

1. Variance Request To Allow For A Taller Than Allowable Retaining Wall Within A Front Yard
2. A Variance Request To Allow More Than The Maximum Number Of Retaining Walls On A Site
3. A Variance Request To Reduce The Minimum Garage Setback For A Front Facing Garage From 20-Feet To 0-Feet Behind The Front Facade And Front Door Of The Principal Building

Staff realized that this property would need to apply for one more Variance Request to allow development on slopes greater than 20%. To send out proper public notice for the request, the applicant needed to submit this request as a new application this month. This is why the applicant is now requesting a Variance to allow encroachment into areas with slopes greater than 20%.

Staff Analysis: The BZA may authorize a variance only when the request has met all three criteria in accordance with F.Z.O §20.10.6 and State law. The staff has completed an analysis of the request in light of these criteria:

1. Where, by reason of exceptional narrowness, shallowness, or shape of a specific piece of property at the time of the enactment of the Zoning Ordinance or by reason of exceptional topographic conditions or other extraordinary and exceptional situation or condition, such a piece of property is not able to accommodate development as required under this Ordinance. The slopes existing on this lot present an exceptional situation for development of this property. In addition, the property is heavily wooded, which is restricting the location of the house and driveway, because the owner's intention is to minimize tree removal to preserve the natural landscape of the property. Given the topography of the site, encroachment into 20% slopes is necessary for development; however, the Franklin Zoning Ordinance does not allow for encroachment into areas with slopes of 20% or greater. Staff recognizes the exceptional slope conditions across the site and believes that encroachment into areas with a slope of 20% is necessary in this case. For these reasons, staff finds this criteria is met.
2. The strict application of any provision enacted under the Zoning Ordinance would result in peculiar and exceptional practical difficulties for or exceptional or undue hardship for the owner of the property. Due to exceptional topographic conditions, the strict application of the Zoning Ordinance would create practical difficulties in the development of this site. As shown in the attached exhibit, slopes greater than 20% cover most of the lot. It would not be feasible to build a house on the portion of the lot that does not have slopes greater than 20%, while also minimizing tree removal on the site. Given the unique topography and wooded area of the site, the strict application of the Zoning Ordinance would prevent development on this site. For these reasons, staff finds this criteria is met.
3. Such relief may be granted without substantial detriment to the public good and without substantially impairing the purpose and intent of the Zoning Ordinance. Allowing for encroachment into areas with slopes of 20% or greater on the site would not be a detriment to the public good, nor would it impair the purpose and intent of the Zoning Ordinance. The intent of the Zoning Ordinance is to allow a single-family residential home on this lot, and this variance is the minimum necessary deviation from the requirements of the Zoning Ordinance to develop a single-family home on the lot, given the current conditions of the site. Staff finds this criteria is met.

Recommendation: Staff recommends the Board of Zoning Appeals move to approve the Variance Request To Allow For Encroachments Into Areas With Slopes Of 20% Or Greater, For The Property Located At 3270 And 3244 Boyd Mill Avenue, because the criteria for granting a variance have been met.

Applicant Presentation: The applicant was present but did not have new information to add to staff's presentation.

Citizen comments: None

Board Member Fleishour motioned to close the citizen comment portion of the item, seconded by Board Member Scales. The motion carried 4-0.

Board Member Smith stated that she understood the purpose of the HHO was to protect the viewshed or vista for all citizens to enjoy without development on the hills. Ms. Smith also asked why more of the subject isn't in the HHO.

Ms. Diaz-Barriga clarified that for the 500 buffer of the overlay zone there are certain regulations including the regulation preventing development, in slopes greater than 20%. The idea behind the hillside overlay was to protect the hillsides, and so the city designated that. Determining the overlays was not just an elevation line, it was a study throughout the city where they looked at viewsheds everywhere. As they established the hillsides, they determined that they also wanted to protect the hillsides as they went down to a more flat grade, so they put the 500-foot buffer around it and established that if there were 20% slopes within that buffer, that also needed to be protected. This was a way to transition development from flat land to the hillsides.

Board Member Smith stated that she wanted to make sure she understood the intent of the ordinance. Her understanding is that the intent is to provide the vista for all citizens without development on them.

Chair Langley stated that considering Avalon in Cool Springs, the intent of the zoning ordinance is protection of the hillsides and viewsheds.

Buffer zones vary in slope throughout the city with some 20% slopes falling inside the buffer zones, while other buffer zones exist without 20% slopes. So the regulation isn't just for steep slopes protection, it's to address steep slopes that may be harder to build on, to protect viewsheds of hillsides, and to transition from developed areas to those hillsides and viewsheds that we want to preserve.

Board Member Smith asked if the lots were not going to be combined and re-platted, would a variance request be required.

Ms. Diaz-Barriga explained that steep slopes exist on both lots, so either way, a variance request would be necessary.

Motion

Board Member Scales motioned to approve The Variance Request To Allow For Encroachments Into Areas With Slopes Of 20% Or Greater, For The Property Located At 3270 And 3244 Boyd Mill Avenue because the criteria required to grant a variance requests have been met, seconded by Chair Langley.

Board Member Scales explained that certain entitlements have previously been granted for this property and most of the property is covered in the 20% slope. Granting the variance request is appropriate as the criteria for meeting a variance request have been met and only a small portion of the Hillside Overlay is on the property.

Board Member Smith stated her concerns about upholding the intent of the zoning ordinance and the precedent set for future requests. The Avalon development in Cool Springs was platted prior to the enactment of the zoning ordinance and falls outside the same requirements as the Boyd Mill Avenue variance request. There is a concern that this may set a precedent for future requests because this variance request involves a single property outside a development/subdivision and will affect future variance requests coming before this board. Also, it is important to provide consistency for citizens as this board acts on future variance requests.

There being no further discussion, Chair Langley asked the members to vote one by one.

Board Member Fleishour stated that because the lot location is toward the back of the property, away from Highway 96 and the intersection, he can support the variance request.

The motion carried 4-0.

OTHER BUSINESS

Chair Langley asked if there was any further business. There was none.

ADJOURN

Board Member Fleishour motioned to adjourn the December 5, 2024, BZA meeting, seconded by Board Member Smith. The motion carried 4-0.

There being no further business, the meeting adjourned at 6:21 PM

Chair

Date



File #: 21-01380

DATE: December 17, 2024
TO: Board of Zoning Appeals
FROM: Amy Diaz-Barriga, Asst Director of Planning Development
 Ariella Stanford, Planner

SUBJECT:
 A Variance Request To Reduce The Minimum Parking Requirement From 16 Spaces To 0 Spaces For The Property Located At 117 3rd Avenue North (F.Z.O. 10.1.6.).

PURPOSE:

PROJECT INFORMATION
 COF Project Number: 8659
 Applicant: Jeremy Clow
 Owner: Marla Shuff Albert

BACKGROUND/STAFF COMMENTS:

Vicinity Zoning/Land Use
 Site: DD Downtown District / Retail
 North: DD Downtown District / Retail
 South: DD Downtown District / Commercial
 East: DD Downtown District / Retail, Office
 West: DD Downtown District / Commercial

Applicable Zoning Ordinance Provisions

20.10 Variance

- A. The purpose of a variance is to:
1. Provide limited relief from the requirements of this Ordinance in cases where strict application of a particular requirement would create an unnecessary hardship prohibiting the use of land in a manner otherwise allowed under this Ordinance; and
 2. Address extraordinary, exceptional, or unique situations that were not caused by the applicant's act or omission.
- B. Variances are not intended merely to remove inconveniences or financial burdens that the requirements of this Ordinance may impose on property owners in general.

10.1.6. - Minimum Parking

Use	Minimum Vehicle Parking Spaces	Reduced Minimum Vehicle Parking Spaces in CFO, CAO1, CAO2, and CAO3
-----	--------------------------------	---

Restaurants, Inside and Outside Seating	10 spaces per 1,000 square feet of gross floor area of the building and any outdoor seating area + 1 space per employee on largest shift	7.5 spaces per 1,000 square feet of gross floor area of the building and any outdoor seating area + 0.75 space per employee on largest shift
---	--	--

Background

The subject property is located at 117 3rd Avenue North and is zoned DD Downtown District. The property is also within the Historic Preservation Overlay and the Central Franklin Overlay. The property has an existing principal building and an existing accessory structure behind the principal building. The applicant is proposing renovations to the existing accessory structure for a beer garden with outside seating. Upon submitting an application in December 2023 for a Certificate of Appropriateness from the Historic Zoning Commission, the applicant received the following comment from Staff that parking would need to be provided for the commercial use:

"Be advised that Parking must be provided for the new use. The Downtown District provides exemptions for additional parking when the use was legally established prior to the effective date of the ordinance. Staff has no record that any commercial use was previously legally established in this structure."

The COA was approved with the condition that "the application must meet all the requirements of the City of Franklin prior to issuance of a building permit". The applicant then submitted a building permit application in August 2024 and received the following comment from Staff regarding parking:

"Provide parking calculations for a restaurant use. Per the Zoning Ordinance, parking for restaurants (indoor & outdoor seating) is 7.5 spaces per 1,000 square feet of gross floor area of the building and any outdoor seating area, + .75 spaces per employee on the largest shift."

In the building permit application, the applicant also included a "parking agreement" as a proposed alternative for the parking requirement. However, Staff determined that the parking agreement alternative does not meet the requirements of the Zoning Ordinance, per chapter 10.1.10.B. Alternative Parking Plan. This section of the Ordinance permits several alternate options for parking for sites which cannot accommodate their minimum parking requirements, such as shared parking, remote parking, and deferred parking. The applicant has not provided information that these options have been fully explored.

The applicant has stated that the accessory structure has housed commercial tenants for over 20 years, but because building permits have not been pulled for these commercial uses in the accessory structure, nor have certificates of occupancy ever been requested, commercial use for this property was never legally established with the city. This is possible because a business license can be acquired without legally establishing a use with the city, but is not an exception from parking standards. In accordance with the parking regulation outlined above, this restaurant use within the CFO is required to provide a minimum of 16 parking spaces. The applicant is requesting to reduce minimum parking requirement from 16 spaces to 0 spaces.

Staff Analysis

The BZA may authorize a variance only when the request has met all three criteria in accordance with F.Z.O §20.10.6 and State law. The staff has completed an analysis of the request in light of these criteria:

1. Where, by reason of exceptional narrowness, shallowness, or shape of a specific piece of property at the time of the enactment of the Zoning Ordinance or by reason of exceptional topographic

conditions or other extraordinary and exceptional situation or condition, such a piece of property is not able to accommodate development as required under this Ordinance.

In order to provide the required parking on the site, the parking would need to be located behind the principal building, which would require a driveway extending along the side of the existing principal building. There is not enough space between either side of the existing principal building and the side lot lines to have a driveway extending to the back of the property for parking. However, the Zoning Ordinance allows shared parking and deferred parking alternatives for properties that cannot provide the necessary parking on site, such as this one. The applicant has not provided information that these alternatives have been explored, in order to comply with the Zoning Ordinance. Staff does not find that there are conditions of the site preventing parking alternatives which could allow development as required under this Ordinance. Staff finds this requirement is not met.

2. The strict application of any provision enacted under the Zoning Ordinance would result in peculiar and exceptional practical difficulties for or exceptional or undue hardship for the owner of the property.

Staff does not find that an undue hardship is caused by the strict application of the Zoning Ordinance in this case. While providing parking on site poses difficulties in this situation, the Zoning Ordinance allows alternative parking plans specifically to provide solutions for situations such as this one, so these options should be thoroughly explored to comply with the Zoning Ordinance. Staff finds this criteria is not met.

3. Such relief may be granted without substantial detriment to the public good and without substantially impairing the purpose and intent of the Zoning Ordinance.

Staff finds this may be a detriment to the public good and does impair the intent of the Zoning Ordinance. The intent of this Zoning Ordinance regulation is to ensure that there is sufficient parking per use within their site limits, or within proximity to the site utilizing alternative parking plan options, to avoid straining the larger downtown area. Without providing the amount of parking that is determined to be necessary for restaurant use, Staff cannot determine that there would be sufficient parking for this use simply relying on the empty parking spaces along streets within downtown or in paid lots. Staff finds that this criteria is not met.

FINANCIAL IMPACT:

Unknown.























RECOMMENDATION:

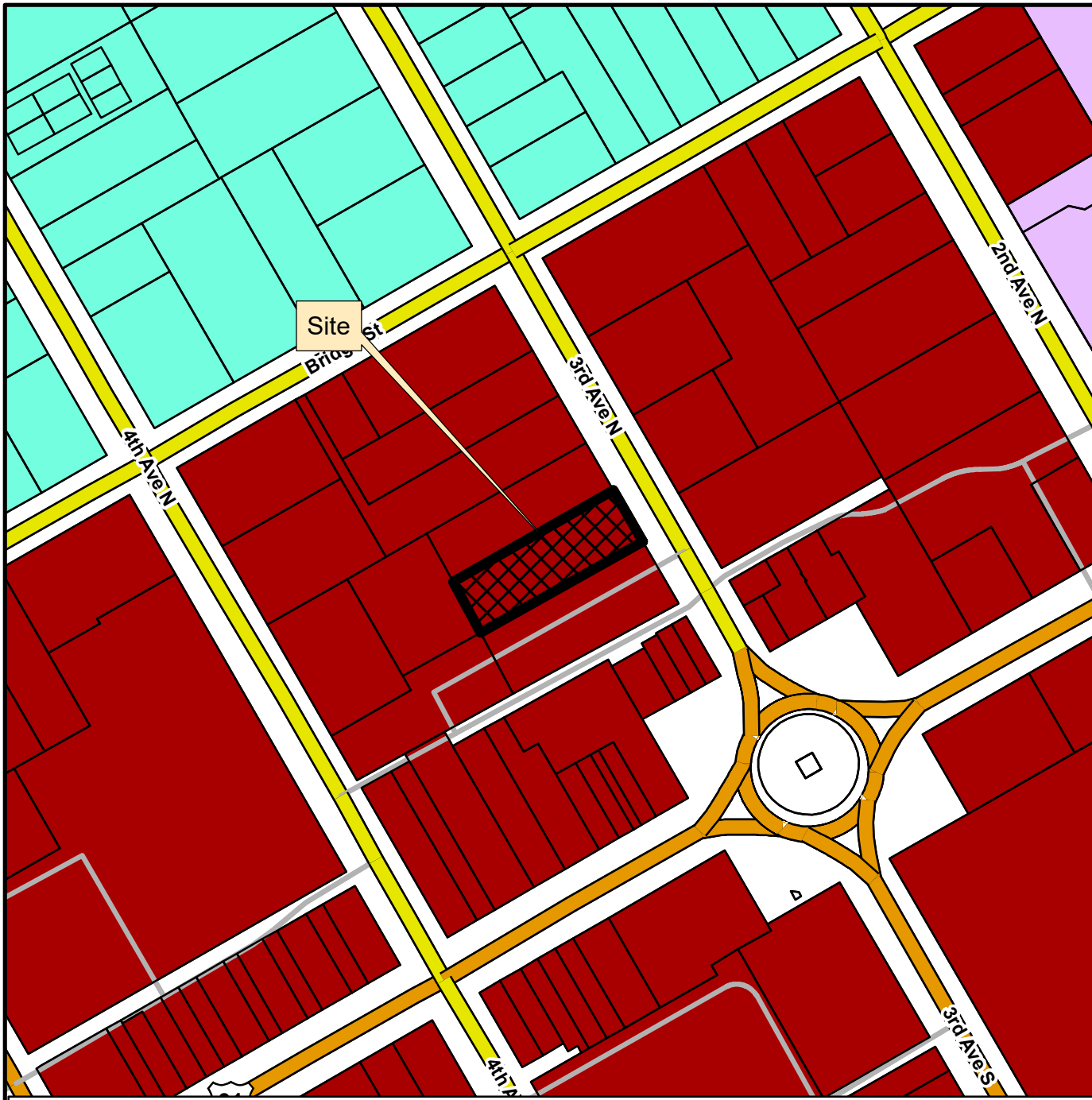
RECOMMENDED MOTION: Staff recommends the Board of Zoning Appeals move to **deny** the **Variance Request To Reduce The Minimum Parking Requirement From 16 Spaces To 0 Spaces For The Property Located At 117 3rd Avenue North**, because the criteria for granting a variance have not been met.

117 3RD AVENUE NORTH
 TAX MAP 078, GROUP C, PARCEL 01800
 BOARD OF ZONING APPEALS
 JANUARY 2, 2025

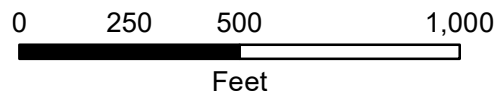
** This property is also within the CFO and HPO, which are not shown for clarity purposes

Legend

-  117 3rd Avenue North
-  AG Agricultural District
-  ER Estate Residential District
-  R1 Residential 1 District
-  R2 Residential 2 District
-  R3 Residential 3 District
-  R4 Residential 4 District
-  R6 Residential 6 District
-  MR Mixed Residential District
-  PD Planned District
-  OR Office Residential District
-  CI Civic Institutional District
-  NC Neighborhood Commercial
-  CC Central Commercial District
-  DD Downtown District
-  1ST Avenue District
-  5TH Avenue District
-  RC6 Regional Commerce 6 District
-  RC12 Regional Commerce 12 District
-  GO General Office District
-  LI Light Industrial District
-  HI Heavy Industrial District



This map was created by the Franklin Planning Department. It was compiled from the most authentic information available. The City is not responsible for any errors or omissions contained hereon. All data and materials (c) copyright 2024. All rights reserved.



906

December 9, 2024

Attn: Ariella Stanford, Planner
Board of Zoning Appeals
City of Franklin
Planning Department
P.O. Box 305
Franklin, TN 37065

BZA and Ariella Stanford,

We are submitting for a variance request at 117 3rd Ave N. to not provide parking for the accessory structure's new proposed tenant Eden Bar Garden. The proposed project, includes improvements to the existing accessory structure but does not increase the footprint. It is important to note that the accessory structure has housed commercial tenants for 20+ years but no improvements to the facilities were made nor were any building permits pulled so the structure has not been "legally" recognized for its commercial use through building and neighborhood services. If the prior commercial uses were recognized, then the accessory structure would qualify for an exemption per 10.1.2.A of the Franklin Zoning Ordinance. In addition to this letter we have provided a site plan with photos, the signed affidavit, and responses to the three criteria per the variance requirements.

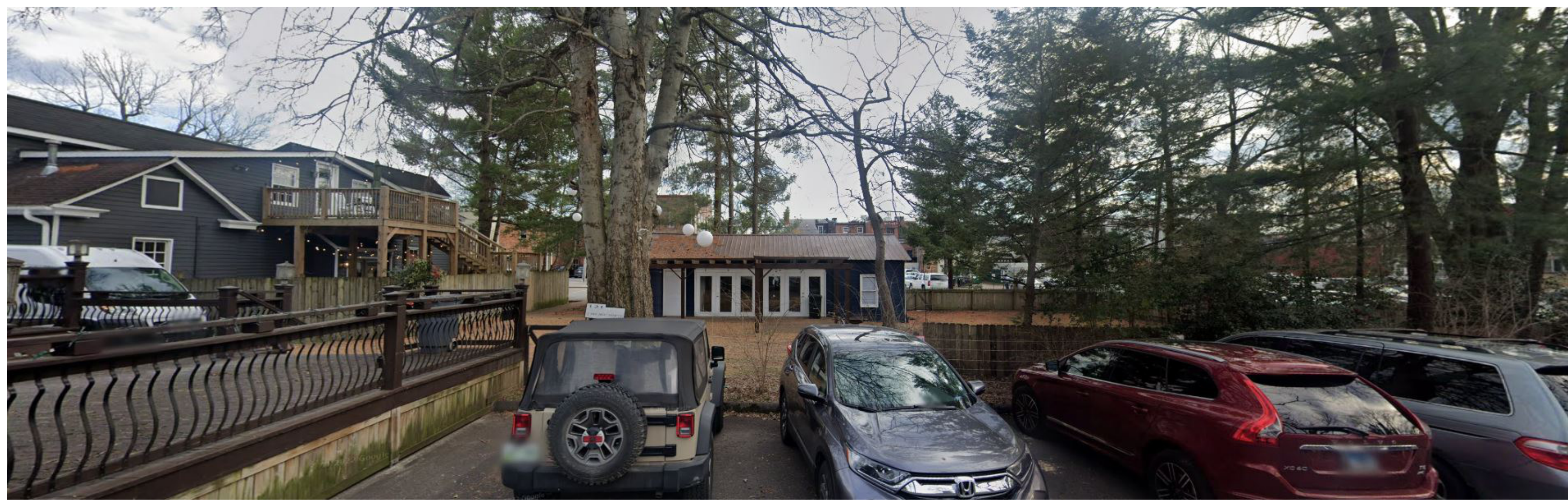
Sincerely,



Jeremy Clow
Project Architect
906 Studio, PLLC

Responses to the three criteria per the variance application:

- Where, by reason of exceptional narrowness, shallowness, or shape of a specific piece of property ... or by reason of exceptional topographic conditions or other extraordinary and exceptional situation or condition, such piece of property is not able to accommodate development as required under this Ordinance.
 - The lot is not large enough to provide additional parking spaces per zoning regulations. There isn't enough clearance on either side of the existing historic home for a drive aisle to provide access to the rear portion of the lot from a public way.
- The strict application of any provision enacted under this Ordinance would result in peculiar and exceptional practical difficulties to or exceptional hardship upon the owner of such property; and
 - The property at hand and adjacent property(s) were constructed prior to the current setback regulations. All properties are tight to the property lines and there isn't enough space on either side of the home to provide a drive aisle nor parking per the zoning regulations. Strict adherence to the ordinance would result in razing the historic structure and would impact the adjacent property due to its proximity to the property line.
- Such relief may be granted without substantial detriment to the public good and without substantially impairing the purpose and intent of the zoning map and this Ordinance. In accordance with State law, all three criteria must be met to grant a variance. Variances are typically considered for dimensional requirements, such as encroachments into setbacks. Variances cannot be considered for use regulations. They also do not include financial burdens that an applicant may perceive to be incurred if asked to fully comply with the City's regulations.
 - The variance would neither cause a nuisance, nor would it impair the intent of the ordinance. There are no residential units near the lot. The lot is adjacent to one building and three private paid parking lots. According to a recent study commissioned by the City of Franklin, these lots are only 53% full at the very height of activity downtown. In addition, it is worth noting that this building and space have historically (for at least the last 20 years) house commercial tenants; so this proposed use would be consistent with the zoning map and would not constitute a commercial use in addition to what has been present for quite some time.



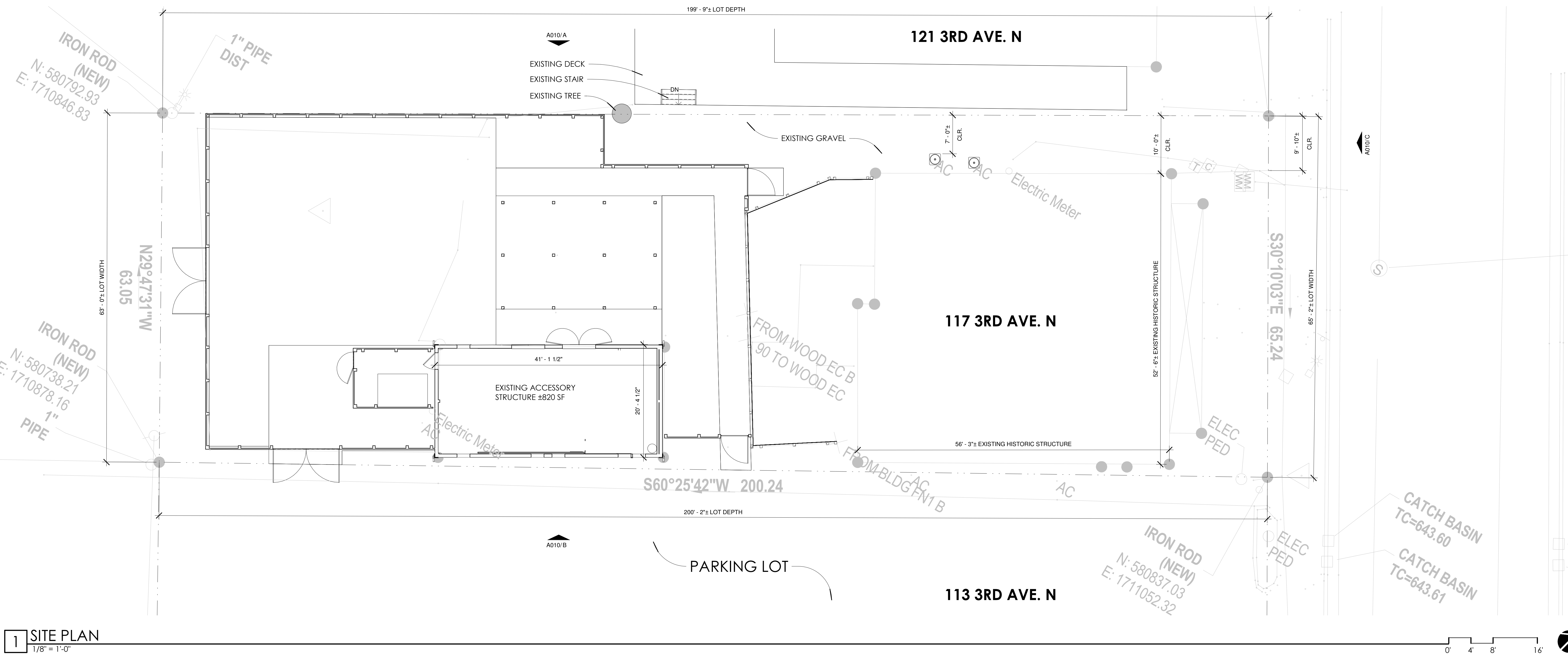
A NW Parking Lot Elevation
1/2" = 1'-0"



B SE PARKING LOT ELEVATION
1/2" = 1'-0"



C NE DRIVEWAY ELEVATION
1/2" = 1'-0"



1 SITE PLAN
1/8" = 1'-0"



Downtown Area Study

Traffic Operations Center (TOC) Engineering
Department

Contents

Downtown Area Study	2
1 Downtown: Pass-thru vs Destination Traffic	2
1.1 Methodology (Streetlight & SMATS).....	3
1.2 Destination Area & Pass-thru Routes – Results	5
1.2.1 Heaviest Volume Routes - AM, Noon, PM	5
1.2.2 Primary Pass-Thru Routes – AM, Noon, PM	6
1.2.3 Possible reasons for pass-thru traffic.....	13
1.2.4 Verification of Results	16
2 Downtown Parking Study.....	17
2.1 Methodology (Occupancy and Duration of Parking)	19
2.2 Parking Occupancy	20
2.3 Parking Duration	23
2.3.1 Comparison to 2016.....	23
3 Downtown Bypass Routes/Intersections.....	24
3.1 Bypass – Mack Hatcher NW Extension	24
3.2 Bypass - Bridge Corridor.....	26
3.3 Bypass - South Margin at 3 rd Avenue South Intersection	26
4 Summary and Recommendations.....	28
4.1 Signal Timing	28
4.2 One-Way Streets.....	28
4.3 Geometric Improvements.....	29
4.4 School Car-Rider Vehicular Traffic	29
4.5 Dynamic Message Signs (Parking/Other).....	30
5 APPENDIX.....	31

Downtown Area Study

The City of Franklin downtown core area has become a prominent attraction to visitors and local residents in the greater metro Nashville region. Franklin continues to win awards and get recognized in various media and publications, not only throughout the country, but on a world-wide scale. With this world-wide attention comes growth and economic prosperity for the Franklin community. However, being able to balance this growth while maintaining small-town, suburban appeal is a great challenge to City leaders.

At the top of nearly every residential complaint is traffic. While the central downtown core of Franklin remains mostly unchanged, outlying commercial and residential growth continues to increase, thus producing more traffic and demand for infrastructure improvements citywide. In turn, this demand puts a strain on the 'small town' central downtown core, as much of that traffic may traverse from developed area to developed area via arterial routes that "pass-through" downtown, while interacting with ever increasing downtown "destination" traffic. While traffic throughout the city limits of Franklin continues to increase, this traffic study zeros in on traffic traversing through the downtown core area. The objectives (and Sections) of this downtown study include:

1. Downtown pass-through traffic versus destination traffic
2. Downtown parking occupancy and duration
3. Downtown Bypass Routes/Intersections

What this study does not do is zero in on specific vehicular circulation of the local streets within the downtown grid. Meaning, once traffic enters the downtown core area, the routes most utilized by traffic meandering within the downtown grid. While the traffic operations team collects various intersection count data and generally knows the grid routes being utilized for this study's pass-through circulation, which will be discussed further in the report, this study rather looks at traffic patterns that interact with the downtown core. This will, in turn, lead to conversations about how City leadership can reduce pass-through traffic and increase desirable destination traffic, which is essential to keeping the City's downtown core vibrant, walkable and attractive to visitors and residents of Franklin.

In addition to the pass-through and destination traffic study, a downtown parking study was conducted to help determine how long people are staying in downtown, as a destination, and to update the data of the 2016 downtown parking study. The parking study further compares the 2016 data to 2022 data to compare the duration and effectiveness of the 2-hour parking restriction.

1 Downtown: Pass-thru vs Destination Traffic

To understand traffic congestion in the downtown core area, the Engineering team determined that the study should look at the types of traffic that would interact with the downtown core. This was determined as either 'pass-through' traffic or 'destination' traffic. When completing a traffic engineering study, it is imperative to understand what the primary traffic generators are, or basically why there may be traffic congestion in the first place. In typical traffic impact studies from development, ITE guidelines are used to determine how many trips a particular land use creates on the transportation system. For example, a single-family home produces, on average, about 9 trips per day. Trips to school, work, or running errands all contribute to this average daily number, as well as the number of family members and vehicles per household. In a larger, developed area such as a city, it is much more difficult to predict or understand

traffic generation, or where vehicles are coming from and where they are heading. In the past, a person might be posted at an intersection or at a parking garage and survey individuals to produce an origin-destination study – a long and tedious process. Today, from the many global positioning satellites and cellular devices that most everyone carries, or that are deployed on vehicles themselves, a set of unique data points can be created to populate these origin-destination studies. ***These “Big Data” companies, as they are often called, have agreements in place with smartphone applications, delivery companies, and even cellular providers to collect anonymous location data 24 hours a day.***

1.1 Methodology (Streetlight & SMATS)

For this study, the City selected two software products that produce GPS location data (probe data) called Streetlight and SMATS. These software products were used to provide this study with the data to determine if vehicles were passing through the downtown area, or if the vehicle destination was the Franklin downtown core area. In order to do this, the software required a polygon to be drawn around the downtown area (the pass-through zone shown in shaded yellow in Figure 1), as well as ‘gates’ on all major roadways into and out of the downtown core area (blue circles in Figure 1). Local, residential streets were not included when gates were determined since this volume and probe match rate would be insignificant compared to the main arterials that feed the downtown core. A map of this study area and those gates is shown in [Figure 1](#).

After choosing these products for data, the traffic operations team determined that typical weekdays (Tuesday – Thursday) and a weekend day (Saturday) should be used for this particular study. The team avoided holidays, breaks and large events when pulling the probe data. April 2022 was chosen as a representative, typical month that simulates the City’s average traffic profile on most days. It was a month where tourists are present, the climate turns warmer, and schools and businesses are active.

The data was pulled for three time periods as follows:

- **AM:** 6:00 – 10:00
- **NOON:** 10:00 – 14:00
- **PM:** 14:00 – 19:00

It is important to note that school traffic would be captured in both the AM and PM time periods studied.

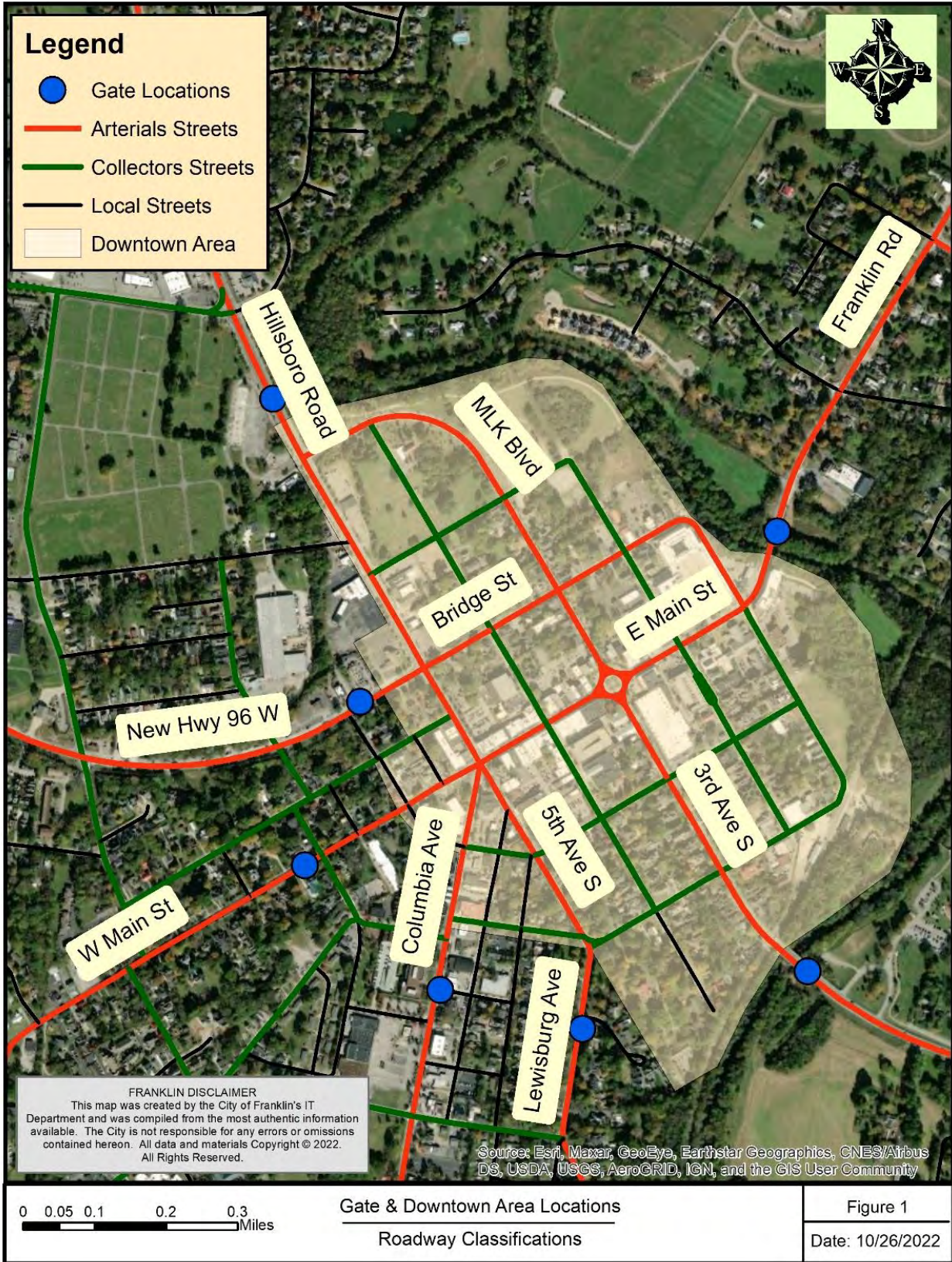


Figure 1 Location Map

1.2 Destination Area & Pass-thru Routes – Results

As mentioned previously, it is important to know where vehicle trips are going and where they are coming from. This section will identify how vehicles are getting to the downtown area (entering routes) and where they go (i.e. destination or exiting routes).

In summary, a majority of traffic that ‘touches’ the downtown core area is passing through and not staying in downtown as a destination. The average cut-through and destination traffic for each of the time periods can be found in [Table 1](#). Table 1 shows the average cut-through and destination percentages for both software, Streetlight and SMATS. Both software applications show a similar pattern in the percentage of cut-through and destination trips although they provide different values. It is important to note that each software obtains their data from different sources and therefore can end up with different values. Based on the data, it can be summarized that approximately **1/5 - 1/3 (20% -35%) of all vehicle volume entering the gates shown in [Figure 1](#) are going to the downtown core area as a destination, with the rest of the vehicles passing through the downtown core area.**

The data in Table 1 shows that the Streetlight data has a higher number of cut-through trips during the weekdays than the weekends whereas the SMATS data show that the weekday and weekend data is relatively the same with the exception of the weekday PM period. Both data sets show that the weekday PM period has the highest number of cut-through trips, likely due to commuters and school dismissal car-riders. It is believed that Streetlight uses a bit more GPS location data for commuter smart phone applications and delivery type applications than SMATS, though that information is not shared by the software companies.

Table 1: Cut through vs. Destination Trips (percentage)

	Time Period	Average Percent Cut-Thru		Average Percent Destination	
		Streetlight	SMATS	Streetlight	SMATS
Weekday	AM	79	64	21	36
	Noon	75	63	25	37
	PM	82	74	18	26
Weekend	AM	69	64	31	36
	Noon	69	65	31	35
	PM	70	65	30	35

1.2.1 Heaviest Volume Routes - AM, Noon, PM

As vehicles enter the downtown area, they most commonly use one of the seven entering arterial routes. The seven arterials studied are listed below in [Table 2](#), each have varying demand across time periods and weekdays and weekends. Table 2 shows the comparison of traffic across the arterials with heavier volumes in red and lighter volumes in green. As a note, the red and orange colors are not reflective of roadway levels of service, but rather the amount of vehicular volume on that route and at what time period.

As would be expected, SR96 East is the busiest arterial for all time periods and all days of the week. The lowest volume arterial is West Main for all time periods and all days of the week. Lewisburg is also one of the lowest volume arterials while the remaining arterials volumes fluctuated in comparison with each other.

Table 2: Heaviest Vehicular Volume Roadways

Intersection	Weekday			Weekend		
	AM	Noon	PM	AM	Noon	PM
96 East	Orange		Red	Yellow	Orange	Red
96 West	Yellow		Orange	Green	Orange	Orange
Franklin	Yellow		Orange	Green	Orange	Orange
Columbia	Yellow		Orange	Green	Yellow	Yellow
Hillsboro	Yellow		Orange	Green	Orange	Orange
Lewisburg	Green		Light Green	Green	Light Green	Light Green
West Main	Green		Light Green	Green	Green	Green

1.2.2 Primary Pass-Thru Routes – AM, Noon, PM

Vehicles entering the downtown core area were divided into two categories. The first category is vehicles passing through the area, using downtown to get from one arterial to another. The second category is downtown destination, vehicles that came downtown, parked, and stayed for a period longer than 20 minutes.

This section will discuss the results of the pass-thru vehicles and provide insight to where vehicles are coming from and where they are going. [Figure 2](#) - [Figure 6](#) show the primary pass-thru routes for each time period for weekdays and weekends. Each route begins at a gate and follows the yellow arrows through the downtown area and ends at a different gate. It is important to note that these figures illustrate the starting and end points of vehicles and does not show how they got from one gate to the next gate, or more commonly referred to as circulation within the downtown destination zone (which local streets they are using).

Figure 2 shows the most used routes by vehicles during the AM time period for a typical weekday. This figure shows that traffic is generally flowing towards the interstate (north and east) and Franklin High School. Two of the busiest routes starts at the 96W gate and goes towards Franklin Road and 96E, the two most direct routes to I-65. Lewisburg to 96E was also a top route and this too is the shortest route to I-65.

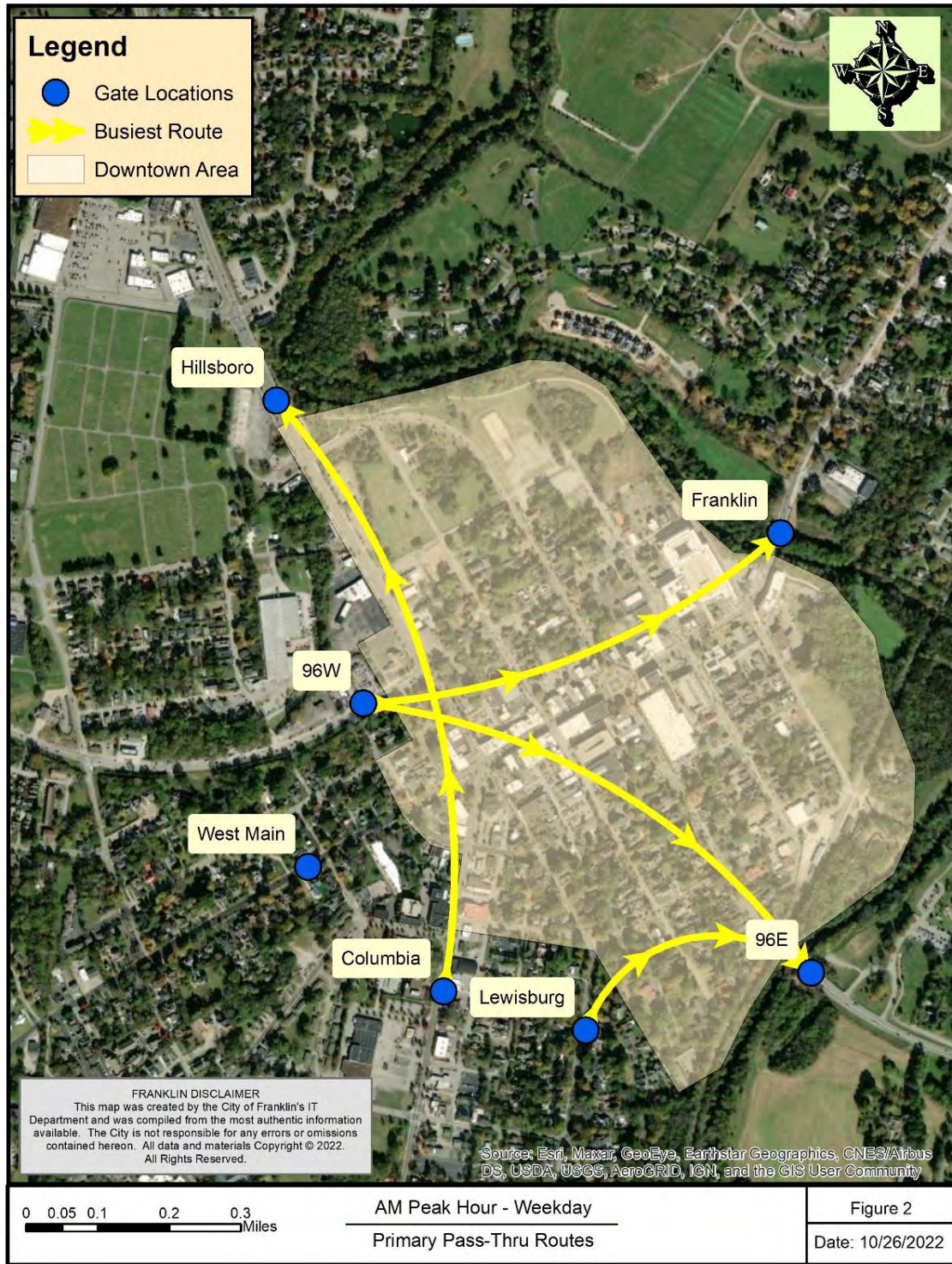


Figure 2

Figure 3 shows the most used routes by vehicles during the Noon time period for a typical weekday. During the noon time period, two primary routes start at 96W and Lewisburg and end at 96E, similar to the AM. For the other two primary routes, one starts on Columbia heading north and ends on Hillsboro and the other is the converse of that route, starting at Hillsboro Road and ending on Columbia.

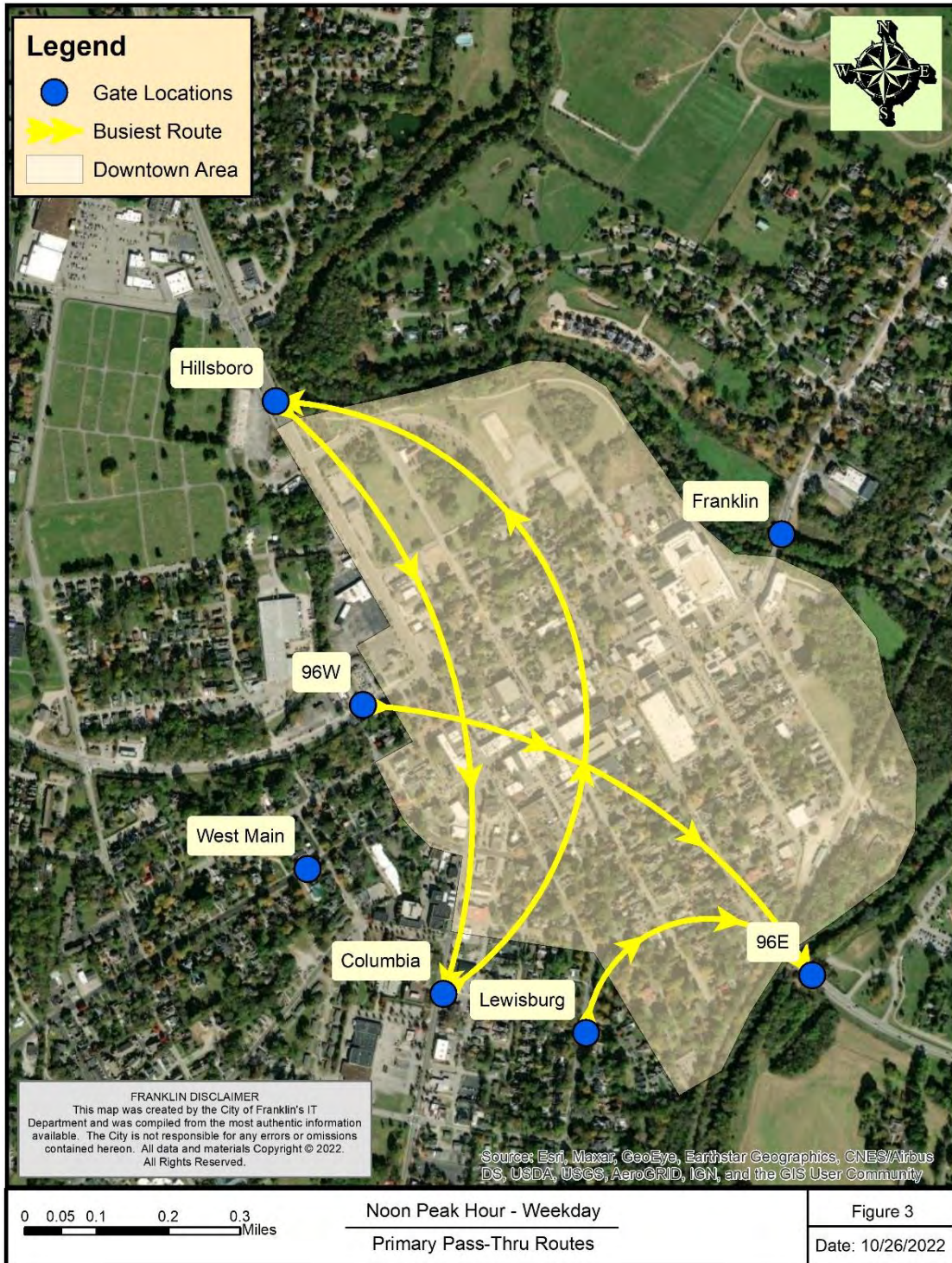


Figure 3

Figure 4 shows the four most used routes by vehicles during the PM time period for a typical weekday. Two of the busiest routes starts at the 96E gate and goes towards Lewisburg and 96W (south and west). The converse flow from Lewisburg to 96E was also a primary route of travelers. It is important to note that the PM peak time frame does include school dismissal times. The last primary route starts on Hillsboro Road and go towards Columbia.

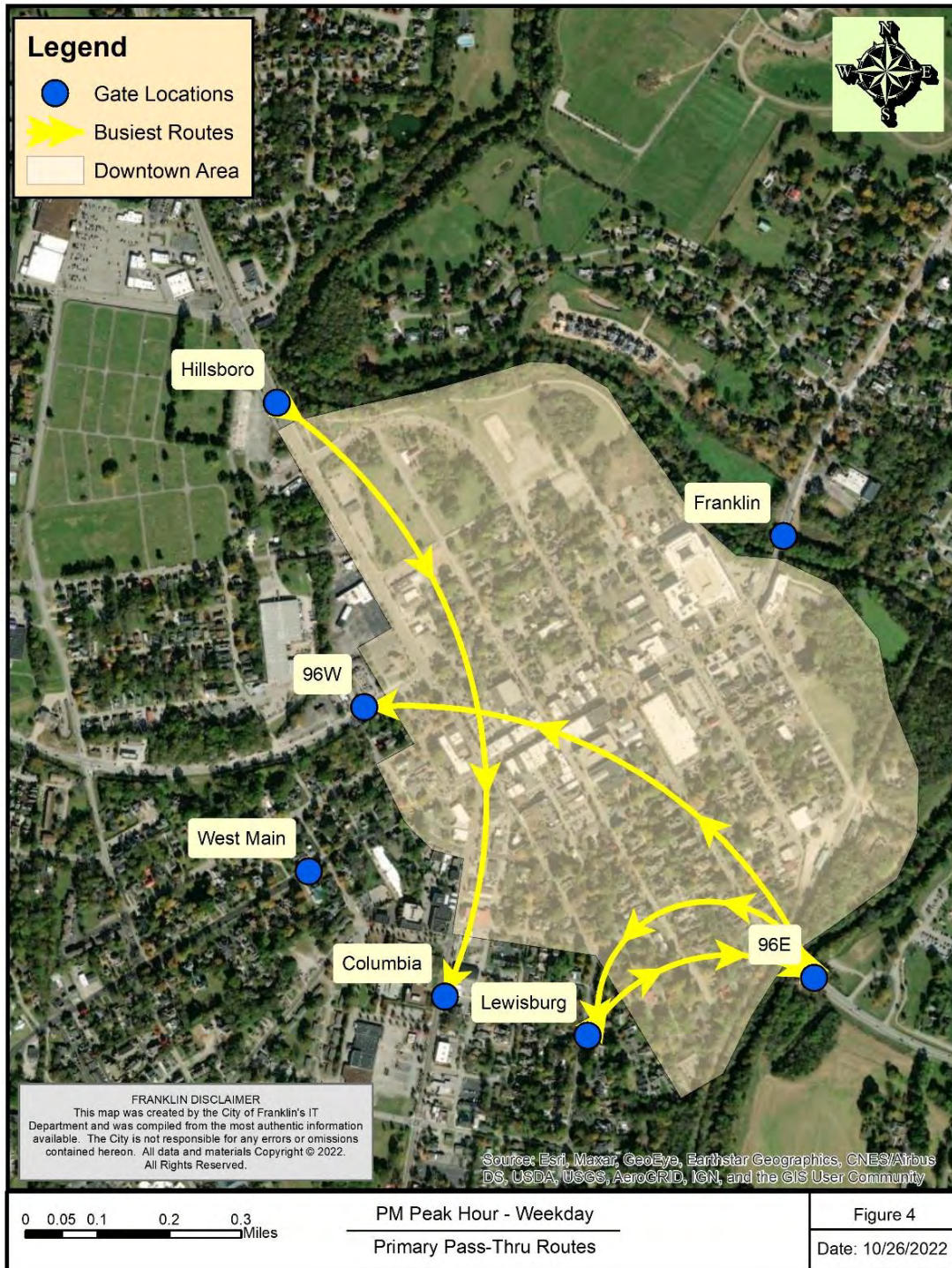


Figure 4

Figure 5 shows the most used routes by vehicles during the AM time period for a typical weekend. The primary routes for this scenario are similar to a typical AM time period of the weekday. The only difference is that the 96W to Franklin Road is not as well used and another primary route replaces it, 96E to 96W. The three primary routes that are the same as the the AM weekday scenario are Lewisburg to 96E, 96W to 96E, and Columbia to Hillsboro Road.

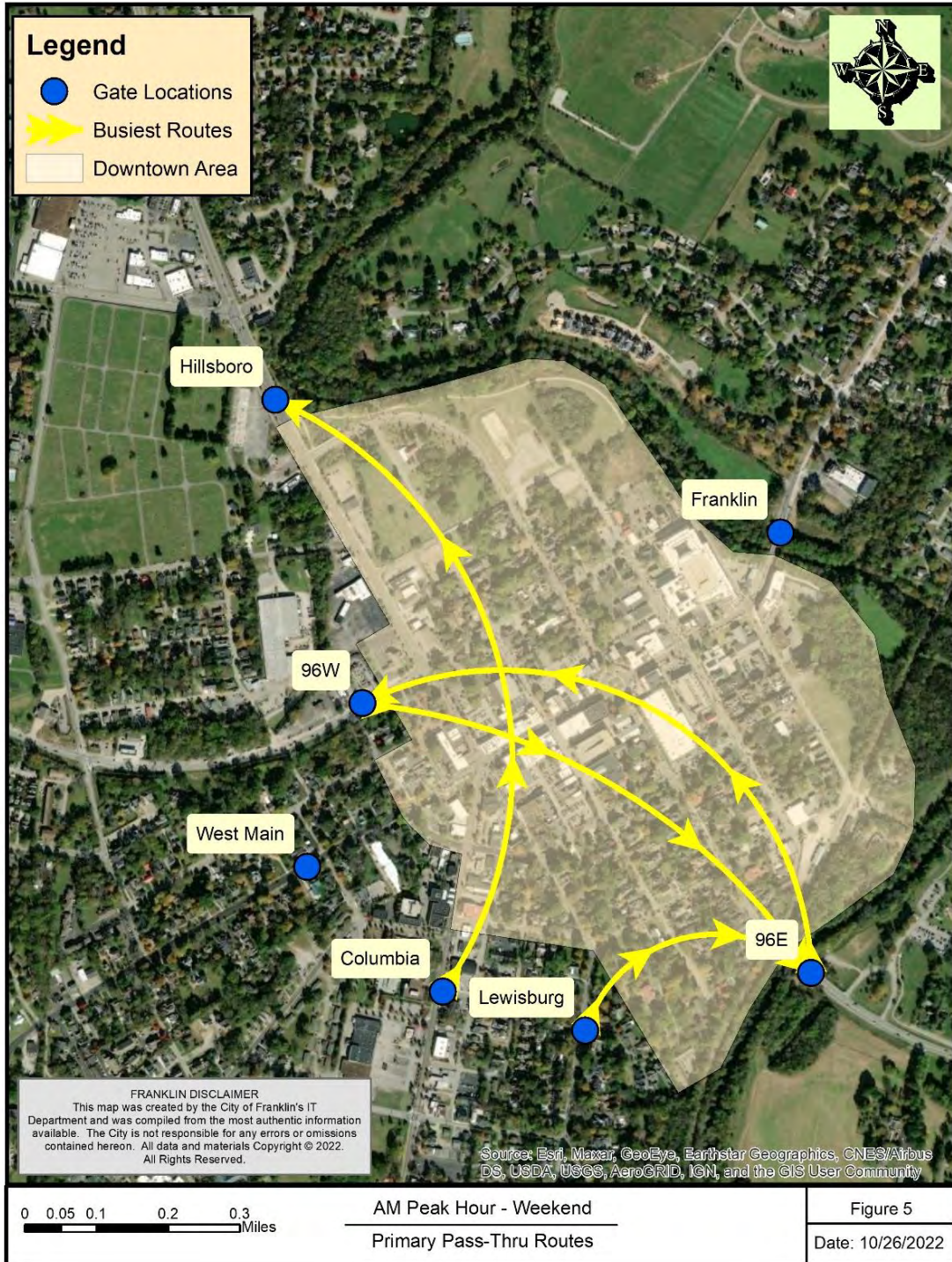


Figure 5

Figure 6 shows the most used routes by vehicles during the Noon time period for a typical weekend. Three of the primary routes starts at 96W and ends at Hillsboro Road, Franklin Road, and 96E. Lewisburg to 96E is also a primary route during the noon time period.

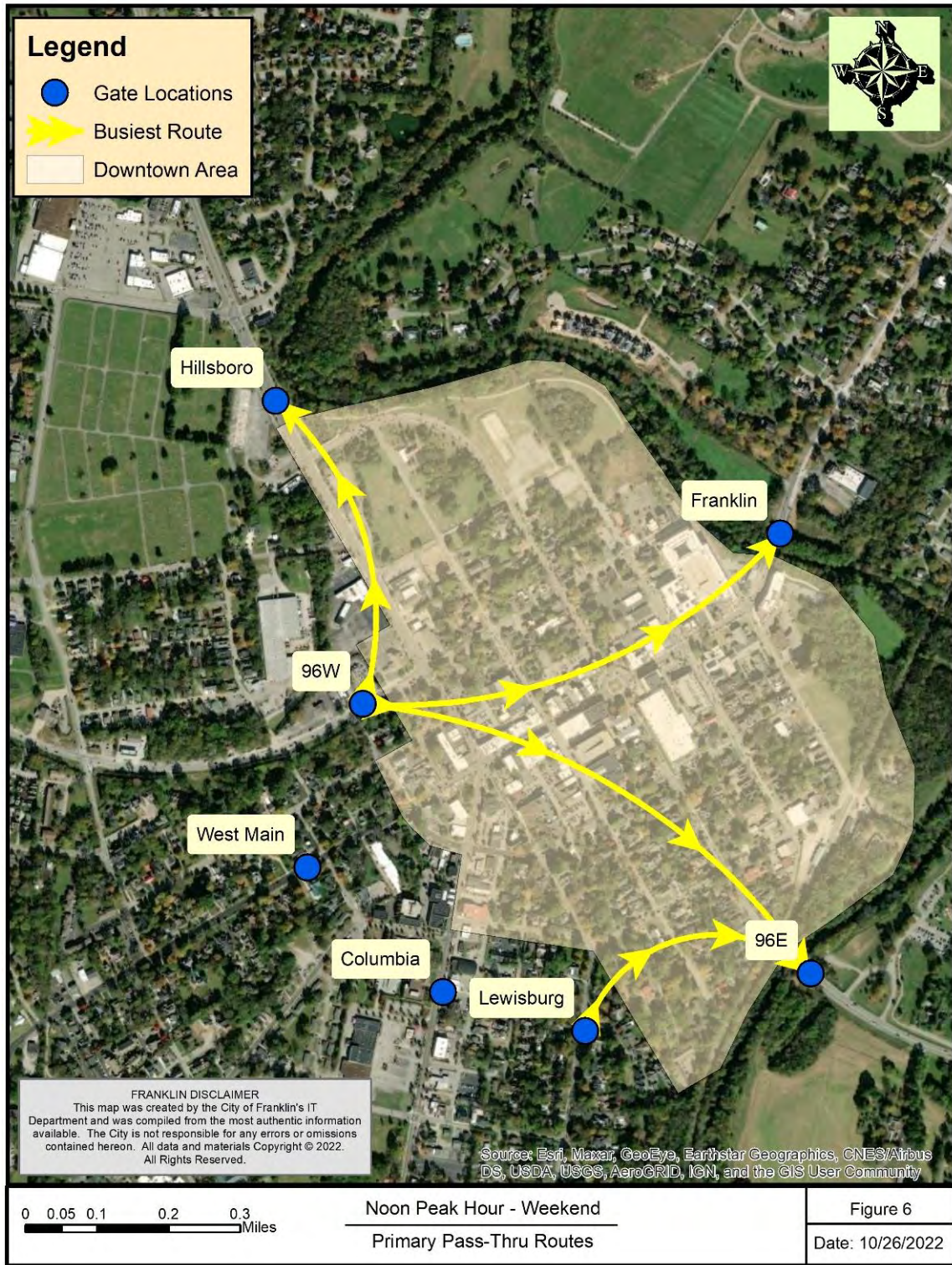


Figure 6

Figure 7 shows the most used routes by vehicles during the PM time period for a typical weekend. Two of the primary routes start at 96W and Lewisburg and end on 96E. The last primary route is Hillsboro Road to Columbia.

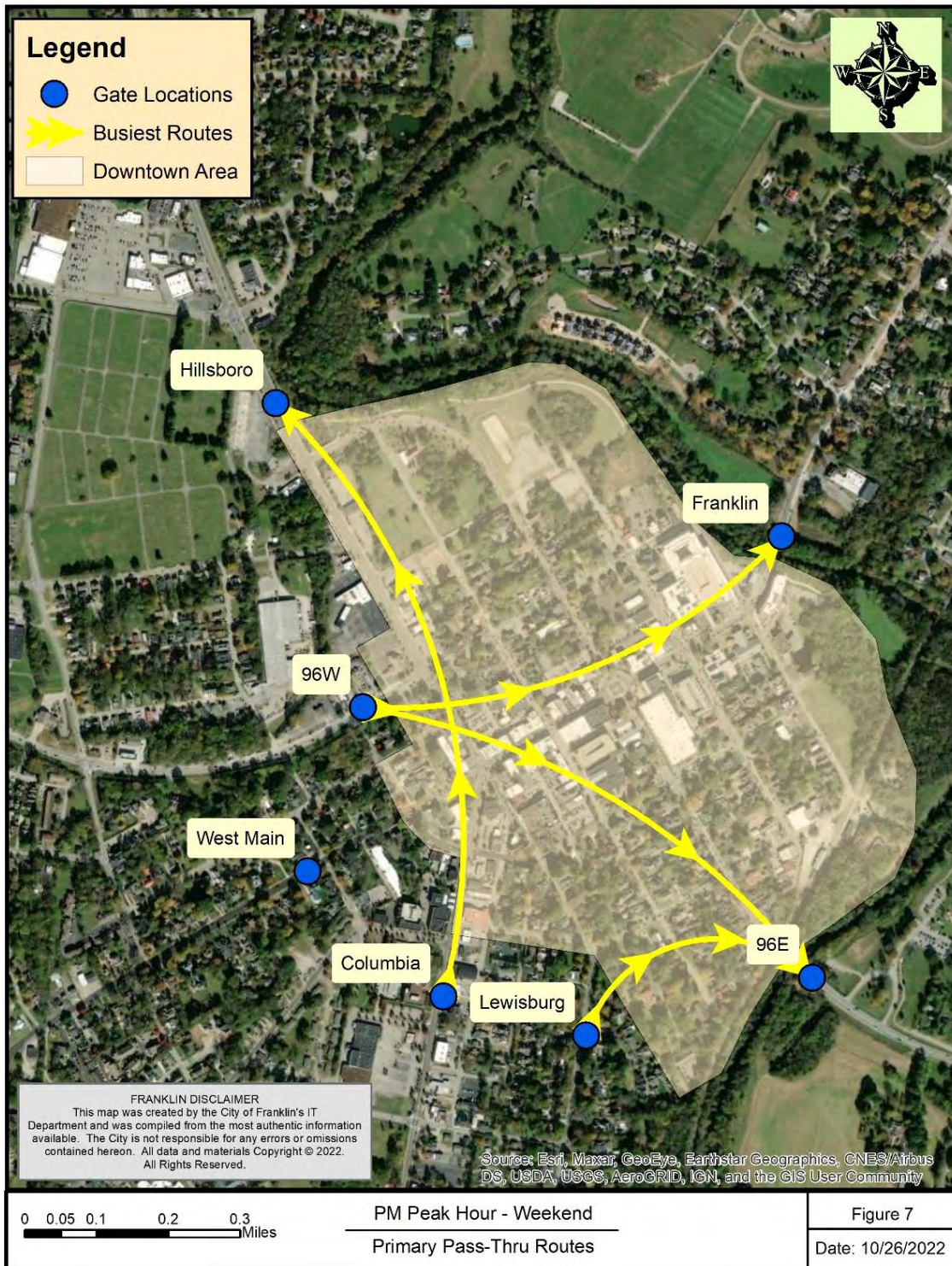


Figure 7

1.2.3 Possible reasons for pass-thru traffic

Before the Mack Hatcher northwest extension, there were no arterials that would connect the west side of Franklin, such as Westhaven, to the east to get to I-65 or Cool Springs without going through Downtown. That said, there was also a sizeable amount of volume that would travel north on Old Hillsboro Road to Hillsboro Road, choosing to take non-interstate routes to go north towards Brentwood and Nashville. Even putting certain destinations in Nashville on a GPS or other phone map application would produce similar if not faster routing via Old Hillsboro Road to Hillsboro Road from the Westhaven/West Franklin area. Then, with the opening of the Mack Hatcher northwest extension, another option was available for that west side traffic. While most of this traffic is choosing to use the northwest extension, this study shows that there are still numerous vehicles that cut-through downtown. This section gives a few possible reasons on what this traffic might be.

1.2.3.1 Schools

The location of the gates may have a lot to do with capturing cut-through traffic that may not be Westhaven or west Williamson County traffic going west to east and vice versa, but rather school car-rider traffic. For example, Freedom Intermediate and Freedom Middle Schools' zoning would contribute to cut-through traffic in downtown for car-rider students, along with some cross-town traffic for Centennial and Franklin High Schools. The zoning area for Freedom Intermediate and Freedom Middle is shown in [Figure 8](#), while the zoning area for Centennial is shown in [Figure 9](#) and Franklin High in [Figure 10](#). The Traffic Operations Center (TOC) team has also witnessed, by observation, higher vehicular volumes downtown around the 3 PM hour, likely due to this cut-through middle and high school vehicular traffic.

It is believed that cut-through traffic for the high schools is a bit less than the car-riders for Freedom Middle and Intermediate since the zoning for those high schools does not include large portions of the City that must cut through the downtown core area. It should also be noted, it is not believed that FSSD **elementary** school traffic is cutting through downtown due to their zoning areas being more localized, however, there could be other school traffic passing through downtown as well, such as private schools like Battle Ground Academy.

To help verify the car-ridership assumption of cut-through traffic, FSSD conducted a bus-ridership study on Wednesday, November 16, 2022 for dismissal (afternoon) at both Freedom Intermediate and Freedom Middle. Wednesdays are thought to be a good 'peak ridership' day since many parents that are able to remote work tend to be in the office on Wednesdays and thus require more students to ride the bus. It was stated by the Transportation Supervisor that afternoon ridership tends to be heavier than arrival (morning) ridership as well. In other words, there are more car-riders in the morning than the afternoon. The following are the results of this one-day study:

	Total Students	Bus Occupancy	% Occupancy
Freedom Intermediate	535	294	55%
Freedom Middle	515	286	56%
Bus 'Surge' Capacity*	840	580	69%

*Bus 'surge' capacity is the number of students that the 15 buses could accommodate should more students choose to ride the bus. This number is based off of 2 middle school-aged students per seat. While more students could squeeze in to get closer to the 1,050 student total of the two schools, this is the anticipated surge that FSSD plans for at any given date for early (weather) type of dismissal.

Given the FSSD bus-ridership study data, there are an estimated 500 students daily that do not take the bus at these particular two schools. While it is not expected that 100% of the students are at school on any particular day, and every student doesn't leave when dismissed (sports, clubs, etc), this still leaves hundreds of students/vehicles, many of which would have to traverse through downtown.

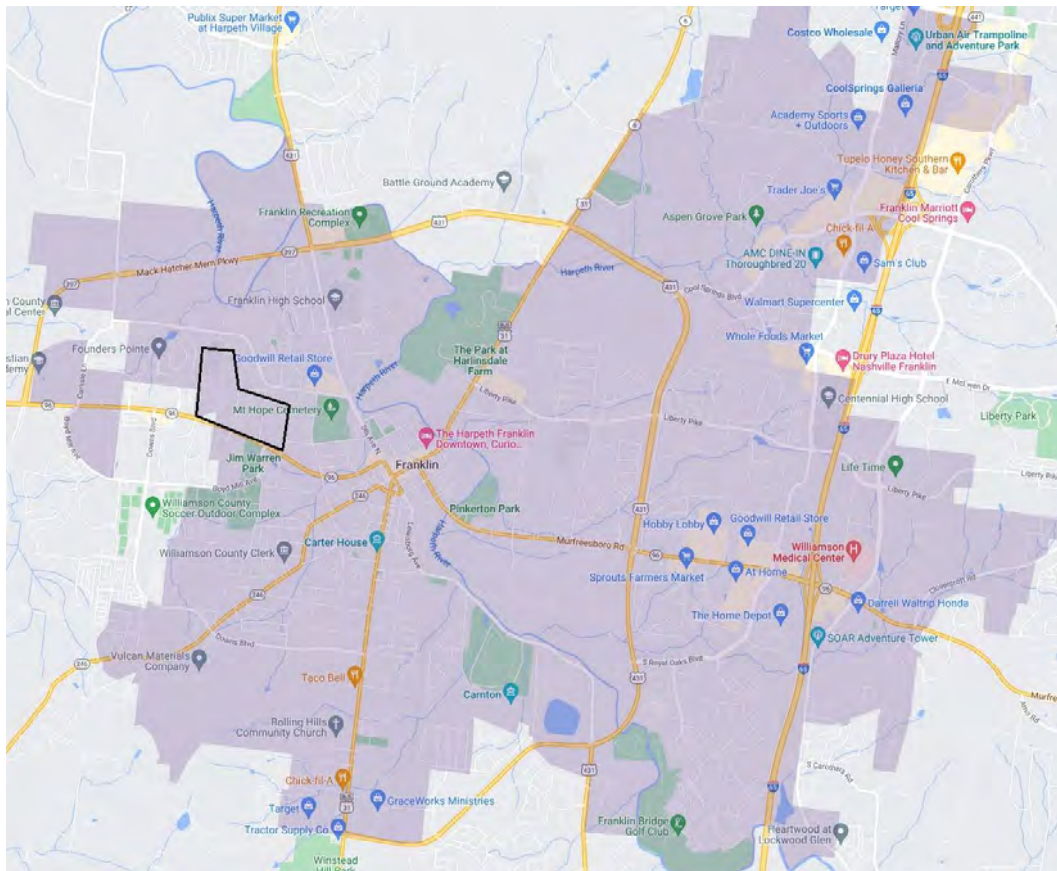


Figure 8 Freedom Intermediate/Middle School Zoning Area

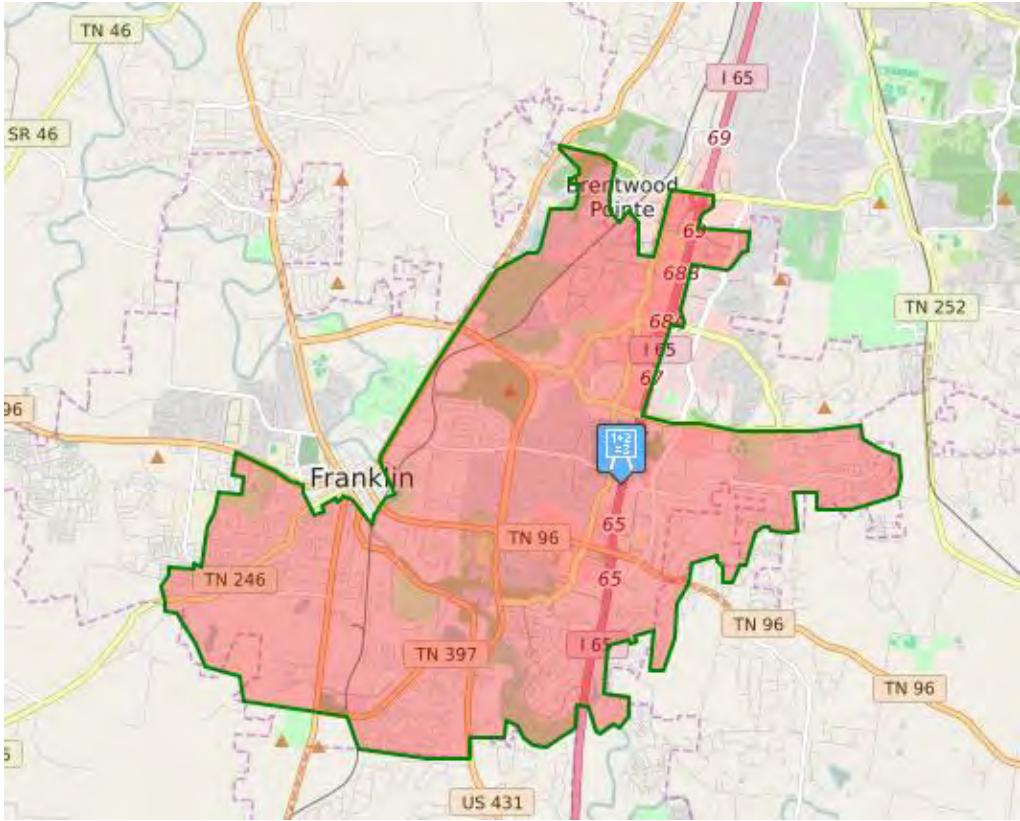


Figure 9 Centennial High School Zoning

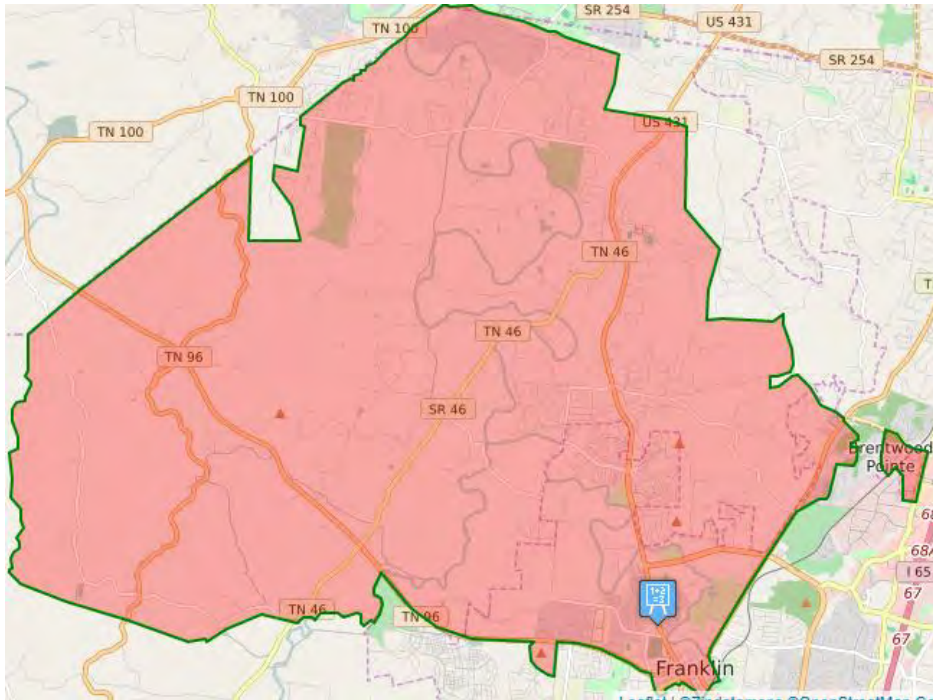


Figure 10 Franklin High School Zoning

1.2.3.2 Commerce

In addition to school cut-through traffic, Columbia Avenue proves to be one of the City's worst failed roadways at most all times of the day. While plans to widen Columbia Avenue (and the Mack Hatcher southeast section) are being developed, and the project is funded, it will be many years before that traffic relief is realized. Related to this, one of the busiest routes of the study is through the Lewisburg gate to the SR96E gate. It is believed that this is not only Franklin resident or school traffic using South Margin/Lewisburg as a bypass, but also 'northern' Columbia Avenue commerce traffic, or rather offices and businesses that do not want to traverse the delays on Columbia Avenue southbound. Rather, this commerce traffic goes to the north, through downtown, cuts over to Lewisburg, turning onto South Margin and ultimately turning right onto SR96E. This traffic produces the subsequent heavy volume going through the Lewisburg and SR96E gates.

1.2.4 Verification of Results

As stated in Section 1.1.1, the data used in this study was derived from two sources, software applications entitled Streetlight and SMATS. Both of these sources provide origin/destination data to help engineers and planners understand where vehicles are coming from and where they are going. While these applications only collect a **sample** of the total vehicular volume (i.e. the vehicle probes), the applications provide a statistically significant representation of overall vehicular traffic patterns which aids in the planning of new roads and transportation strategies. By using both Streetlight and SMATS, the TOC team was able to more confidently summarize the travel patterns of the downtown core area and verify the outputs of each application with confidence. While it may seem like there is a large margin between 20% and 35% [of the vehicles going downtown as a destination], it is more important to understand 'generally' that 1 in 4 vehicles are stopping in the downtown core area for longer than a 20-minute period and 3 out of 4 are passing through. And, more importantly, in what ways can the City increase downtown 'as a destination' rather than a pass-through.

In addition to the pass-through versus destination results, both software applications showed the similar arterials being used, as shown in previous Figures 1-6. Similar to the most used arterials, both software's agreed on the same top pass-through routes for the different days and time periods. Although the results differed slightly in each application, they told the same basic story with regards to the busiest arterials, most used cut-through routes, and percent cut-through versus destination.

2 Downtown Parking Study

Another, often mentioned, issue is that there is not enough parking in the downtown core area. As an update to the 2016 Downtown Parking Study data, and as an important supplement to the destination portion of this study, the City had Walker Consultants collect data for parking occupancy and duration in the downtown core area to analyze this concern. The parking study collected data for both 'free' and 'pay' parking lots open to the public, including on-street parking spaces in the downtown core area.

The study area is shown in [Figure 11](#). While additional free on-street parking does exist on various streets outside of the limits of Figure 11, for example on Fair and West Main, the limits of this study were chosen based on acceptable walking distance to Main Street, availability of sidewalks, and easily identifiable (marked) parking spaces, where people more willingly park. In Figure 11, the private (pay) lots are shown in purple, while free lots are shown in blue. All on-street parking studied is free. On-street parking is depicted by the orange dashed lines in Figure 11.

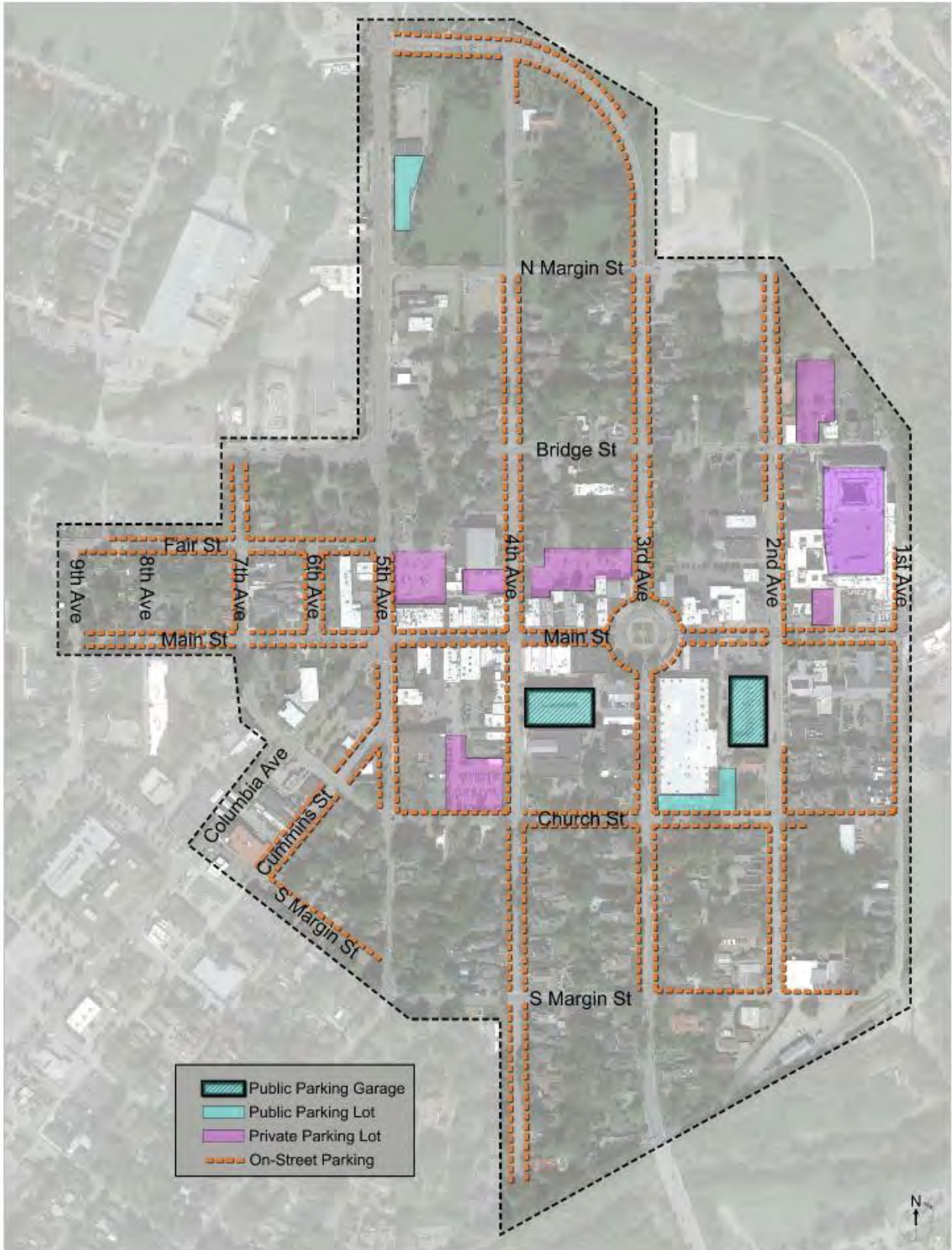


Figure 11 Parking Study area

[Table 3](#) summarizes the study locations and capacity of the study area. Two-thirds (1442) of the total parking spaces identified in the downtown core area are considered ‘free’ parking spaces with the other third (723) consisting of fee-based parking spaces.

Table 3: Parking Inventory Capacity
Downtown Core Area

On-Street		755
2nd Avenue Garage		252
4th Avenue Garage		345
Public Lots		90
Private (Pay) Lots		356
Harpeth Hotel (Pay)		367
Total Free		1442
Total Pay		723
Total		2165

Some items of note, the 2nd Avenue garage and public lot capacity in this table does not include ‘City Vehicle’ signed spaces, and the Harpeth Hotel garage capacity does not include reserved spaces - spaces that are physically marked and signed for the hotel, apartments and businesses. This capacity total represents ‘open’, non-reserved, non-signed spaces that are available to the general public.

2.1 Methodology (Occupancy and Duration of Parking)

From the available capacities stated in the previous table, the consultant performed both an occupancy study, meaning how many of the spaces were occupied at various times of the day, and a duration study, meaning *how long* the vehicle occupied the space. This was similar to the 2016 study methodology and could be compared to the 2016 data to see if the change from 4-hour to 2-hour street parking restrictions had the intended more-frequent turnover. The occupancy data was collected via vehicle and foot-survey to count occupied vs unoccupied spaces. The duration survey was completed using anonymous License Plate Reader (LPR) software. The LPR vehicle drove all routes (on-street parking) every hour to collect duration-of-stay per hour to compile the data. For the 2nd and 4th avenue garages, the new count system was utilized for occupancy and duration, while the Harpeth Hotel garage used ticket receipts to show occupancy and duration.

The parking study was completed on a Thursday, Friday and Saturday, August 18 – 20, when no festivals were scheduled, weather was pleasant, and schools were in session to represent a typical day. Thursday and Friday mid-day tends to be the busiest day in downtown Franklin with both ‘long-weekend’ tourists visiting and employees present in downtown office space.

The Appendix has the full Walker Consultants report, however, the 2nd and 4th Avenue Garages and public parking lots should use the data presented in this section of the report since the Walker Consultants

Report counted signed, City of Franklin vehicle spaces in their study, which are not open to the general public.

2.2 Parking Occupancy

Per the study data, and as expected, Thursday and Friday midday (noon) showed highest parking occupancy rates in the downtown core area, especially for free parking located within 1 – 2 blocks of Main Street. This peak occupancy of the area is illustrated in [Figures 12](#) and [13](#).

At these midday weekday peak times, total occupancy of ALL parking in the downtown core area is approximately 65%. Meaning 65% of all available public parking in our study area is occupied by a vehicle. Removing the private pay lots, the total occupancy of all ‘free’ parking rises to approximately 83% on weekday midday peaks. Weekday mid-day peak percent occupied of the specific areas are shown in [Table 4](#).

Table 4: Parking Occupancy Percentages

	Total Available	Thursday Midday % Occupied	Friday Midday % Occupied
On-Street	755	77%	78%
2nd Avenue Garage	252	95%	93%
4th Avenue Garage	345	97%	98%
Public Lots	90	57%	58%
Private (Pay) Lots	356	50%	53%
Harpeth Hotel (Pay)	367	4%	3%

It should be noted, the Public Lots row shown in Table 4 above include the public lot that was recently constructed north of North Margin Street on 5th Avenue North, which skews the occupancy of the public lot adjacent to City Hall since this newer 5th Avenue North lot remains mostly ***unoccupied*** at most times of the day and is likely just outside of ‘acceptable’ walking distance to Main Street for a common visitor.

Also per Table 4 and as shown in Figures 12 and 13, most of the pay lots (rate \$2 - \$3/hr) have parking availability during these weekday mid-day peak times, as well as parking areas located more than 2 blocks from Main Street. In fact, at peak midday times on Thursday and Friday, the Harpeth Hotel garage, which has 367 ‘pay’ spaces open to the general public, was ***only 3 – 5% occupied*** for general public parking (rate \$5/hr).

For the weekend (Saturday midday), occupancy drops to approximately 49%, meaning 49% of all parking is occupied by a vehicle. Removing the private (pay) lots, this occupancy rises to approximately 66% (66% of free parking occupied by a vehicle).

Evening (PM) occupancy is fairly consistent, whether weekday or weekend, at approximately 38% occupied for all parking, and approximately 50% occupied for free parking. AM peak times have parking available at most every location until 9:30 – 10:00 am when the study shifted to midday times.



Figure 12 Thursday Mid-Day Peak Parking Occupancy

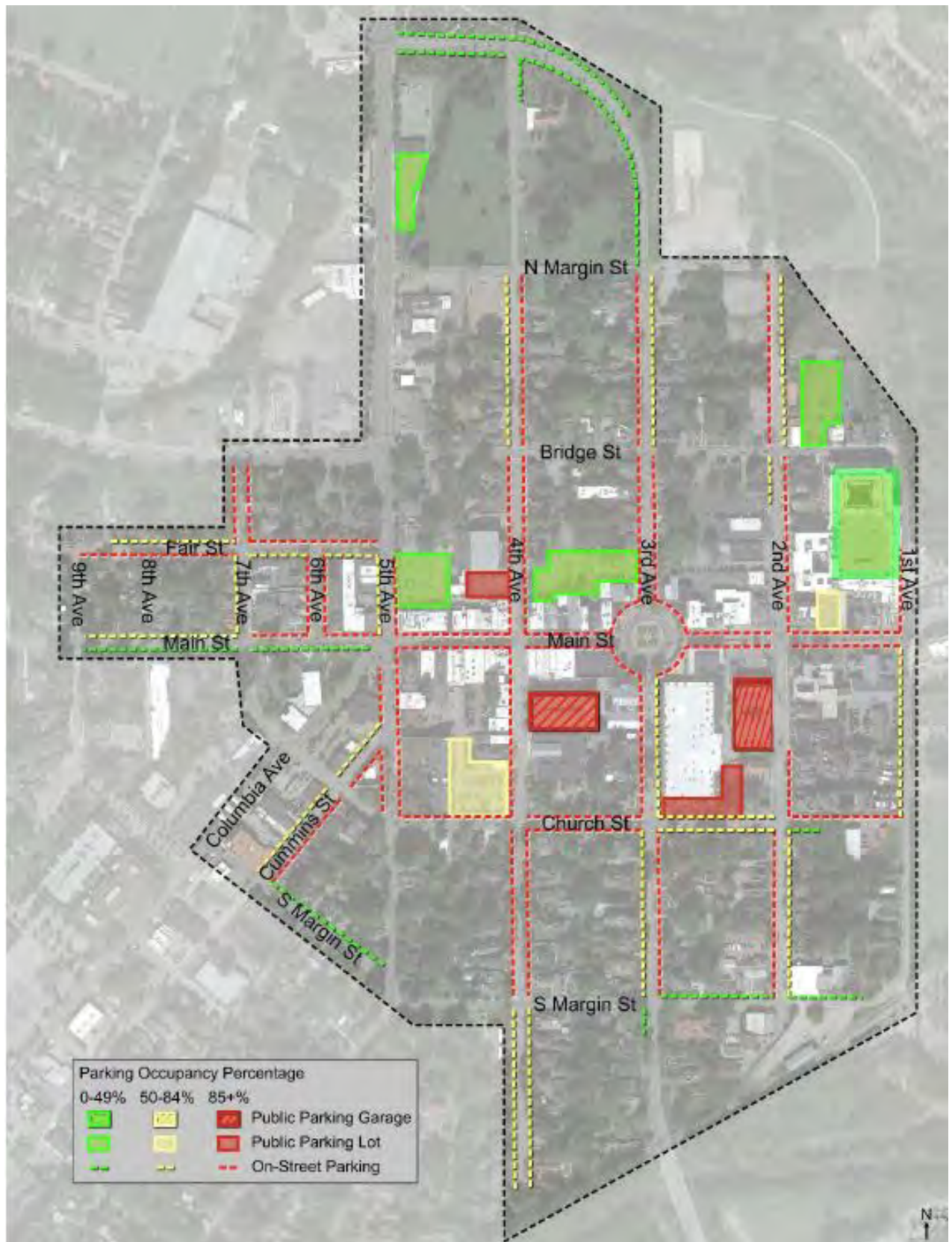


Figure 13 Friday Mid-Day Peak Parking Occupancy

2.3 Parking Duration

The duration study was conducted on Friday, August 19, 2022. Due to the cost of the duration study, one representative day was taken for this part of the study. The main objective of the duration study was to measure the effectiveness of the 2-hour time restriction, as well as how long a typical downtown core area visitor might be staying. Walker Consultants compared the 2022 data to the 2016 data to help in determining how effective the 2-hour time limit was in turning over on-street parking within the Main Street area.

Overall, approximately **90% of the vehicles parked in time restricted parking are complying with the 2-hour time limit**, meaning they are staying 2 hours or less. 65% - 70% of this 90% are staying 1 hour or less in the 2-hour time restricted locations. For on-street parking that does not have 2-hour time limit restrictions, in general, approximately **70% of vehicles are still staying 2 hours or less in those spaces**.

For most on-street parking in the vicinity of the downtown core area (1 – 2 blocks from Main Street), it is rare for vehicles to stay longer than 3 – 4 hours. While there were vehicles recorded that stay over 4 hours, the percentage of these vehicles along any street within a few blocks of Main Street is low (less than 10%).

Conversely, the 2nd and 4th Avenue garages show a higher percentage of vehicles that are staying longer than 4 hours. The 2nd Avenue garage includes 30% - 40% of the vehicle capacity staying longer than 4 hours, whereas the 4th Avenue garage remains somewhat steady at approximately 25% of the vehicles staying longer than 4 hours. The 2nd Avenue garage typically shows around 210 vehicles staying longer than 4 hours, whereas the 4th Avenue garage typically reports around 240 vehicles staying longer than 4 hours (capacity of the 4th Avenue garage is higher). Typical 24-hour totals for vehicles entering/exiting the garages are 600 – 700 vehicles for the 2nd Avenue garage and 1000 – 1200 vehicles for the 4th Avenue garage according to the new parking system.

Given this information, and the information collected by the Walker Consultants report, it is safe to surmise that the City of Franklin accommodates well over 2000 visitor vehicles per day via free garages, on-street parking, and private pay parking lots/garages. Considering most visitors have 2 or more occupants per vehicle, this supports the data of 1.8 million visitors per year (approx. 4900 per day) to Williamson County, with a major portion of those visiting downtown Franklin.

More detailed on-street duration data is provided in the Appendix.

2.3.1 Comparison to 2016

The duration data was also compared to the 2016 duration data in the Walker Consultant study. It was reported in the study that turnover is more frequent than it was in 2016. The 2022 data supports this statement and the main objective of the 2-hour parking limit. 1-2 hour durations increased while longer (3+ hour) on-street parking durations decreased. In other words, vehicles parked for 1-2 hours in 2016 made up approximately 65% - 75% for on-street parking duration. This increased to approximately 90% of the vehicles occupying on-street spaces for 1-2 hours in 2022, producing greater turnover for these convenient on-street spaces.

3 Downtown Bypass Routes/Intersections

This section of the downtown report dives a little deeper into intersections and/or routes in the downtown core area that experience high volumes of vehicular pass-through traffic. While not every route was studied in the downtown core area, some of the main bypass routes were further studied to see if there were any positive effects of the Mack Hatcher northwest extension being opened in November 2021. The TOC staff, as well as many other local residents, know the main bypass routes in downtown Franklin. Most 'pass-through' traffic does not enter the Town Square/Main Street area, but rather skirts the outside of the downtown core area via South Margin, Church Street and Bridge Street.

Signal timing for the downtown core area has always promoted a healthy combination of accommodating vehicle and pedestrian traffic. ***The downtown signal timing reduces pedestrian delay to promote walkable communities.*** When this is done, vehicle delay tends to go up, which moves cut-through traffic to bypass routes that are "less" pedestrian traveled. Reduction of vehicular traffic is the main objective in helping to keep downtown vibrant and pedestrian friendly, while keeping traffic moving as efficiently as possible.

3.1 Bypass – Mack Hatcher NW Extension

Prior to reviewing downtown intersections to see the extent of any vehicle volume decreases, it is important to look at 2022 traffic on the Mack Hatcher NW Extension itself. The TOC team has been monitoring the volumes with static vehicle detection devices that were installed with the Mack Hatcher project, as well as through detection installed on Cool Springs Boulevard with the adaptive signal project. These detectors can produce 24-hour counts, as well as peak hour counts and can be queried at most any point in time. [Figure 14](#) represents the average daily traffic on the Mack Hatcher NW extension, as well as the increase or decrease on other, surrounding and connecting arterial roadways. Volume numbers were rounded so the overall trend between 2019 and 2022 could be easily captured for each area where volumes were compared.

When the volumes were pulled from the existing detection, as well as utilizing the TDOT AADT information where 24-hour vehicle detection was not available, the increase of volume on Mack Hatcher is fairly significant. In fact, in 2022, we are already well above the 14,000 vehicles per day forecasted upon the opening of this northwest extension. Surprisingly, shortly after opening the extension, 24-hour traffic volumes were at that 14,000 forecasted number. One year later, that number has increased to 16,000 vehicles per day today in 2022. Some items of note when reviewing Figure 14, The added volume on Mack Hatcher is split between heading north on Franklin Road, East to I-65 on Cool Springs Boulevard, and south to SR-96E (Murfreesboro Road).

It should be noted, the 16,000 vehicles on the northwest extension aren't 100% new trips. These trips are mostly from reductions on both Old Hillsboro Road and Hillsboro Road itself where traffic would traverse Del Rio and New Hwy SR96 West to Hillsboro Road and/or cut through downtown on Bridge Street to Franklin Road or SR96 East (Murfreesboro Road).

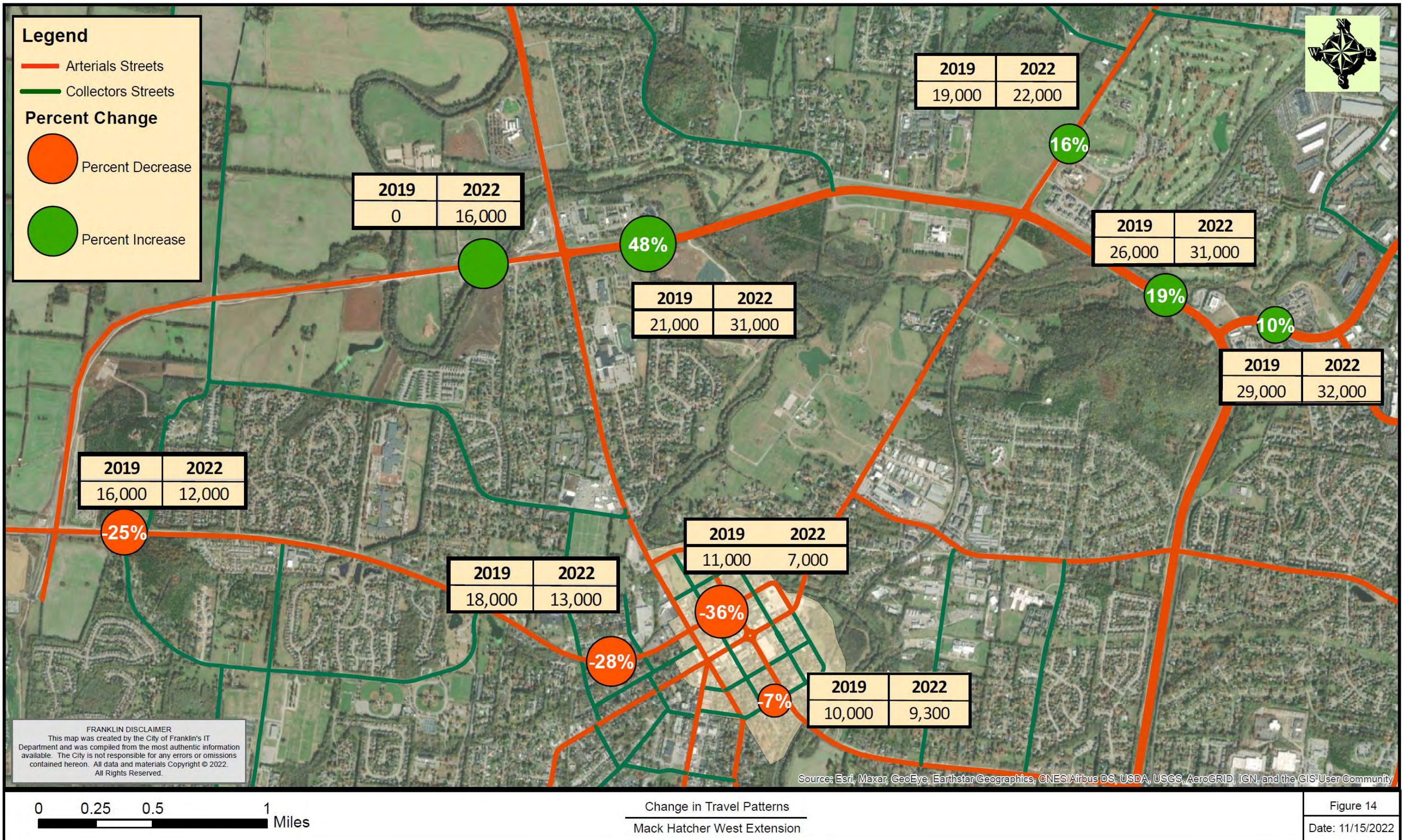


Figure 14 Mack Hatcher NW Extension Pattern Chang

3.2 Bypass - Bridge Corridor

The first corridor that was studied as a result of the Mack Hatcher northwest extension was the Bridge Street corridor. This was the most direct route for New Hwy SR96W traffic coming from the west side of Franklin to traverse north and east to Franklin Road and the Cool Springs area. Queuing of the Bridge Street corridor frequently was extensive in the AM peak eastbound. Queues would extend up 1st Avenue North and around Bridge Street to 2nd Avenue North. Conversely, in the PM peak, queuing frequently occurred from 5th Avenue to 3rd Avenue for the westbound direction. At these times of the day, most traffic had to wait a minimum of two traffic signal cycles to get through those major intersections (1st and Main; 5th and Bridge). Today, observations have shown that these queues are greatly reduced with most vehicles getting through the major intersections within one traffic signal cycle.

24-hour counts for this corridor were performed in 2013 and again in 2022. The 24-hour volumes are shown below. The map in Figure 14 applied a conservative growth rate of 0.5% to get to 2019 approximate equivalent volume shown in Figure 14 for Bridge Street. As can be seen, this corridor, as well as New Hwy SR96 West, has exhibited the greatest reduction in cut-through traffic with the opening of the Mack Hatcher northwest extension.

24-Hour Volume

2013	10060
2022	6796

3.3 Bypass - South Margin at 3rd Avenue South Intersection

Intersection counts for 3rd Avenue South at South Margin were taken in 2017, 2021 (prior to the Mack Hatcher NW extension opening) and again in 2022 with the NW extension open. Overall, this intersection saw a 6.5% decrease in 24-hour total volume and a 3% peak hour volume decrease after the opening of the Mack Hatcher NW extension. 2017 and 2021 volumes (before the NW extension) were relatively the same with less than a 1% growth rate, per year, from 2017 to 2021.

24-Hour Volume

2017	22872
2021	23549
2022	22009

Peak Hour Volume

2017	1807
2021	1825
2022	1771

A shift in the time of day that the highest peak hour occurred was observed as well, after the NW extension was opened. This highest peak hour went from the more traditional 4 pm – 5 pm hour and is now the 3 pm – 4 pm hour after the NW extension opening. Both the AM and PM traditional peak periods show the

most reduction with the NW extension open, likely with commuter traffic shifting to Mack Hatcher, while school (car rider) and destination traffic has not shifted due to location. It is surmised that this school/destination traffic makes up most of the 3 pm – 4 pm peak traffic since both Freedom Middle/Intermediate and the area high schools dismiss between 2:30 and 3 pm and routes to get to those schools tend to run through the downtown core area bypass routes.

4 Summary and Recommendations

This study was completed to give a visualization of vehicular traffic that traverses to or through the downtown core area, including an overall parking update for that destination traffic. While specific ‘circulation’ of all local downtown streets was not studied, various corridors or intersections were looked at to confirm the utilization of the Mack Hatcher northwest extension, which opened one year prior to this study in November 2021. Specific local street utilization, or circulation, for downtown cut-through traffic is widely known by the Traffic Operations team, as well as most local residents performing this maneuver. There are many combinations of local street options for residents to get ‘around’ Main Street and Downtown Square, without having to traverse those congested areas, however, it is known that the most utilized streets for cut-through are South Margin, Bridge Street and Church Street, with many numbered avenues serving as connecting options to these routes.

4.1 Signal Timing

The downtown cut-through routes stated have more favorable timing for vehicles than for pedestrians (i.e. longer pedestrian delays), by design, to try and keep vehicles away from Main Street. That said, the traffic signals are also not 100% optimized for the vehicle demand volumes that are encountered. In other words, there is an upper limit to how much green time is given. Often, at peak times, vehicles at various movements will have to wait two cycles of a traffic signal to get through the major intersections, such as 3rd Avenue South at South Margin Street. Simply said, the vehicle demand is too large for these types of geometrically challenged intersections, but green times cannot be increased due to pedestrian demand and limited vehicle stacking lengths should wait [red] times become too long. With the change in traffic patterns and volumes downtown, and since the downtown area has not been retimed in almost 5 years, it is recommended that the ***TOC fund a retiming project to the Traffic Engineering On-Call consultant to retime the downtown area to optimize vehicles and pedestrians based on new volumes and traffic patterns.***

4.2 One-Way Streets

One common solution for vehicular traffic congestion that has been raised for the downtown core area is convert certain streets to one-way pairs, or produce a ‘one-way system’. One-way streets are common in larger cities with grid systems. Typically, one-way streets are designed when two-way traffic volumes start to create gridlock for nearby intersections and when there is a need to accommodate heavy directional flows. When cities start to build high-rise buildings and/or greater density inside a grid street system, the need for one-way streets amplifies in order to create proper traffic flow and to move traffic in general. There are also drawbacks to one-way streets. They are as follows:

1. Stop conditions between signalized intersections on a one-way system need to be converted to traffic signals or eliminated
2. Greater speeds
3. Increased travel distance to a destination
4. Driver (visitor) confusion
5. More difficult emergency access
6. They can change the character of an area/block

Conversion of a pair of bypass routes to a one-way system would need community support and greater engineering study. For example, converting South Margin to a two-lane eastbound one-way street and Church Street to a westbound one-way street would require some geometric improvements, traffic signal changes, as well as study of traffic flows for businesses, driveways, and other areas that would be affected. **At this time, given downtown core area volumes and conditions, it is NOT recommended that a study to convert two-way streets to one-way streets be conducted.** While there may be short periods of time that gridlock occurs and special conditions for when it occurs, it is not a daily occurrence and would change the character of downtown Franklin, promoting easier cut-through access and higher speeds.

4.3 Geometric Improvements

Geometric improvements, such as adding turn lanes or widening roadways, are difficult in a historic City, such as Franklin. Right-Of-Way is typically limited to do any such improvements. Homes and Businesses do not have 'front yard' to give and eliminating street parking is an unpopular tradeoff. Plus, widening streets produces higher speeds, not conducive to pedestrian friendly communities.

The parking study update found herein certainly indicates that parking is available at most times of the day, which may favor the ability to eliminate some on-street parking to gain turn lanes and wider street cross-sections. However, this available parking is usually via private [pay] lot, or further than 1 or 2 blocks from Main Street and the Square. A similar argument could be made for eliminating on-street parking to widen the sidewalk system to promote walking and/or biking. **While it is not always a popular option, elimination of some on-street parking should be further explored and studied for either pedestrian/bike or vehicular benefit where deemed necessary.**

4.4 School Car-Rider Vehicular Traffic

With the onset of remote work in the past few years, it is much more common for parents to drive their children to school rather than have them take the bus. This is apparent in the FSSD bus occupancy study of the day with typically the 'most' bus ridership. The bus occupancy for Freedom Intermediate/Middle is still below 70% occupancy (using 2 per seat) at 'peak' ridership. The car-rider traffic produces hundreds of vehicles of demand for the area schools mentioned and a good portion of these have to cut through the downtown core area, per the zoning figures previously shown. These vehicles usually flood the system within a one-hour (or less) period of arrival or dismissal, which can tax the existing roadway network and makes it difficult for roadways to recover, especially for the PM peak.

There is no easy solution to try and promote bus ridership for our schools. In searching for solutions, where car-ridership has become a problem elsewhere (in urban areas) for schools, the schools have issued a limited number of car-rider 'permits' that are applied for in the beginning of the school year. For high schools, some school districts have limited parking and thus issue parking permits based on grade level and availability to try and cut down on vehicles. This would likely lead to more parent drop-off if parking permits are issued at high schools, not exactly alleviating the 'too many vehicles' issue. **The most likely scenario would be that a future middle school would be necessary (due to development) and built on the east side of the City, helping to lessen downtown cut-through traffic.**

4.5 Dynamic Message Signs (Parking/Other)

Another, often utilized, tool deployed in cities across the US is 'mast arm' mounted Dynamic Message Signs (DMS) that can relay important messages, including where parking is located and how many spaces are available. With the new parking garage system, these types of smaller DMS could be easily deployed on downtown mast arm uprights and fed garage availability information and other important messages. Or if only parking availability was needed, instead of dynamic messaging, smaller signs could be incorporated with a mix of static and dynamic LED sign displays. Examples are given in the figure below.



Figure 15 Dynamic Message Sign Examples

The advantage of these signs is to get people to the garages and/or information about how full the garages are so they seek other parking areas. Detour and/or event messaging could also be displayed on the full matrix sign.

5 APPENDIX



Prepared for City of Franklin, Tennessee

DOWNTOWN FRANKLIN ON- AND OFF-STREET PARKING OCCUPANCY AND DURATION STUDY

October 4, 2022



WALKER
CONSULTANTS

EXECUTIVE SUMMARY

With regards to the parking occupancy survey, we draw the following conclusions:

- For all three days surveyed, at most times of the day, there was parking space availability within the study area. The overall peak occupancy of 78 percent occurred midday on weekdays. Weekday evenings and the Saturday that was studied averaged lower occupancies, at 45 percent occupied. Some items to note related to higher occupancies observed:
 - In Walker’s identified Central Core (from 2nd Avenue to 5th Avenue and North Bridge Street to Church Street) parking occupancy reached 104 percent. A parking occupancy greater than 100 percent is possible because more vehicles were parked than there are identified spaces.
 - Elsewhere, in the northern and southern portions of the study area, parking occupancy never reached higher than 75 percent. In the eastern portions of the study area occupancy reached as high as 88 percent. In the west, occupancy reached 90%.
- The 4th Avenue Garage filled or almost filled to capacity during the daytime on all three study days.
- Moreover, on-street spaces located in the Central Core of the downtown were observed to be mostly occupied on all three days, both during the daytime and evenings.

The following summarizes the duration of stay survey results:

- The data shows that the posted time limits and parking enforcement are largely having the intended effect of limiting the dwell time of vehicles parked on street and creating vehicular turnover of these most visible spaces.
- In 2016, most downtown on-street parking was signed with four-hour time limits. With the shorter mostly two-hour durations permitted today, the data show that average lengths of stay have decreased.
- In some cases, it does appear that more rigorous enforcement of the existing time limits could yield additional compliance with the posted time limits. On nearly every street where time limits are present (less than 24-hours), Walker observed users staying longer than the posted time restrictions.

PARKING INVENTORY/OCCUPANCY STUDY

The City of Franklin, Tennessee (City) engaged Walker Consultants (Walker) to update field data collected for its 2016 downtown parking study. Walker’s charge for this assignment was to confirm the parking-space inventory of selected parking spaces, record observed parking occupancy, and measure duration of stay for selected on-street parking spaces in downtown Franklin. A similar study was performed in 2016, where the busiest times occurred between 12:00 noon and approximately 2:00 p.m. During these counts, the 2nd Avenue and 4th Avenue Garages were utilized at 67% and 99%, respectively.

CURRENT PARKING INVENTORY

In order to update the study, Walker validated the inventory of all parking spaces within the study area, the boundaries of which are illustrated in the exhibit located on the following page. This inventory validation occurred on Wednesday, August 17, 2022. Every space in each City-identified surface parking lots (of which were public and private), both City-owned garages, and all on-street spaces were counted. Walker tallied the full inventory at 1,871 parking spaces. It is worth noting that in several on-street locations, especially those where the parking regulations are more lenient, there is no signage or paint marking the number of spaces or designating whether parking is allowed. If there were vehicles parked in a particular on-street location, or if a user would consider it “available,” Walker counted it as part of the system.

The following exhibit displays the breakdown of parking inventory, or capacity, for the study area.

Exhibit 1: Parking Inventory

	Capacity
On-Street	755
2nd Avenue Garage	303
4th Avenue Garage	345
Public Lots	112
Private Lots	356
Total	1,871

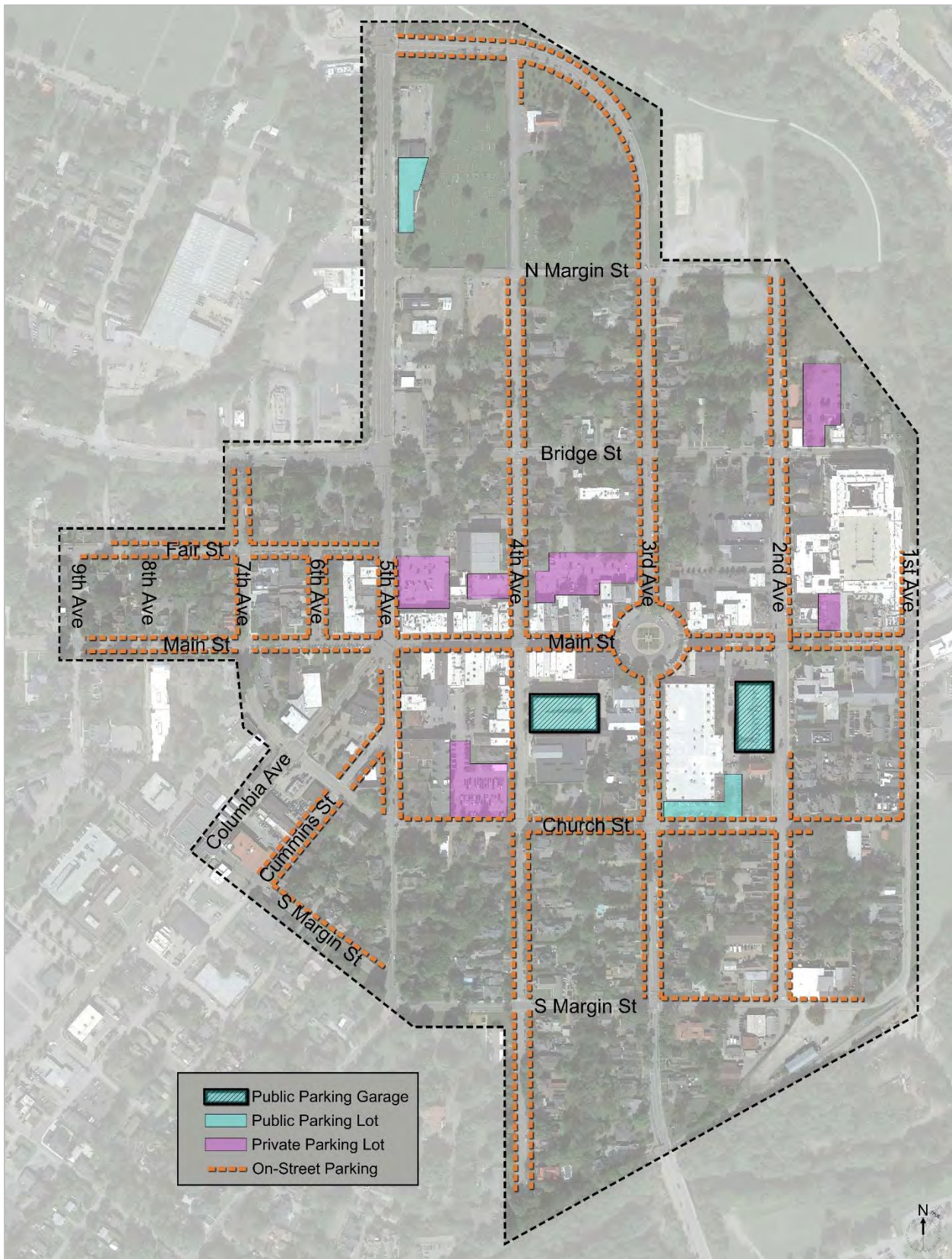
Further details of both the inventory and occupancy will be shared with the City in a Microsoft Excel spreadsheet.



DOWNTOWN FRANKLIN LOOKING NORTHWEST TOWARD HARPETH SQUARE AT 2ND AVENUE NORTH AND EAST MAIN STREET

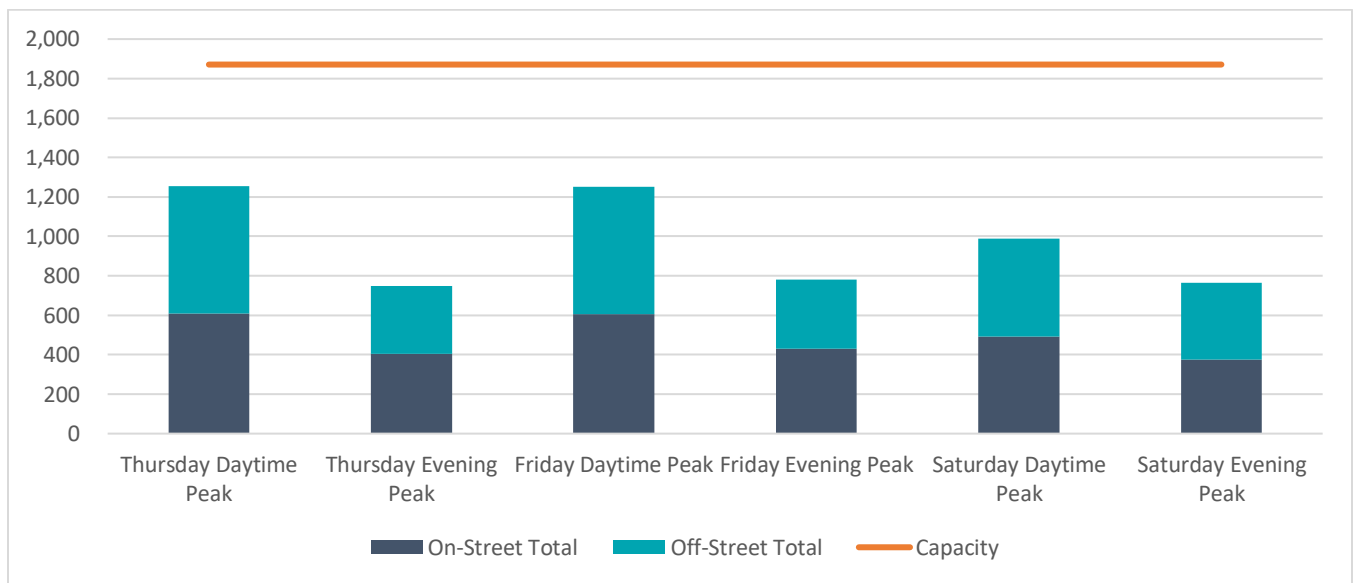


Exhibit 2: Study Area



PARKING OCCUPANCY

Walker performed occupancy counts every thirty minutes for all spaces within the study area from 7:00 a.m. to 7:00 p.m. on Thursday, August 18, 2022; Friday, August 19, 2022; and Saturday, August 20, 2022.

Exhibit 3: Observed Parking Occupancy Peaks, by Day


The above bar chart indicates that Thursday, August 18th at 12:30 p.m., the system was at the highest observed occupancy. To better understand what this observed peak represents, we have further analyzed parking occupancy percentages by types of facilities and locations. We have grouped the on-street parking into the “Central Core,” plus four quadrants: north, south, east, and west. A map of these locations is displayed below in Exhibit 5.

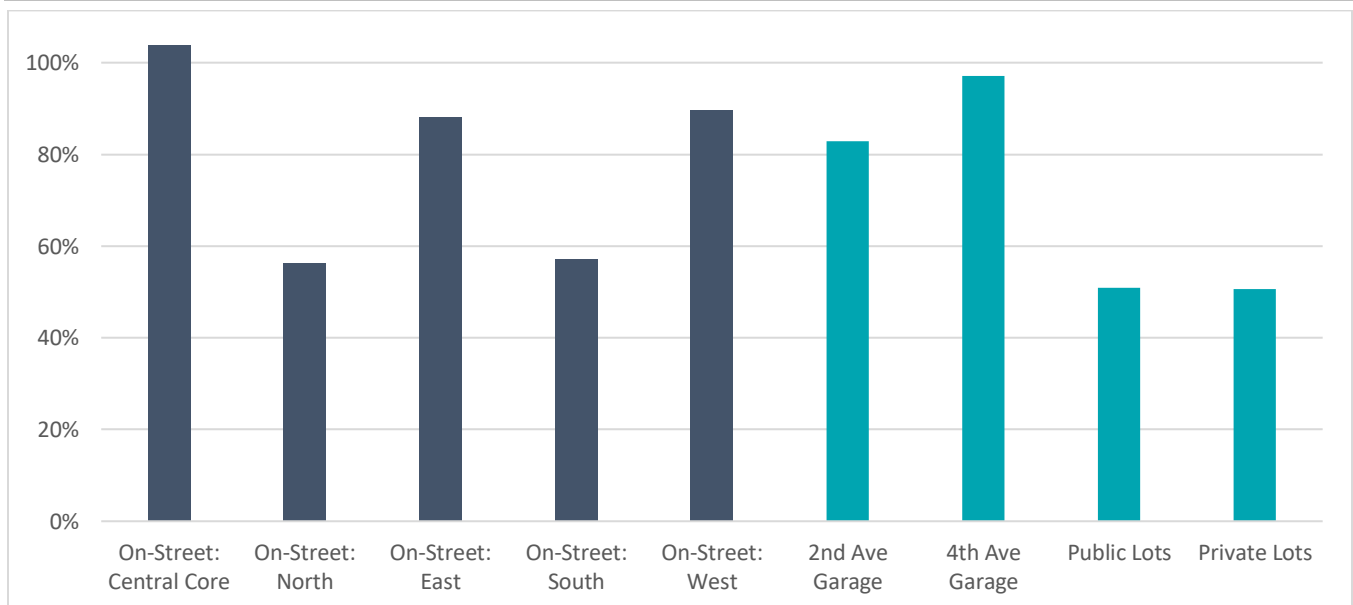
Exhibit 4: Parking Occupancy Peaks, by Type of Parking


Exhibit 5: Franklin Zonal Map

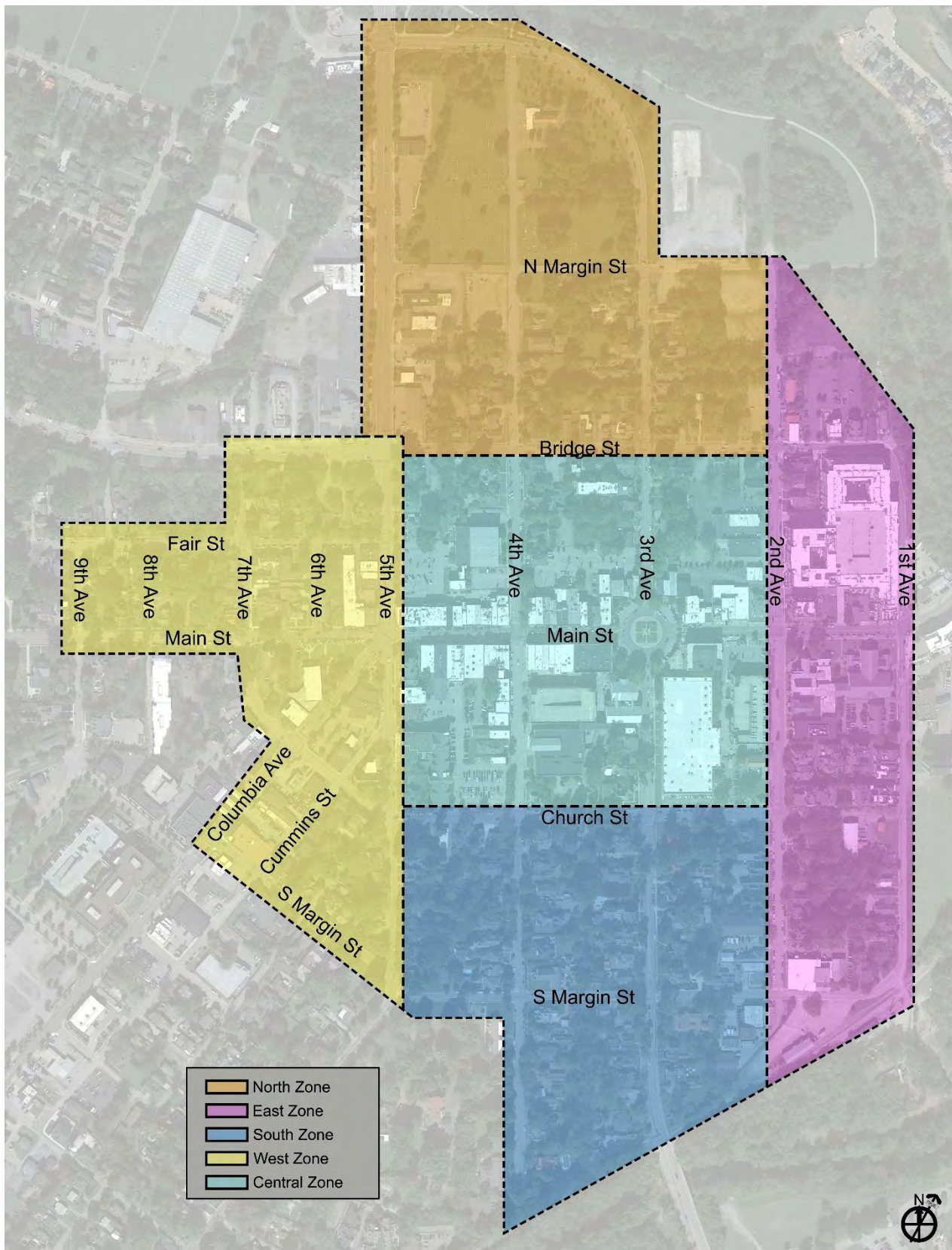


Exhibit 6: Parking Occupancy Percentages, by Location and Facility Type

	Capacity	Thursday Daytime Peak	Thursday Evening Peak	Friday Daytime Peak	Friday Evening Peak	Saturday Daytime Peak	Saturday Evening Peak
On-Street Total	755	81%	54%	80%	57%	65%	50%
Central Core	189	104%	88%	102%	93%	97%	92%
North	153	56%	16%	52%	24%	37%	13%
East	84	88%	62%	85%	63%	65%	52%
South	126	57%	24%	75%	31%	45%	25%
West	203	90%	65%	83%	63%	69%	52%
Off-Street Total	1,116	58%	31%	58%	31%	44%	35%
2nd Ave Garage	303	83%	42%	75%	38%	63%	55%
4th Ave Garage	345	97%	59%	98%	64%	84%	63%
Public Lots	112	51%	10%	71%	11%	12%	6%
Total	1,871	67%	40%	67%	42%	53%	41%

Key:	
%	= 0-49% occupied
%	= 50-84% occupied
%	= 85%+ occupied

Exhibit 6 aides in displaying that while the system peaked on Thursday at midday with and overall parking occupancy of 78%, there were parts of the system that only experienced 57% occupancy and others that were full (for all intents and purposes). The Central Core and the 4th Avenue Garage both experienced 99% occupancies at midday. Walker also noticed that the demand for parking was relatively stable, at similar times each day. This is noticeable during the weekday counts (Thursday and Friday). While we expected large dinner crowds, which there were, the overall demand for parking in the evenings were nearly half that of the busiest time during midday. This is likely because many employees left downtown between the hours of 4:30 p.m. and 5:30 p.m. and the number of restaurant patrons was not enough to offset these individuals. When reviewing the parking occupancy over a single day, the system, generally, represents a typical bell curve. The occupancy picks up only slightly for the dinner demand.

To understand where these cars were parked, the parking occupancy has been illustrated in a “heat map” format (similar to the exhibit above) in which 0-59% occupied is represented as green, 60-84% occupied is represented as yellow, and 85% and above are represented as red. While there was an easily identifiable peak at midday, this was not the case with the evening parking occupancy. Parking occupancy continued to decline throughout the counts during the evenings. In order to find and map the busiest time, where no classic “peak” is easily identifiable, Walker chose to only showcase the busiest time found after 5:00 p.m. (when evening crowds began to arrive).

The mornings had the least amount of demand for parking, where the occupied number of parking spaces was fewer than both the midday and evening counts.



Exhibit 7: Parking Occupancy Heat Map—Thursday 12:00 p.m.

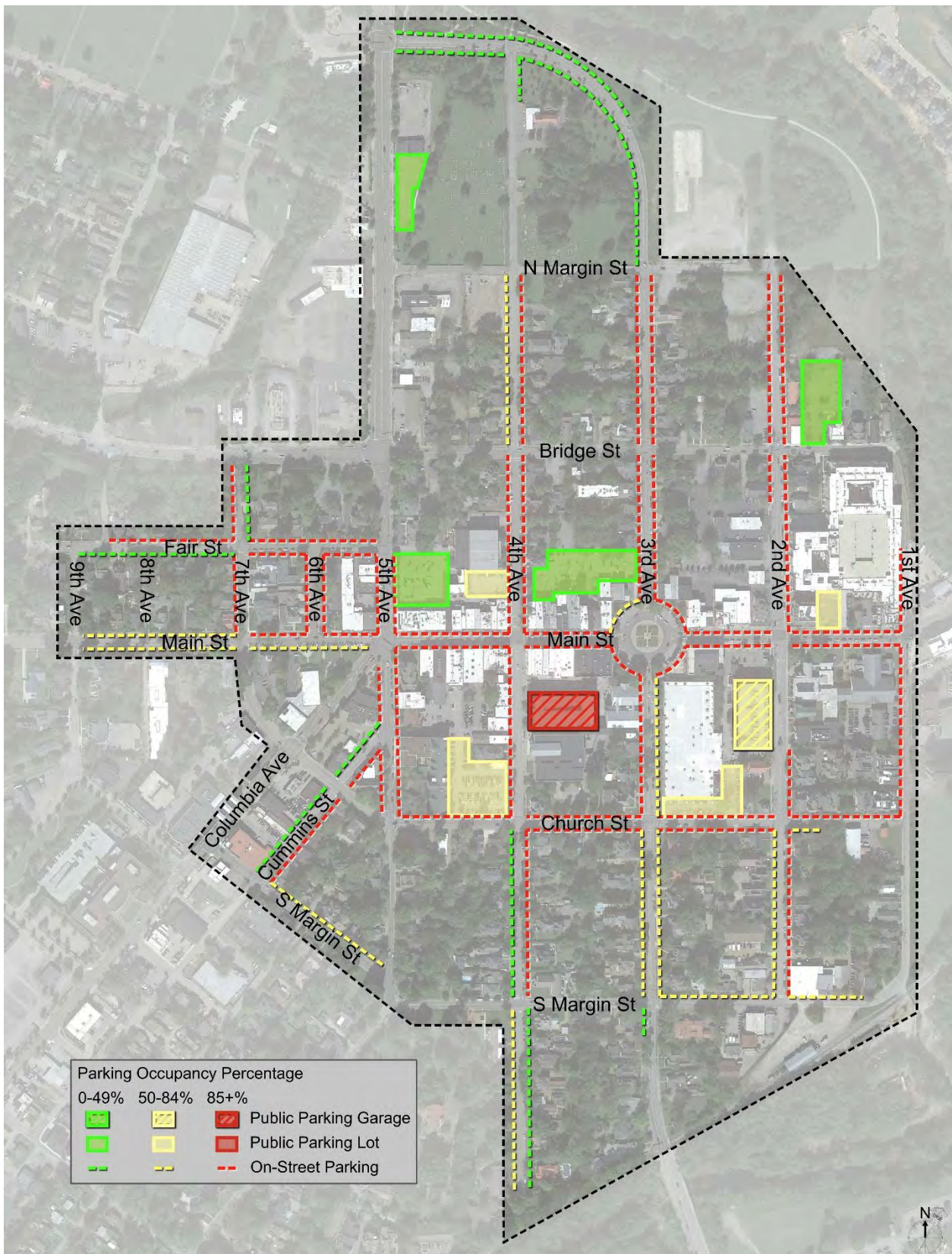




Exhibit 8: Parking Occupancy Heat Map—Thursday 6:00 p.m.





Exhibit 9: Parking Occupancy Heat Map—Friday 1:00 p.m.

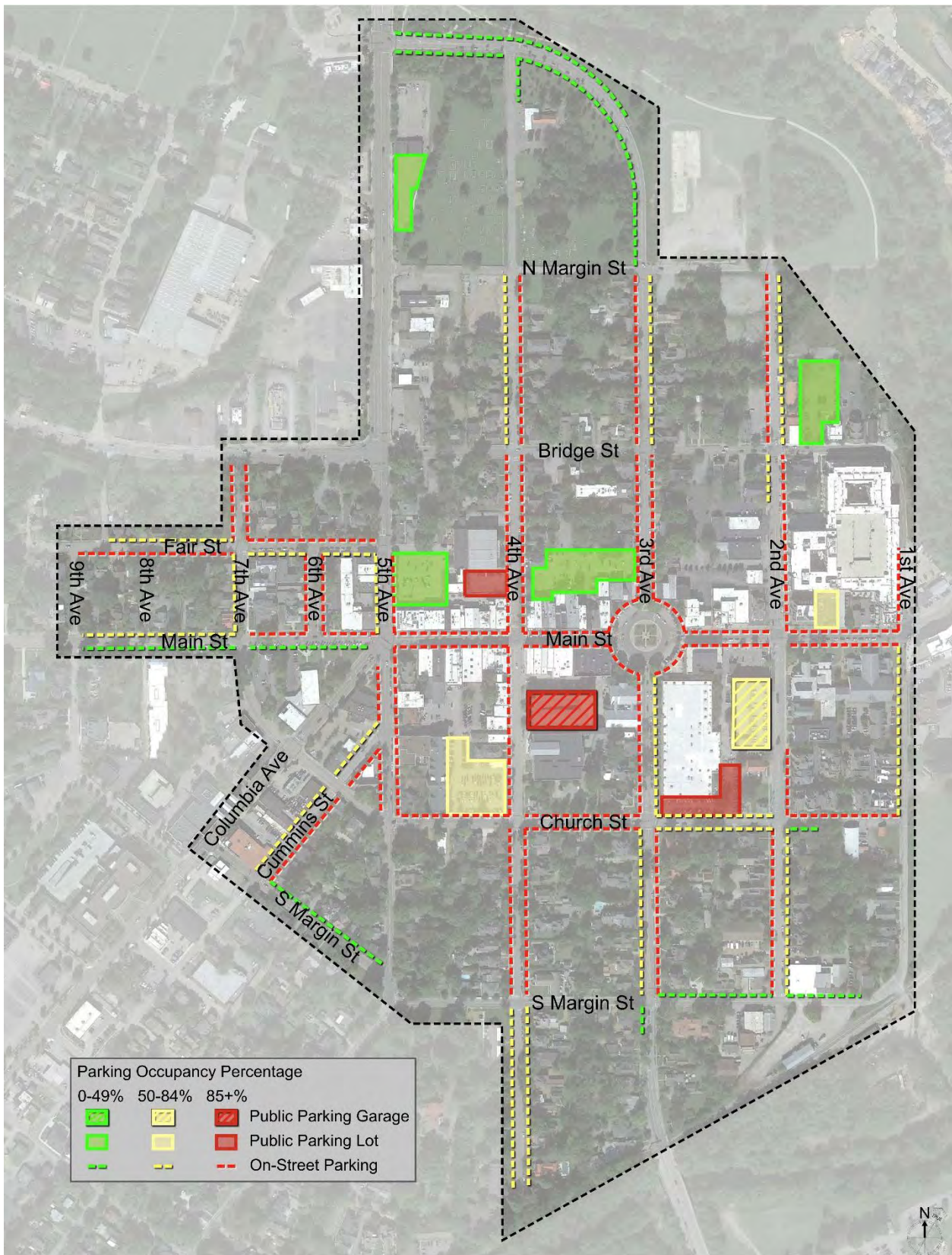




Exhibit 10: Parking Occupancy Heat Map—Friday 5:00 p.m.

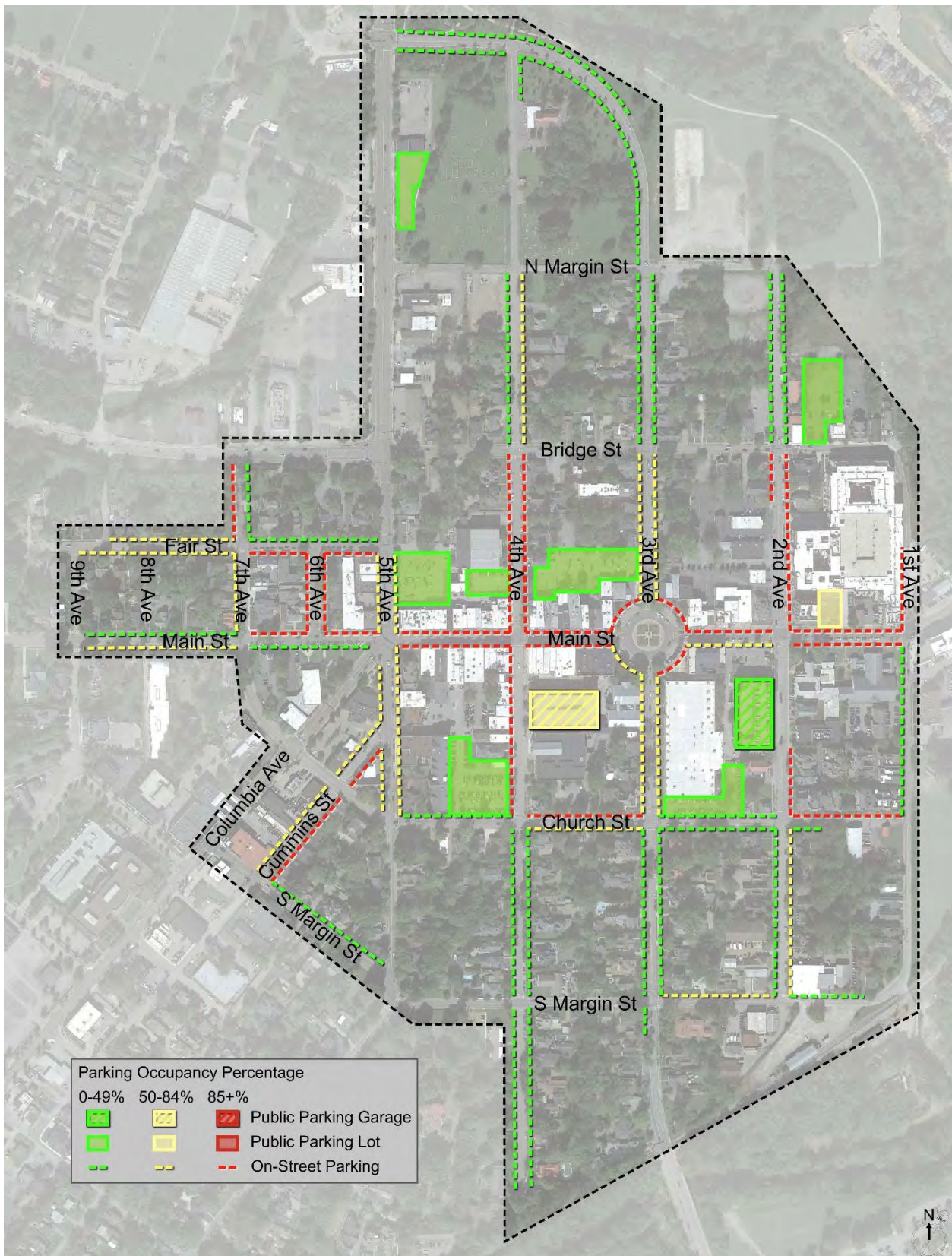


Exhibit 11: Parking Occupancy Heat Map—Saturday 1:00 p.m.





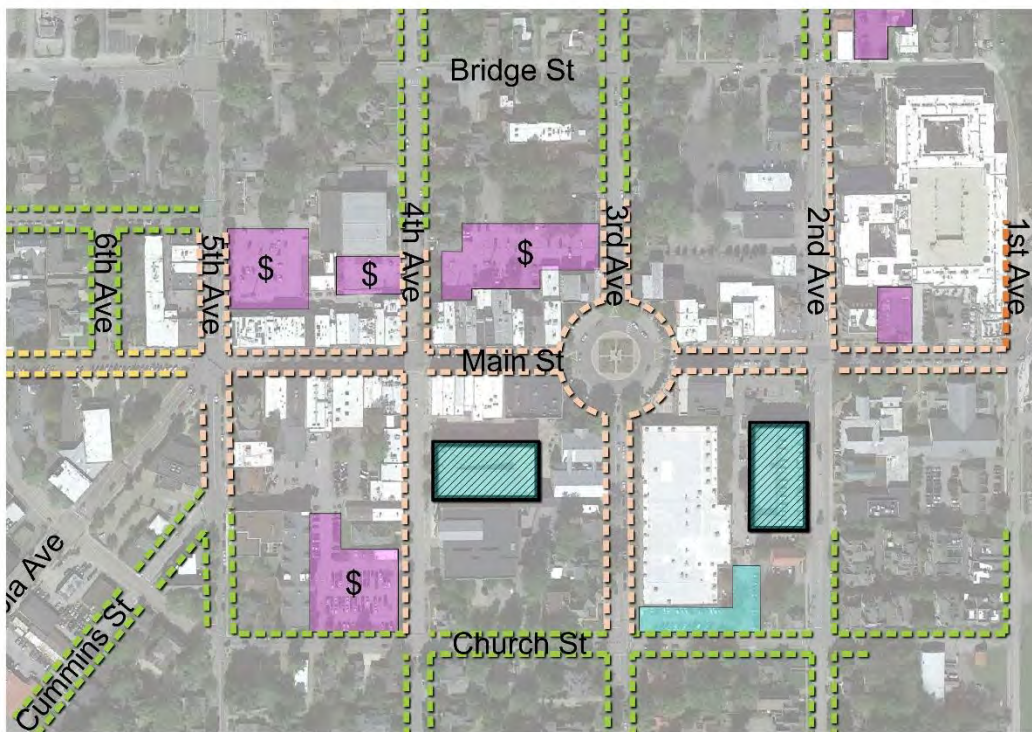
Exhibit 12: Parking Occupancy Heat Map—Saturday 5:00 p.m.



DURATION STUDY

Parking space duration of stay surveys were conducted for downtown on-street parking spaces to understand how parking is utilized throughout the day. Walker collected vehicle license plate data for an approximate 15-square block area. Collections were taken every hour from 8:00 a.m. to 5:00 p.m. The data was partitioned by streets in order to understand the patterns and parking habits of particular downtown areas.

In 2016, Walker performed a similar duration study. The on-street hours of enforcement, time restrictions, number of spaces available, type of vehicles allowed (e.g., ADA parking only), and in some cases, ability to park at all, have changed. The posted time limits in 2016 were generally 4-hour limits. In 2022, the restrictions are mixed and vary from 2-hour time limits (where users may park legally up to 2 hours), to unlimited (24 hour on-street parking), and in one location on Main Street, 4-hour limits¹. These are displayed in the exhibit below.

Exhibit 13: 2022 Parking Restrictions


- 2 Hour On-Street Parking
- 4 Hour On-Street Parking
- 24 Hour On-Street Parking
- \$ Paid Parking Lot
- Public Parking Garage
- Public Parking Lot
- Private Parking Lot

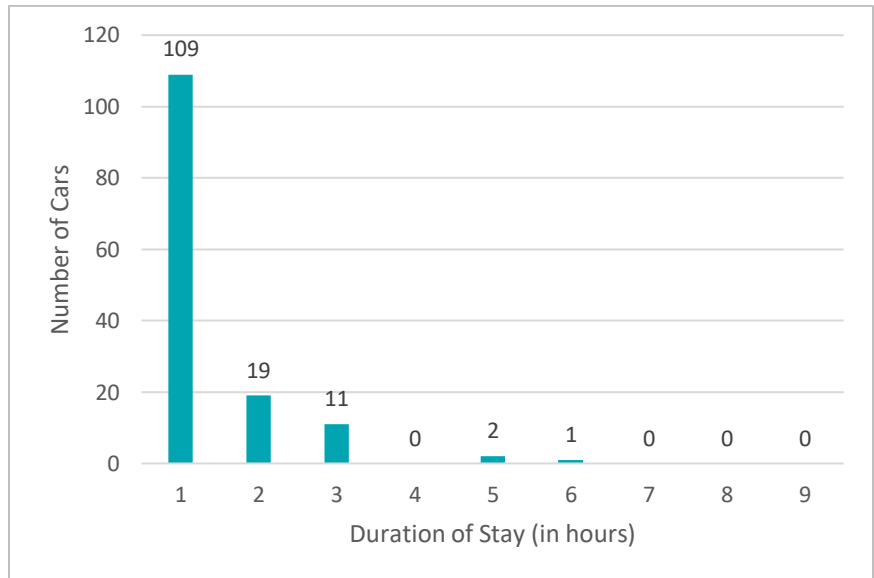
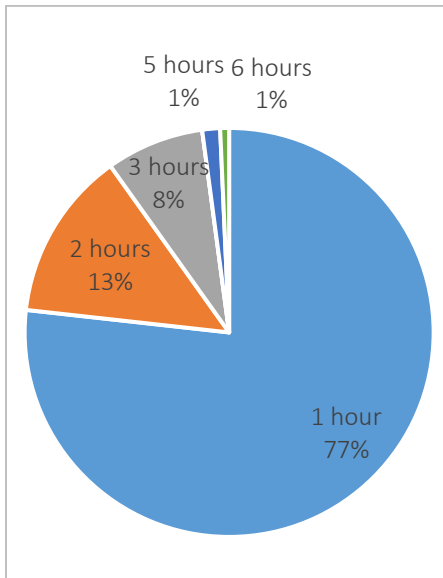


While the downtown has grown and changed immensely in the last six years, we still felt it would be valuable to compare the two analyses. These comparisons are displayed in each section below.

¹ A 1-hour duration accounts for vehicles that were parked less than 1 hour, a 2-hour duration accounts for vehicles parked between 1-2 hours, a 3-hour duration accounts for vehicles parked 2-3 hours, etc.

PUBLIC SQUARE
STUDY AREA


Walker conducted a license plate recognition (LPR) survey on Friday, August 19, 2022, between the posted hours of enforcement (8:00 a.m. to 5:00 p.m.). These LPR counts allow Walker to analyze parking space duration of stay for vehicles parked in on-street spaces located within the downtown of Franklin, Tennessee. This portion of our analysis focuses on the Public Square exclusively and all parking within each quadrant of the “circle”—totaling 38 parking spaces. In this portion of Franklin, there are posted regulations that indicate a 2-hour time limit.

DURATION OF STAY

2016 Data

Number of Hours	Number of Cars	Percentage	Hours Parked
1	102	63%	102
2	31	19%	62
3	14	9%	42
4	2	1%	8
5	7	4%	35
6	1	1%	6
7	2	1%	14
8	1	1%	8
9	1	1%	9
Total	161		286

2022 Data

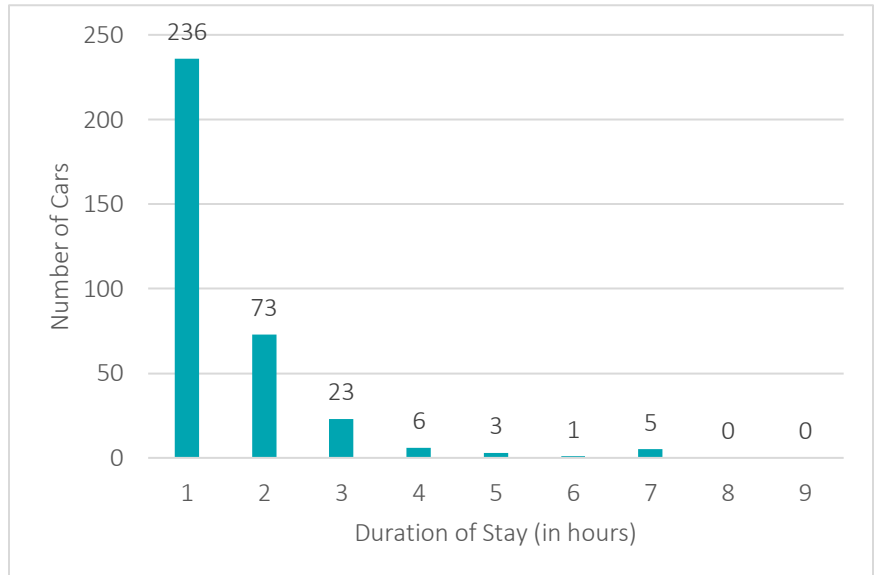
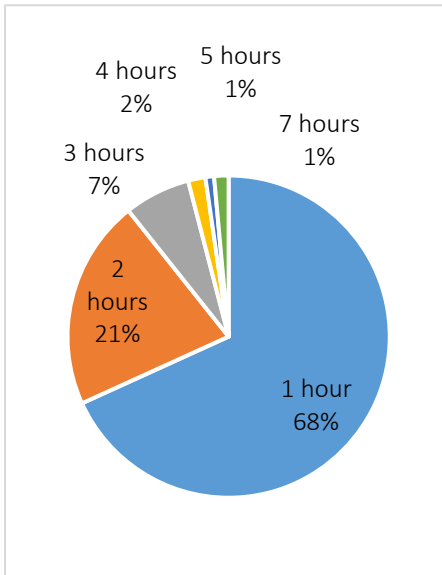
Number of Hours	Number of Cars	Percentage	Hours Parked
1	109	77%	109
2	19	13%	38
3	11	8%	33
4	0	0%	0
5	2	1%	10
6	1	1%	6
7	0	0%	0
8	0	0%	0
9	0	0%	0
Total	142		196

Comparison

Vehicle Duration (hours)	Change in Percentage Points – 2016-22
1	13%
2	-6%
3	-1%
4	-1%
5	-3%
6	0%
7	-1%
8	-1%
9	-1%

MAIN STREET
STUDY AREA


This portion of our analysis focuses on Main Street exclusively—between the 100 and 600 blocks. From 1st Avenue to 5th Avenue, there are posted regulations indicating a 2-hour time limit. However, further west, from 5th Avenue, the on-street parking along Main Street becomes less restrictive, allowing for a 4-hour time limit. Main Street totals approximately 130 on-street spaces.

DURATION OF STAY

2016 Data

Number of Hours	Number of Cars	Percentage	Hours Parked
1	164	52%	164
2	69	22%	138
3	38	12%	114
4	12	4%	48
5	7	2%	35
6	10	3%	60
7	5	2%	35
8	7	2%	56
9	3	1%	27
Total	315		677

2022 Data

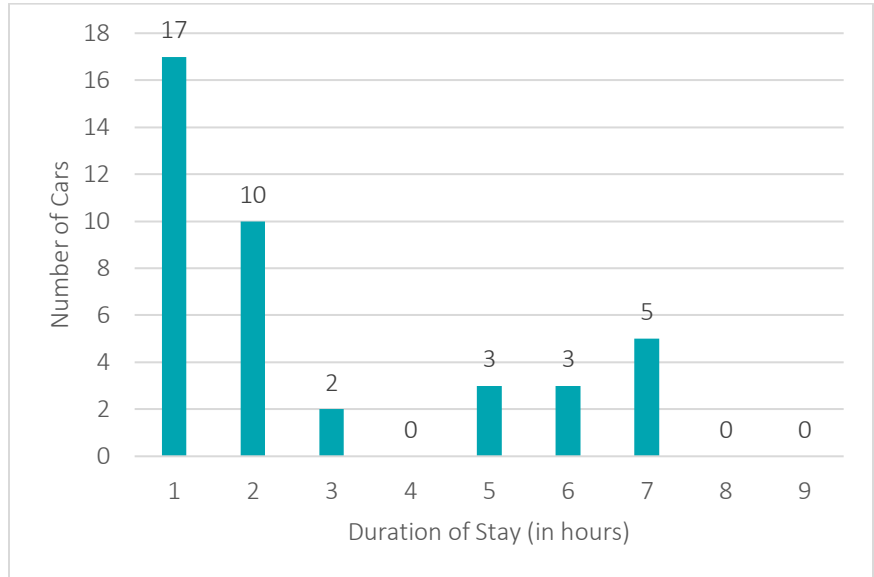
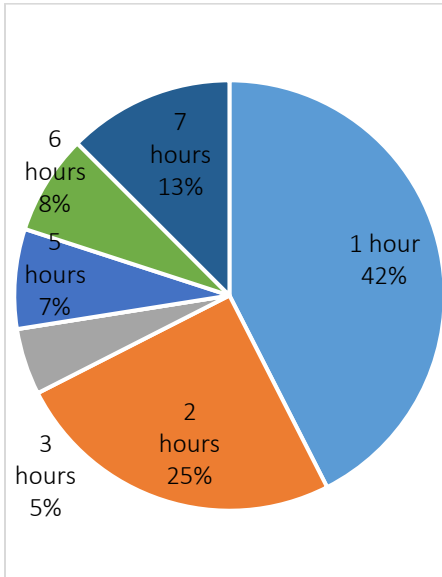
Number of Hours	Number of Cars	Percentage	Hours Parked
1	236	68%	236
2	73	21%	146
3	23	7%	69
4	6	2%	24
5	3	1%	15
6	1	0%	6
7	5	1%	35
8	0	0%	0
9	0	0%	0
Total	347		531

Comparison

Vehicle Duration (hours)	Change in Percentage Points – 2016-22
1	16%
2	-1%
3	-5%
4	-2%
5	-1%
6	-3%
7	0%
8	-2%
9	-1%

FAIR STREET
STUDY AREA


This portion of our analysis focuses on Fair Street—between the 500 and 900 blocks. From 5th Avenue to 9th Avenue, there are posted regulations indicating a 24-hour time limit. Walker’s analysis did not account for 24-hour usage. There are approximately 40 on-street spaces on Fair Street.

DURATION OF STAY

2016 Data

Number of Hours	Number of Cars	Percentage	Hours Parked
1	14	36%	14
2	4	10%	8
3	7	18%	21
4	0	0%	0
5	2	5%	10
6	3	8%	18
7	0	0%	0
8	5	13%	40
9	4	10%	36
Total	39		147

2022 Data

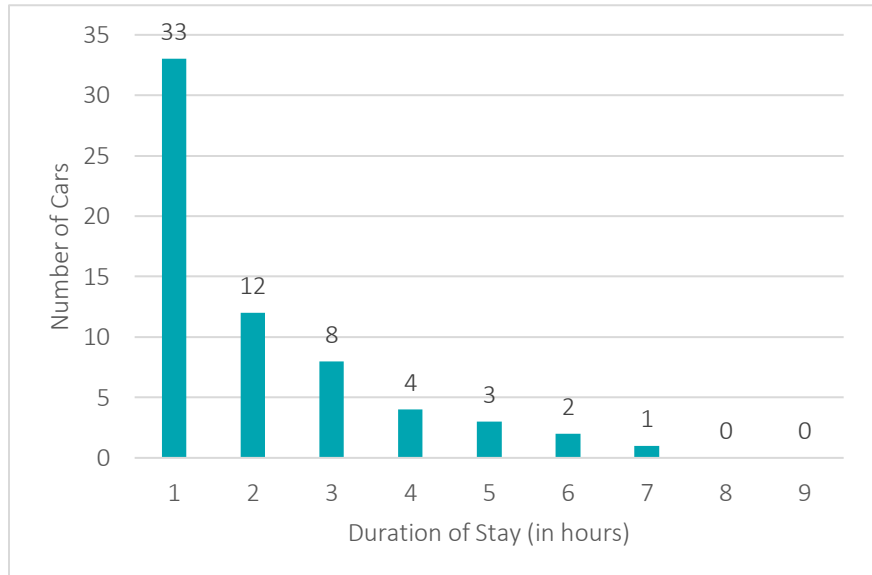
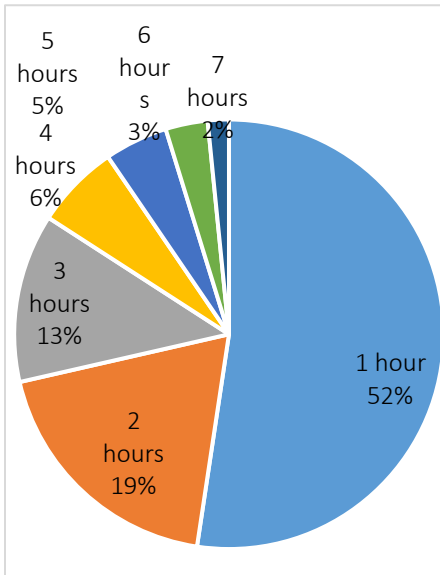
Number of Hours	Number of Cars	Percentage	Hours Parked
1	17	43%	17
2	10	25%	20
3	2	5%	6
4	0	0%	0
5	3	8%	15
6	3	8%	18
7	5	13%	35
8	0	0%	0
9	0	0%	0
Total	40		111

Comparison

Vehicle Duration (hours)	Change in Percentage Points – 2016-22
1	7%
2	15%
3	-13%
4	0%
5	2%
6	0%
7	13%
8	-13%
9	-10%

CHURCH STREET
STUDY AREA


This portion of our analysis focuses on Church Street—from 1st Avenue to 5th Avenue, where the online posted regulations indicate a parking is allowed 24 hours per day. There are approximately 35 on-street spaces on Church Street.

DURATION OF STAY

2016 Data

Number of Hours	Number of Cars	Percentage	Hours Parked
1	42	36%	42
2	20	17%	40
3	15	13%	45
4	6	5%	24
5	9	8%	45
6	7	6%	42
7	1	1%	7
8	12	10%	96
9	5	4%	45
Total	117		386

2022 Data

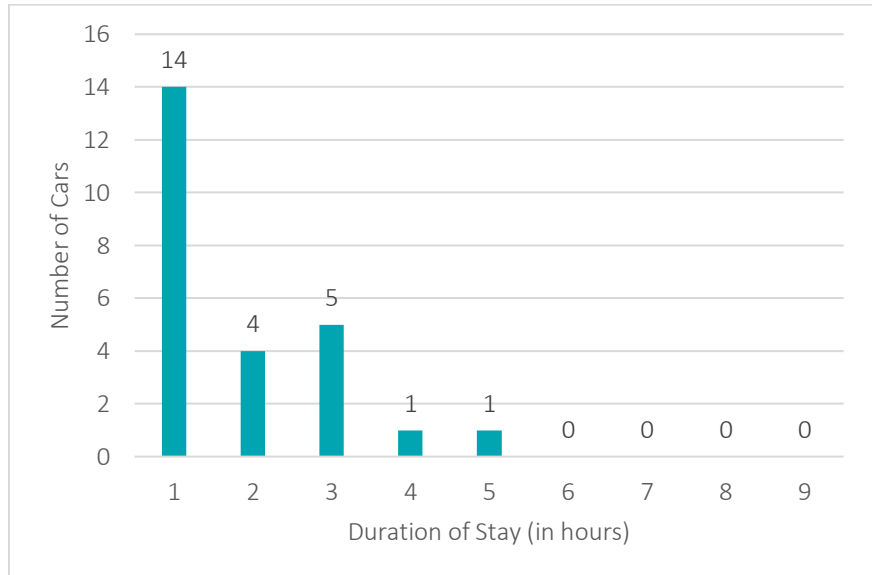
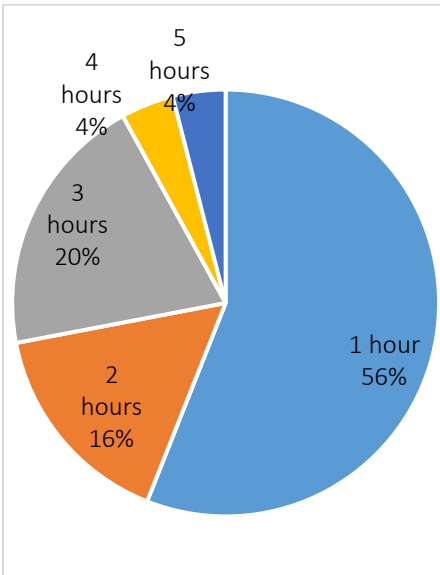
Number of Hours	Number of Cars	Percentage	Hours Parked
1	33	52%	33
2	12	19%	24
3	8	13%	24
4	4	6%	16
5	3	5%	15
6	2	3%	12
7	1	2%	7
8	0	0%	0
9	0	0%	0
Total	63		131

Comparison

Vehicle Duration (hours)	Change in Percentage Points – 2016-22
1	16%
2	2%
3	0%
4	1%
5	-3%
6	-3%
7	1%
8	-10%
9	-4%

1ST AVENUE
STUDY AREA


This portion of our analysis focuses on 1st Street—from just north of Main Street to Church Street. There are regulations posted online that indicate only a portion of on-street parking along 1st Avenue allows for vehicles to remain 24 hours per day. However, we observed no signage indicating otherwise on any portion of 1st Avenue. There are approximately 15 on-street spaces on 1st Avenue.

DURATION OF STAY

2016 Data

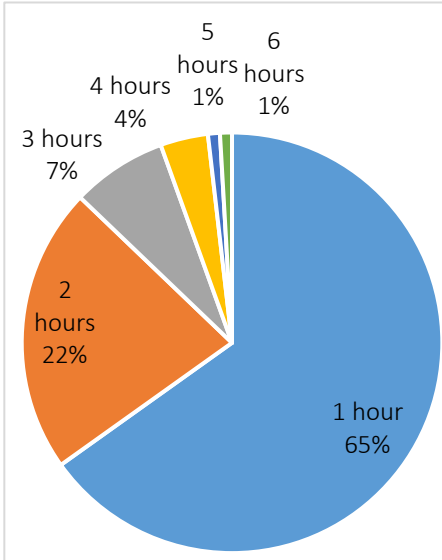
Number of Hours	Number of Cars	Percentage	Hours Parked
1	1	33%	1
2	1	33%	2
3	0	0%	0
4	0	0%	0
5	0	0%	0
6	0	0%	0
7	0	0%	0
8	0	0%	0
9	1	33%	9
Total	3		12

2022 Data

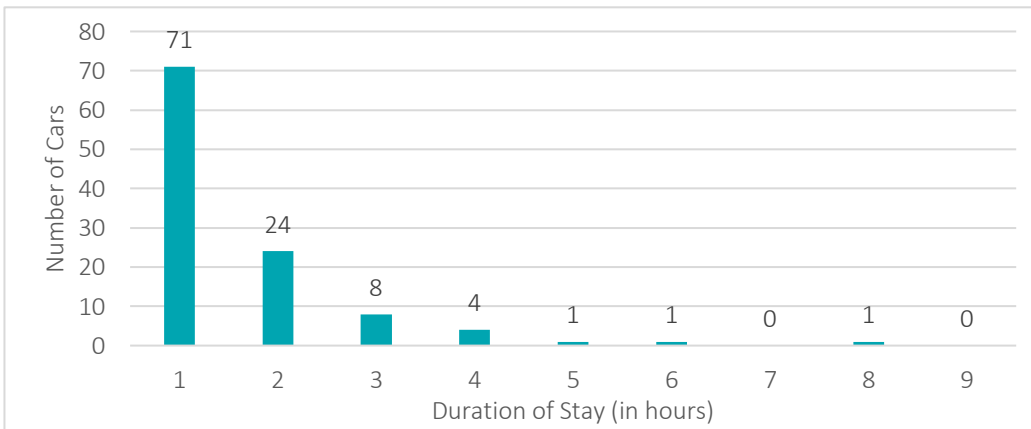
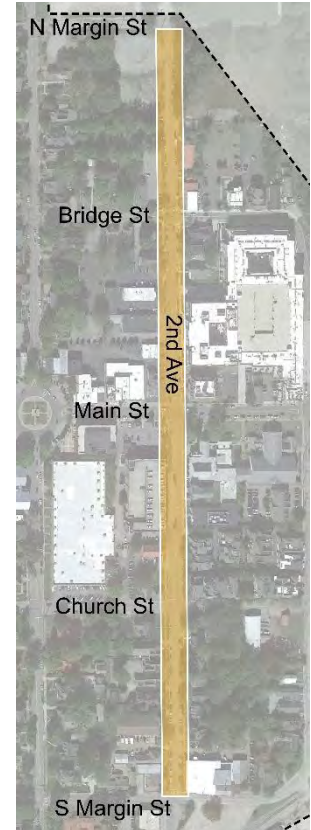
Number of Hours	Number of Cars	Percentage	Hours Parked
1	14	56%	14
2	4	16%	8
3	5	20%	15
4	1	4%	4
5	1	4%	5
6	0	0%	0
7	0	0%	0
8	0	0%	0
9	0	0%	0
Total	25		46

Comparison

Vehicle Duration (hours)	Change in Percentage Points – 2016-22
1	23%
2	-17%
3	20%
4	4%
5	4%
6	0%
7	0%
8	0%
9	-33%

2ND AVENUE
DURATION OF STAY

STUDY AREA

This portion of our analysis focuses on 2nd Avenue—from North Margin to South Margin. There are approximately 70 on-street spaces on 2nd Avenue. The on-street regulations allow for parking along 2nd Avenue in all locations, however, for a portion, south of Main Street, on-street parking becomes illegal. This is adjacent to the 2nd Avenue Garage and accounted for in our analysis.


2016 Data

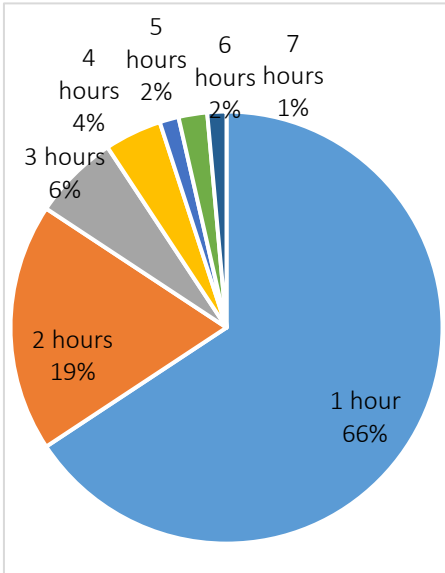
Number of Hours	Number of Cars	Percentage	Hours Parked
1	49	53%	49
2	7	8%	14
3	7	8%	21
4	4	4%	16
5	6	6%	30
6	7	8%	42
7	5	5%	35
8	3	3%	24
9	5	5%	45
Total	93		276

2022 Data

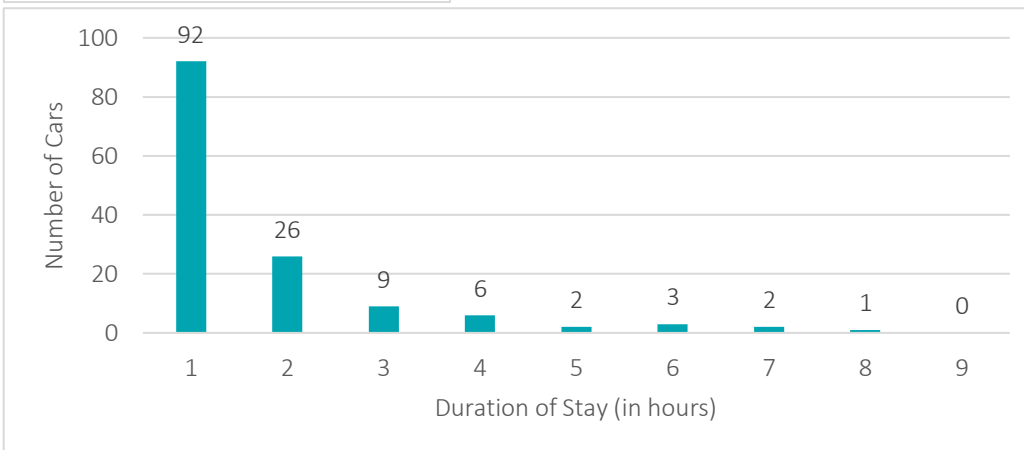
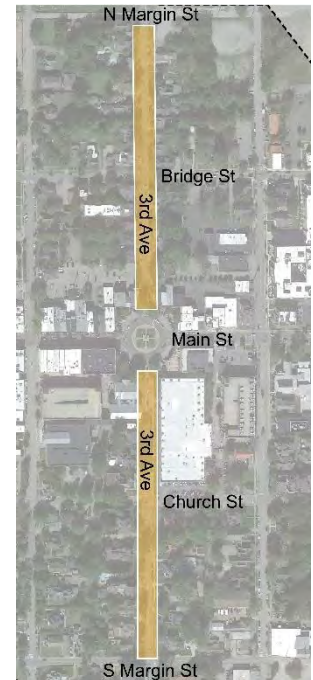
Number of Hours	Number of Cars	Percentage	Hours Parked
1	71	65%	71
2	24	22%	48
3	8	7%	24
4	4	4%	16
5	1	1%	5
6	1	1%	6
7	0	0%	0
8	1	1%	8
9	0	0%	0
Total	110		178

Comparison

Vehicle Duration (hours)	Change in Percentage Points – 2016-22
1	12%
2	14%
3	0%
4	-1%
5	-6%
6	-7%
7	-5%
8	-2%
9	-5%

3RD AVENUE
DURATION OF STAY

STUDY AREA

This portion of our analysis focuses on 3rd Avenue— from North Margin to South Margin. There are over 140 on-street spaces on 3rd Avenue. Nearest the Public Square, time restrictions are limited to two-hours. As one moves towards North and South Margin Streets, the restrictions are loosened to 24-hour limits. Walker’s analysis did not account for 24-hour usage.


2016 Data

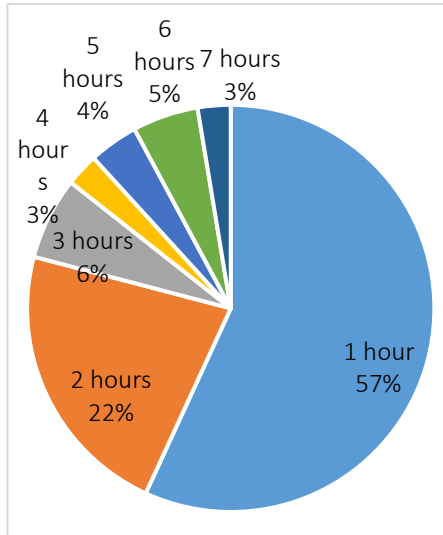
Number of Hours	Number of Cars	Percentage	Hours Parked
1	87	54%	87
2	30	19%	60
3	17	11%	51
4	6	4%	24
5	7	4%	35
6	5	3%	30
7	1	1%	7
8	4	3%	32
9	3	2%	27
Total	160		353

2022 Data

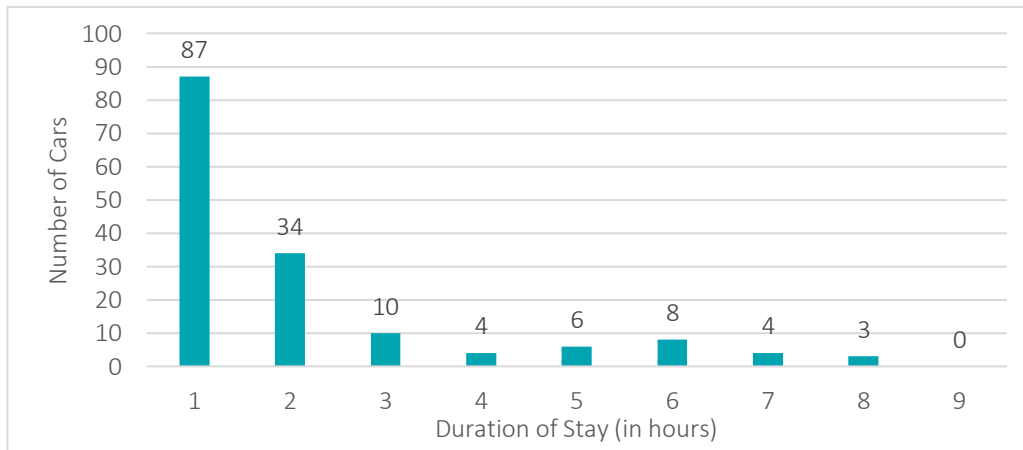
Number of Hours	Number of Cars	Percentage	Hours Parked
1	92	65%	92
2	26	18%	52
3	9	6%	27
4	6	4%	24
5	2	1%	10
6	3	2%	18
7	2	1%	14
8	1	1%	8
9	0	0%	0
Total	141		245

Comparison

Vehicle Duration (hours)	Change in Percentage Points – 2016-22
1	11%
2	0%
3	-4%
4	1%
5	-3%
6	-1%
7	1%
8	-2%
9	-2%

4TH AVENUE
DURATION OF STAY

STUDY AREA

This portion of our analysis focuses on 4th Avenue—from North Margin to South Margin. There are nearly 180 on-street spaces on 4th Avenue. Nearest the Public Square, time restrictions are limited to two-hours. As one moves towards North and South Margin Streets, the restrictions are loosened to 24-hour limits. Walker’s analysis did not account for 24-hour usage.


2016 Data

Number of Hours	Number of Cars	Percentage	Hours Parked
1	88	44%	88
2	38	19%	76
3	27	13%	81
4	16	8%	64
5	9	4%	45
6	5	2%	30
7	6	3%	42
8	11	5%	88
9	2	1%	18
Total	202		532

2022 Data

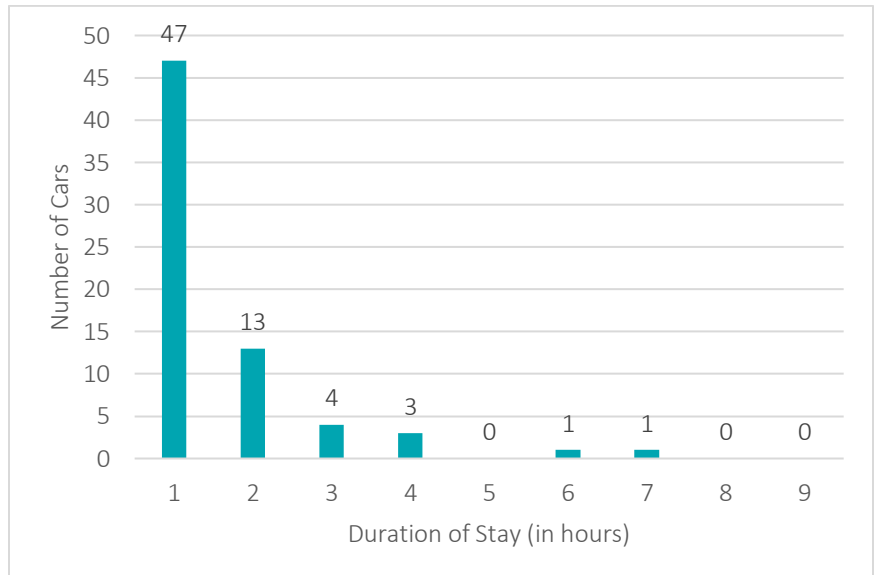
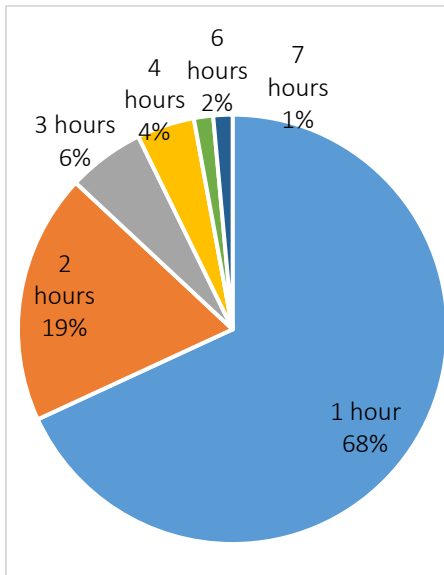
Number of Hours	Number of Cars	Percentage	Hours Parked
1	87	56%	87
2	34	22%	68
3	10	6%	30
4	4	3%	16
5	6	4%	30
6	8	5%	48
7	4	3%	28
8	3	2%	24
9	0	0%	0
Total	156		331

Comparison

Vehicle Duration (hours)	Change in Percentage Points – 2016-22
1	12%
2	3%
3	-7%
4	-5%
5	-1%
6	3%
7	0%
8	-4%
9	-1%

5TH AVENUE
STUDY AREA

This portion of our analysis focuses on 5th Avenue—from Fair Street in the north to Church Street in the south. The online posted regulations indicate a parking is allowed 24 hours per day in portions and regulated to 2 hours elsewhere on 5th Avenue. In the field the posted regulations varied as well—from no posted signage to regulations matching online. There are approximately 40 on-street spaces on 5th Avenue.


DURATION OF STAY

2016 Data

Number of Hours	Number of Cars	Percentage	Hours Parked
1	73	56%	73
2	37	28%	74
3	10	8%	30
4	2	2%	8
5	5	4%	25
6	1	1%	6
7	1	1%	7
8	2	2%	16
9	0	0%	0
Total	131		239

2022 Data

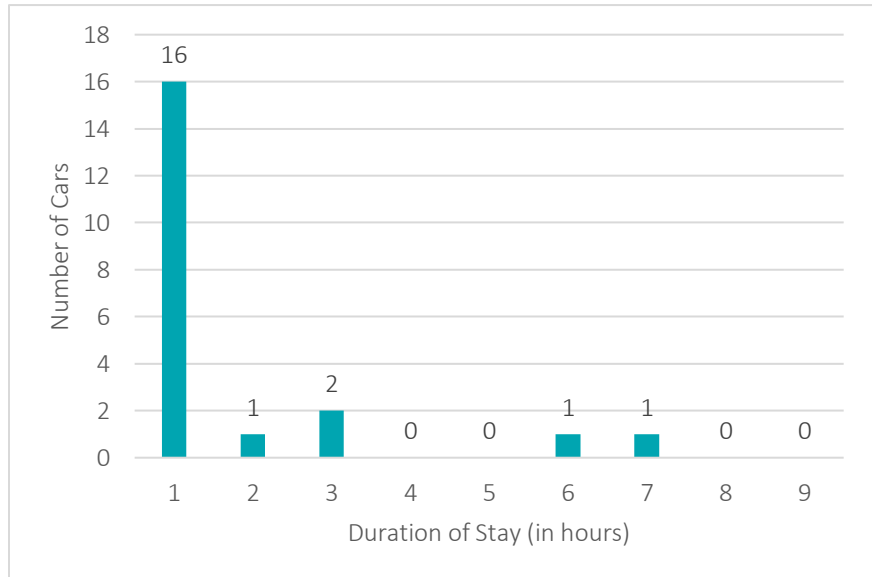
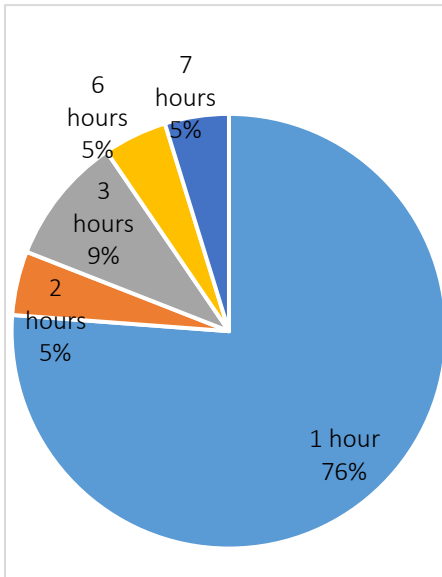
Number of Hours	Number of Cars	Percentage	Hours Parked
1	47	68%	47
2	13	19%	26
3	4	6%	12
4	3	4%	12
5	0	0%	0
6	1	1%	6
7	1	1%	7
8	0	0%	0
9	0	0%	0
Total	69		110

Comparison

Vehicle Duration (hours)	Change in Percentage Points – 2016-22
1	12%
2	-9%
3	-2%
4	3%
5	-4%
6	1%
7	1%
8	-2%
9	0%

6TH AVENUE
STUDY AREA


This portion of our analysis focuses on 6th Avenue—from Fair Street to Main Street, where the online posted regulations indicate a parking is allowed 24 hours per day. There are 9 spaces along 6th Avenue.

DURATION OF STAY

2016 Data

Number of Hours	Number of Cars	Percentage	Hours Parked
1	16	41%	16
2	9	23%	18
3	3	8%	9
4	2	5%	8
5	0	0%	0
6	2	5%	12
7	1	3%	7
8	3	8%	24
9	3	8%	27
Total	39		121

2022 Data

Number of Hours	Number of Cars	Percentage	Hours Parked
1	16	76%	16
2	1	5%	2
3	2	10%	6
4	0	0%	0
5	0	0%	0
6	1	5%	6
7	1	5%	7
8	0	0%	0
9	0	0%	0
Total	21		37

Comparison

Vehicle Duration (hours)	Change in Percentage Points – 2016-22
1	35%
2	-18%
3	2%
4	-5%
5	0%
6	0%
7	2%
8	-8%
9	-8%

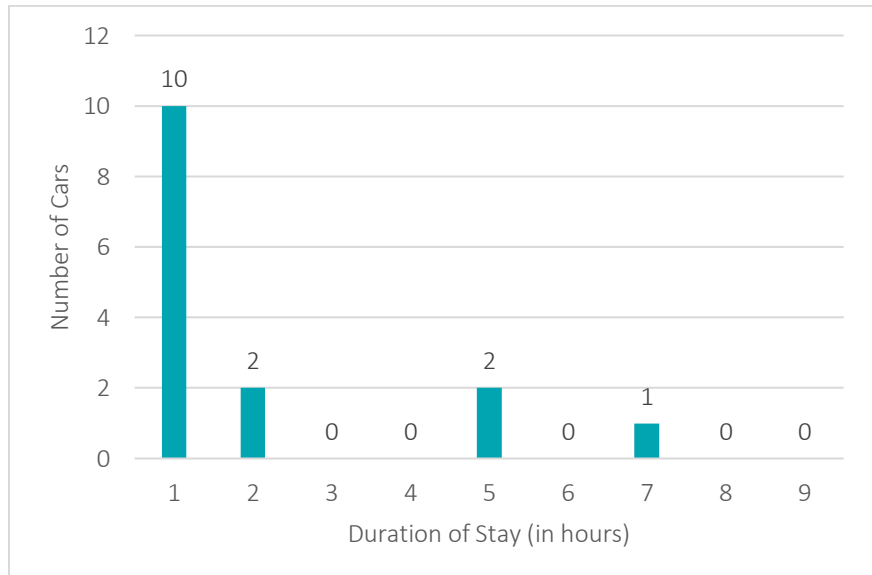
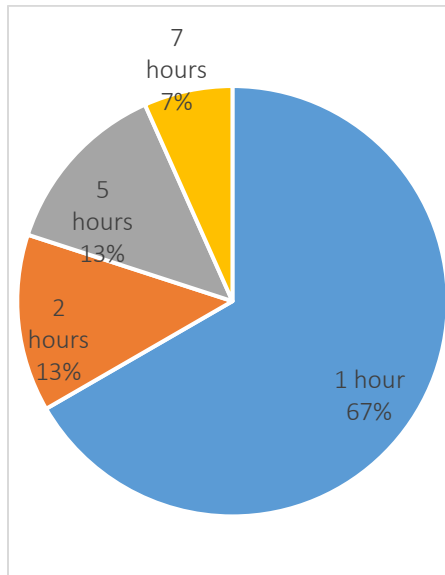
7TH AVENUE

STUDY AREA

This portion of our analysis focuses on 7th Avenue—from New Highway 96 West/ Bridge Street in the north to Main Street in the south. Parking regulations are not listed for this street online. With the exception of signage indicating no parking was allowed (in the portions where this is the case), Walker did not observe any posted regulations along 7th Avenue. There are 13 spaces along 7th Avenue. Walker’s analysis did not account for 24-hour usage.



DURATION OF STAY



2016 Data

Number of Hours	Number of Cars	Percentage	Hours Parked
1	4	40%	4
2	1	10%	2
3	1	10%	3
4	1	10%	4
5	0	0%	0
6	0	0%	0
7	1	10%	7
8	0	0%	0
9	2	20%	18
Total	10		38

2022 Data

Number of Hours	Number of Cars	Percentage	Hours Parked
1	10	67%	10
2	2	13%	4
3	0	0%	0
4	0	0%	0
5	2	13%	10
6	0	0%	0
7	1	7%	7
8	0	0%	0
9	0	0%	0
Total	15		31

Comparison

Vehicle Duration (hours)	Change in Percentage Points – 2016-22
1	27%
2	3%
3	-10%
4	-10%
5	13%
6	0%
7	-3%
8	0%
9	-20%

CONCLUSIONS

With regards to the parking occupancy survey, we draw the following conclusions:

- For all three days surveyed, at most times of the day, there was parking space availability within the study area. The overall peak occupancy of 78 percent occurred midday on weekdays. Weekday evenings and the Saturday that was studied averaged lower occupancies, at 45 percent occupied. Some items to note related to higher occupancies observed:
 - In Walker’s identified Central Core (from 2nd Avenue to 5th Avenue and North Bridge Street to Church Street) parking occupancy reached 104 percent. A parking occupancy greater than 100 percent is possible because more vehicles were parked than there are identified spaces.
 - Elsewhere, in the northern and southern portions of the study area, parking occupancy never reached higher than 75 percent. In the eastern portions of the study area occupancy reached as high as 88 percent. In the west, occupancy reached 90%.
- The 4th Avenue Garage filled or almost filled to capacity during the daytime on all three study days.
- Moreover, on-street spaces located in the Central Core of the downtown were observed to be mostly occupied on all three days, both during the daytime and evenings.

The following summarizes the duration of stay survey results:

- The data shows that the posted time limits and parking enforcement are largely having the intended effect of limiting the dwell time of vehicles parked on street and creating vehicular turnover of these most visible spaces.
- In 2016, most downtown on-street parking was signed with four-hour time limits. With the shorter mostly two-hour durations permitted today, the data show that average lengths of stay have decreased.
- In some cases, it does appear that more rigorous enforcement of the existing time limits could yield additional compliance with the posted time limits. On nearly every street where time limits are present (less than 24-hours), Walker observed users staying longer than the posted time restrictions.



FRANKLIN PUBLIC SQUARE LOOKING NORTHEAST



File #: 21-01381

DATE: December 17, 2024
TO: Board of Zoning Appeals
FROM: Emily Wright, Director of Planning and Sustainability
Amy Diaz-Barriga, Asst Director of Planning Development
Ariella Stanford, Planner

SUBJECT:
A Variance Request To Allow 20 Parking Spaces Within The Liberty Pike Frontage Area For A Principal Building For The Property Located At 230 Franklin Road (F.Z.O. 7.5.).

PURPOSE:

PROJECT INFORMATION

COF Project Number: 8660
Applicant: Greg Gamble
Owner: Factory Partners, LLC

BACKGROUND/STAFF COMMENTS:

Vicinity Zoning/Land Use

Site: PD Planned District / Mixed Use
North: CC Central Commercial District, LI Light Industrial District / Mixed Uses - Industrial, Mixed Non Residential, Retail
South: PD Planned District, R-4 Residential / Mixed Use, Vacant, Residential Single Family
East: PD Planned District / Residential
West: R-4 Residential, CC Central Commercial, CI Civic and Institutional / Mixed Uses - Residential Single Family, Mixed Non Residential, Retail, Recreation

Applicable Zoning Ordinance Provisions

20.10 Variance

- A. The purpose of a variance is to:
1. Provide limited relief from the requirements of this Ordinance in cases where strict application of a particular requirement would create an unnecessary hardship prohibiting the use of land in a manner otherwise allowed under this Ordinance; and
 2. Address extraordinary, exceptional, or unique situations that were not caused by the applicant's act or omission.
- B. Variances are not intended merely to remove inconveniences or financial burdens that the requirements of this Ordinance may impose on property owners in general.

7.5. - Landscape Frontage

Parking shall be located behind or to the side of the principal building, but no closer to the street than the front facade, unless it is parallel parking.

Background

The subject property is located at 230 Franklin Road and is zoned PD Planned District. The property is also located within the Historic Preservation Overlay (HPO) and the Central Franklin Overlay (CFO). The existing buildings on the property are The Factory at Franklin, which is a historically significant site which contains various commercial uses. The Factory is proposing a hotel and additional parking on the property. The parking for the proposed hotel must comply with the Zoning Ordinance regulations, which include the frontage requirements in chapter 7.5 for Landscape Frontage. Landscape Frontage requires that parking be located behind or to the side of the principal building. The proposed parking layout places 20 parking spaces within the Liberty Pike frontage area of the hotel building.

In December 2024, the Historic Zoning Commission (HZC) provided a favorable recommendation to the FMPC and the BOMA for the proposed additions and alterations to the site. The HZC provides preliminary recommendations to other City review bodies on development applications in the HPO, where certain contextually sensitive design features become entitled by BOMA prior to Certificate of Appropriateness (COA) review by the HZC. Preliminary recommendations focus on the scale, massing, and placement of buildings, to confirm for the BOMA that there has been a general observance with the Historic District Design Guidelines. The proposal was also submitted in November 2024 in a Development Plan Revision application, which will require recommendation by the FMPC and approval by the BOMA. Within the Development Plan Revision application, the applicant included a Shared Parking Study to justify the necessary and provided parking, as permitted by section 10.1.10 of the Zoning Ordinance, Alternative Parking Plans. The shared parking study shows that 912 parking spaces are necessary for the site, and they are proposing 1,066 parking spaces. Without the shared parking study, the Zoning Ordinance regulations would require 1,532 spaces on the site. While this study has been submitted with the Development Plan Revision, the information provided was not sufficient so Staff has requested more information that has not yet been provided, and the plan has not been fully reviewed by Staff or approved by the Board. For this reason, Staff cannot say at this point if the parking information provided is accurate or sufficient.

The applicant is requesting a Variance to allow 20 parking spaces within the Liberty Pike frontage area for the proposed hotel.

Staff Analysis

The BZA may authorize a variance only when the request has met all three criteria in accordance with F.Z.O §20.10.6 and State law. The staff has completed an analysis of the request in light of these criteria:

1. Where, by reason of exceptional narrowness, shallowness, or shape of a specific piece of property at the time of the enactment of the Zoning Ordinance or by reason of exceptional topographic conditions or other extraordinary and exceptional situation or condition, such a piece of property is not able to accommodate development as required under this Ordinance.

There is no condition of the site that is preventing all the required parking from being to the side or behind the principal building. The location of historic buildings has not prevented the creation of additional parking spaces on site, as verified in their Preliminary Recommendation for a parking structure. The parking in the frontage area is desired for customer convenience, but is not a situation that is necessary due to the conditions of the site. Staff finds this condition is not met.

2. The strict application of any provision enacted under the Zoning Ordinance would result in peculiar and exceptional practical difficulties for or exceptional or undue hardship for the owner of the property.

The strict application of the Zoning Ordinance does not restrict or prevent the required parking from being located to the side or rear of the principal building. Vehicular circulation could remain at this location without the parking in the frontage. While the applicant has stated that the desired location of parking within the frontage area would be more convenient for customers, it is not an exceptional situation for customers to walk from surface parking to the principal building for a large site such as this one. All spaces on the site seem to be within a walking distance similar to or less than the distance used for the Zoning Ordinance's alternative parking plan standards. Staff finds this criteria is not met.

3. Such relief may be granted without substantial detriment to the public good and without substantially impairing the purpose and intent of the Zoning Ordinance.

The design of this site would not be a detriment to the public good, but it would impair the intent of the Zoning Ordinance. The Zoning Ordinance introduced the requirements for Frontage starting with the 2019 Zoning Ordinance update, as a direct response to the adoption of Envision Franklin in 2017. Two of the core Guiding Principles are Exceptional Design and Vibrant Neighborhoods. One characteristic of Exceptional Design as outlined in Envision Franklin is that parking should be secondary to the building and its relationship to the street, and that views from the street should not be of parking lots. One characteristic of Vibrant Neighborhoods as outlined in Envision Franklin includes pedestrian-friendly neighborhoods that make walking and biking more enjoyable along streets. The intent of the Zoning Ordinance is to reinforce the principles of Envision Franklin, and in this case it's by keeping parking to the side or behind principal buildings for specified districts. Having parking for the hotel in the frontage area prioritizes the convenience for customers over the intent of the Zoning Ordinance for pedestrian engagement between the street and the building. The other intent of the Zoning Ordinance is to park a site with sufficient but not excessive parking spaces. The applicant has explained in their justification letter that their shared parking study shows that the site only requires 912 spaces, and that their site design proposes 1,066 spaces, inclusively of these 20 noncompliant spaces. If the study were to be approved by staff, the twenty spaces requested with this variance are not required for the site to maintain their minimum parking needs. However, the parking study has not yet been approved through the Development Plan application review process. Staff finds this criteria is not met.

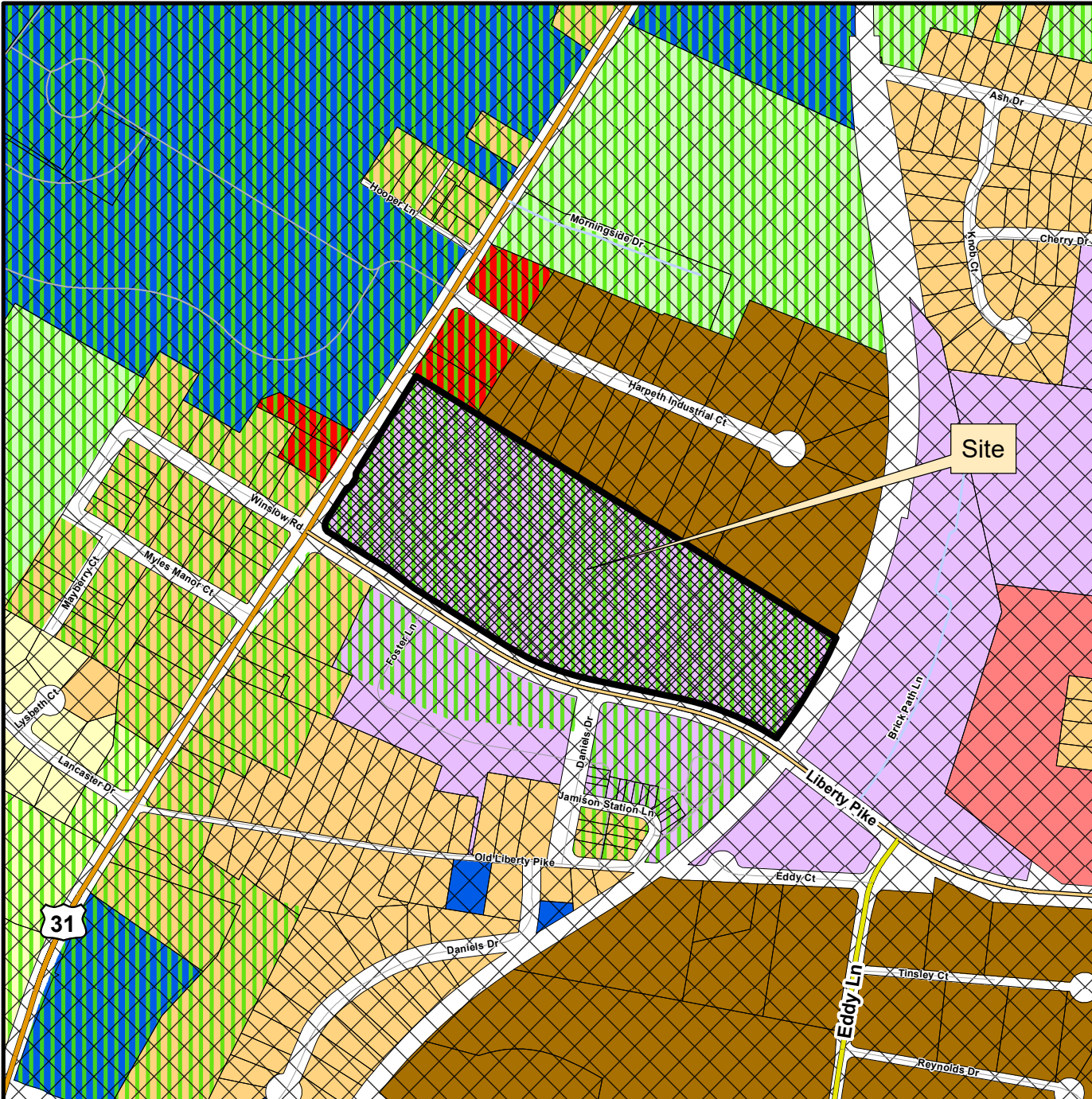
FINANCIAL IMPACT:

Unknown.

























RECOMMENDATION:

RECOMMENDED MOTION: Staff recommends the Board of Zoning Appeals move to **deny** the **Variance Request** To Allow 20 Parking Spaces Within The Liberty Pike Frontage Area For A Principal Building For The Property Located At 230 Franklin Road, because the criteria for granting a variance have not been met.

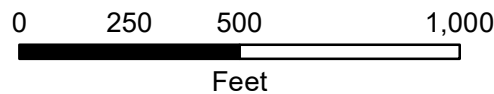
230 FRANKLIN ROAD
 TAX MAP 063, GROUP A, PARCEL 02100
 BOARD OF ZONING APPEALS
 JANUARY 2, 2025



Legend

-  230 Franklin Road
-  Central Franklin Overlay
-  Historic Preservation Overlay
-  AG Agricultural District
-  ER Estate Residential District
-  R1 Residential 1 District
-  R2 Residential 2 District
-  R3 Residential 3 District
-  R4 Residential 4 District
-  R6 Residential 6 District
-  MR Mixed Residential District
-  PD Planned District
-  OR Office Residential District
-  CI Civic Institutional District
-  NC Neighborhood Commercial
-  CC Central Commercial District
-  DD Downtown District
-  1ST Avenue District
-  5TH Avenue District
-  RC6 Regional Commerce 6 District
-  RC12 Regional Commerce 12 District
-  GO General Office District
-  LI Light Industrial District
-  HI Heavy Industrial District

This map was created by the Franklin Planning Department.
 It was compiled from the most authentic information available.
 The City is not responsible for any errors or omissions contained herein.
 All data and materials (c) copyright 2024. All rights reserved.





BZA Submittal | 230 Franklin Road, The Factory at Franklin

December 12, 2024

City of Franklin Board of Zoning Appeals

Dear Board of Zoning Appeals,

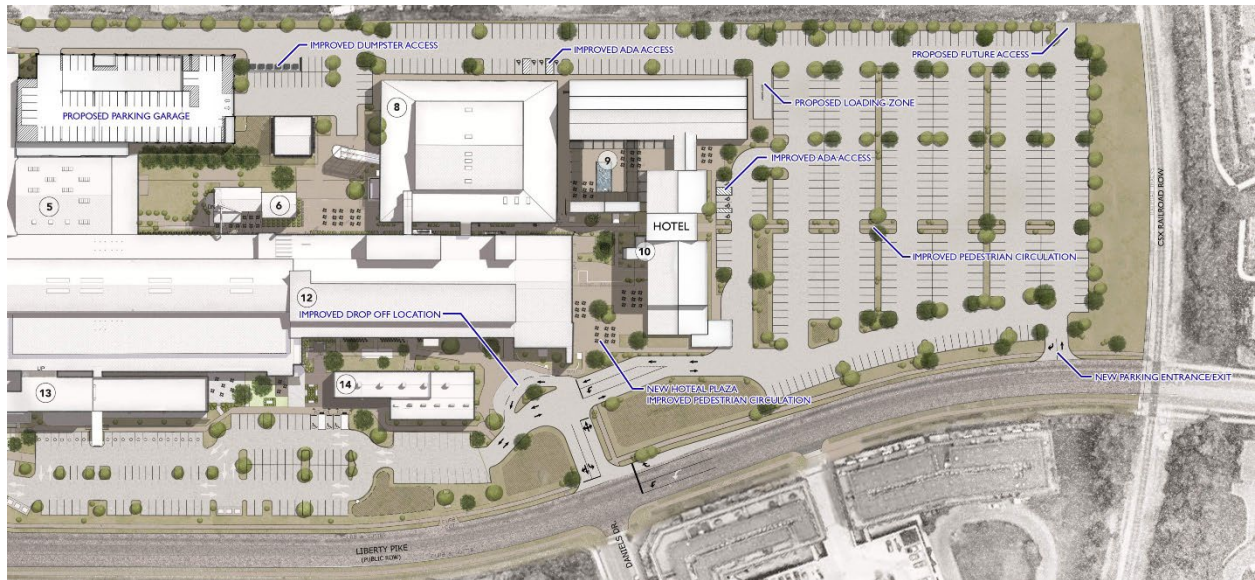
Gamble Design Collaborative, on behalf of Holladay Properties, is requesting a variance for The Factory at Franklin property located at 230 Franklin Road. They are requesting a variance from the parking location requirements for Landscape Frontage, Chapter 7, along Liberty Pike.

The Zoning District is Planned Development, and the applicable zoning overlays include Historic Preservation Overlay District and the Central Franklin Overlay District.

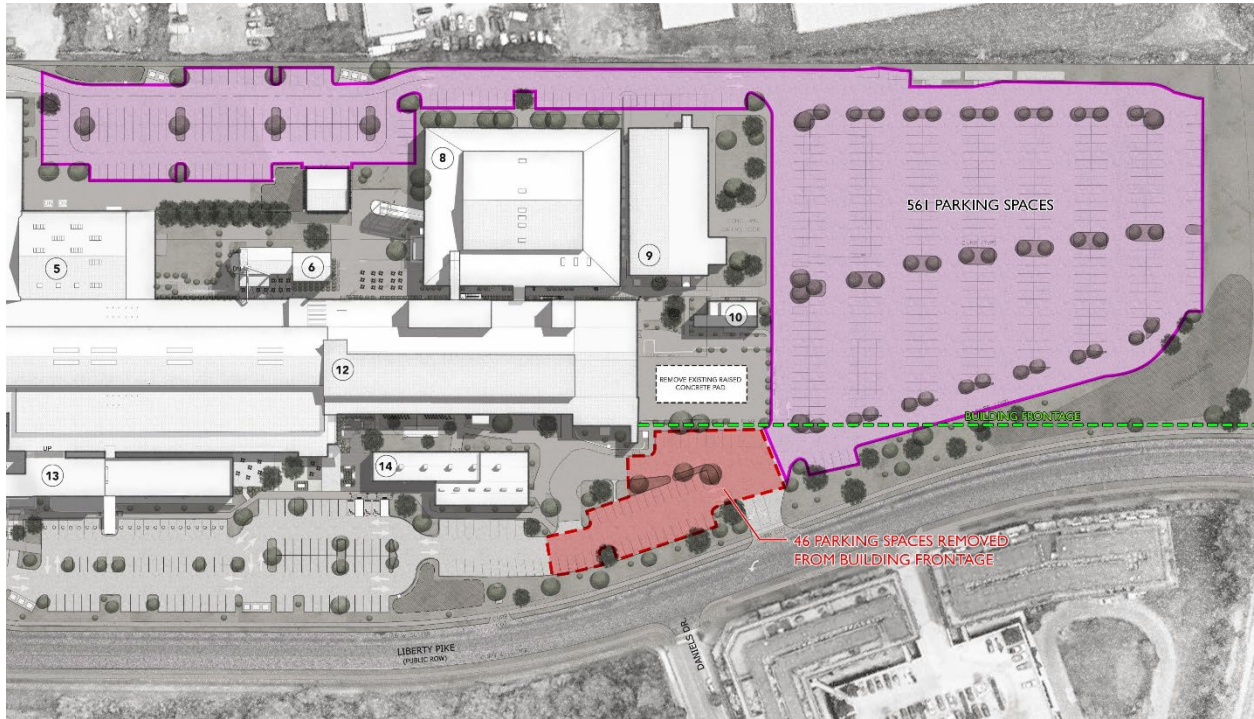
Holladay Properties is proposing a new hotel, a new parking structure, and several improvements to the Factory parking lot for improved circulation and design consistent with the City of Franklin's requirements for new parking lots.

Proposed Parking Lot Improvements include:

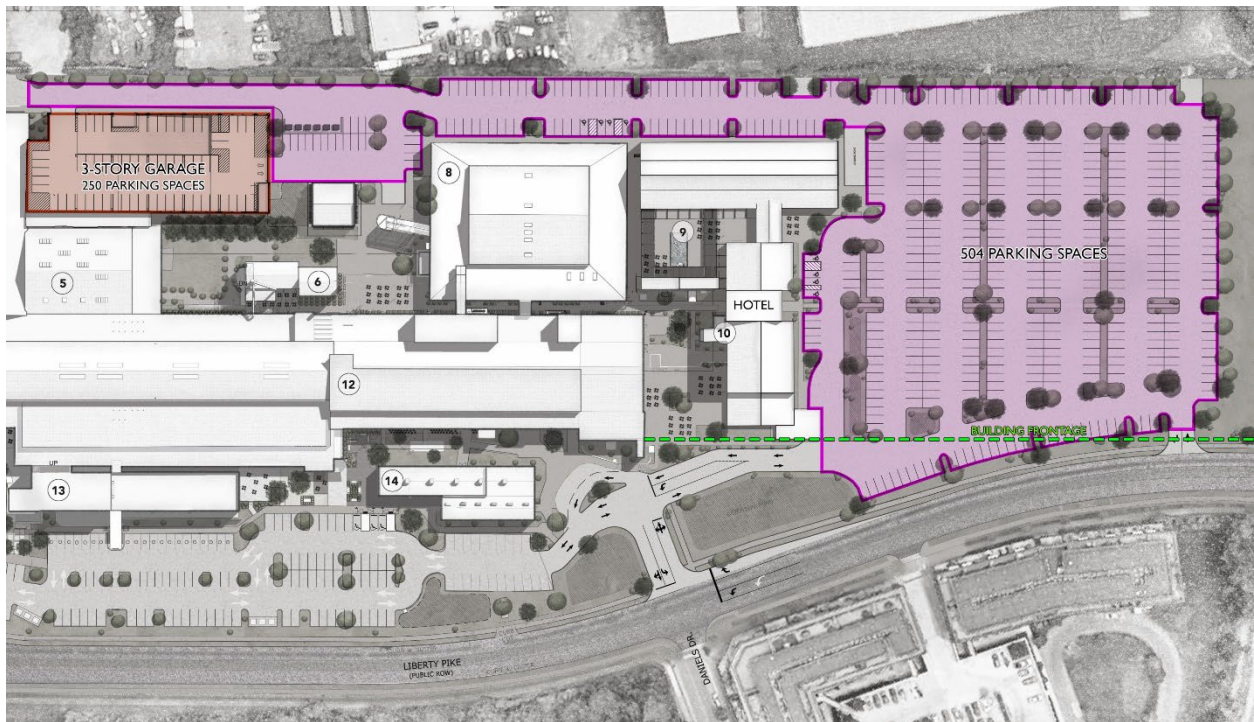
1. New parking lot layout that conforms to Chapter 10 Parking Lot Design Regulations.
2. Relocates the main access from Liberty Pike to align with Daniels Drive creating a four-way intersection.
3. Adds a new Right-in / Right-out on Liberty Pike
4. Removes 43 perpendicular parking spaces in the frontage between the new hotel and Liberty Pike.
5. Improves ADA Access and provides access routes meeting current code requirements.
6. Adds a new drop off for the hotel.



Existing Parking Layout



Improved Parking Layout

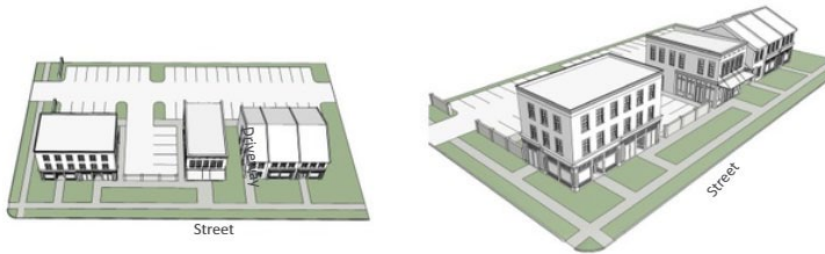


Variance Request:

The City of Franklin’s zoning ordinance requires that all new parking be located to the side or the rear of a building for properties in the Planned District (PD). The only permitted Frontage Types are 7.5 Landscape Frontage, or 7.6 Urban Frontage.

Section 7.5 Landscape Frontage states: *Parking shall be located behind or to the side of the principal building, but no closer to the street than the front façade, unless it is parallel parking. Principal buildings shall anchor intersections and any side parking shall be located away from the intersections. Priority shall be given to the higher classification street.*

7.5 Landscape Frontage



Section 7.1.1 Applicability, A.2 states:

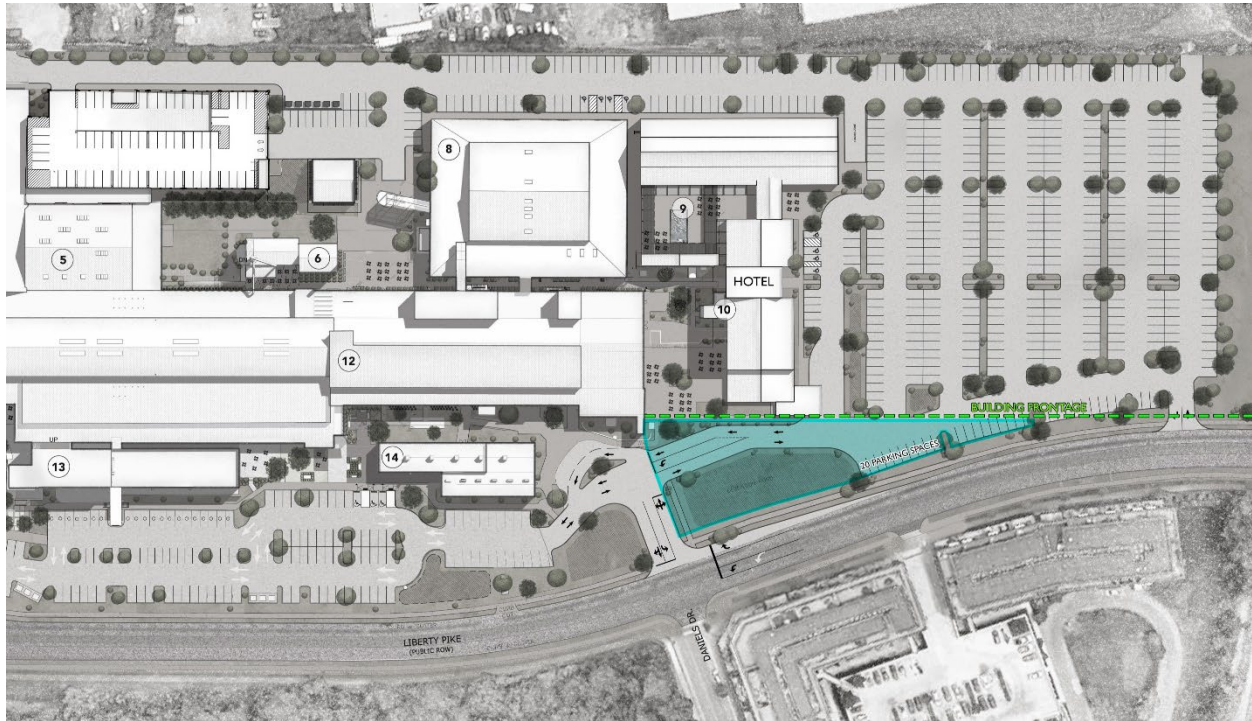
When a building expansion exceeds 50 percent of the building’s existing square footage, then the frontage shall comply with this Chapter; and

When a building is torn down and a new building is constructed, then the frontage shall comply with this Chapter.

	Gross Square Footage	Percentage Increase
Historic Factory Buildings	260,500	100%
Carousell Building	3,250	
Proposed Hotel	83,650	
Proposed Parking Garage	79,900	
Total	427,300	164%

Holladay Properties is requesting a variance to permit additional parking between the front of the buildings and Liberty Pike.

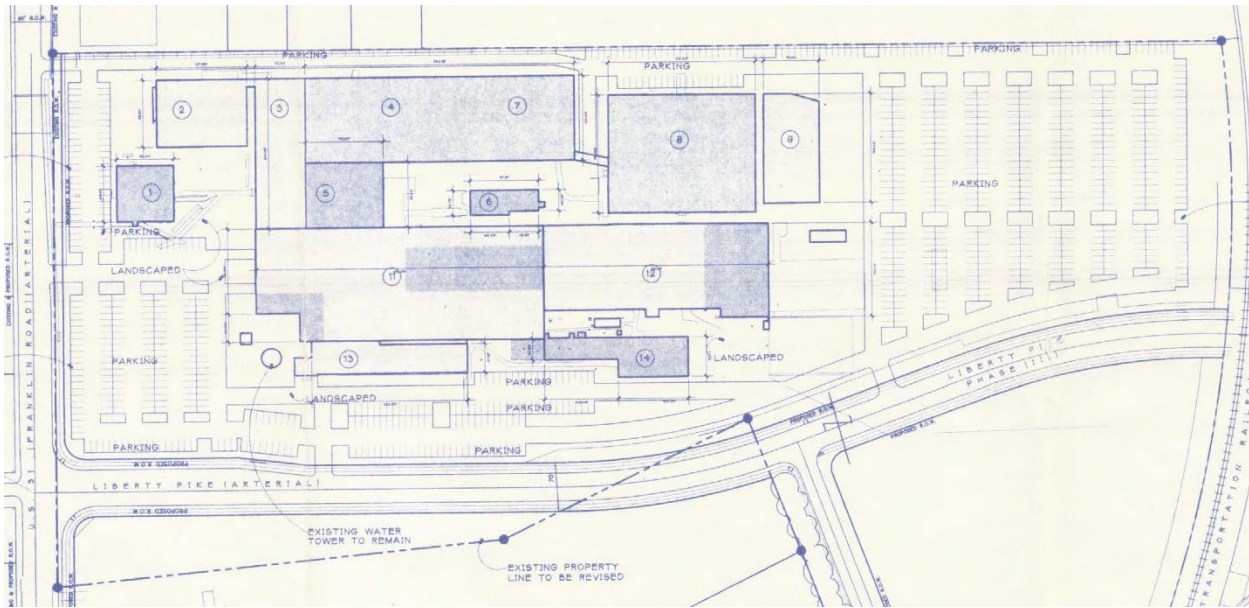
Liberty Pike Parking: Adds 14 parking spaces within the Landscape Frontage, and retains 6 existing parking spaces for a total of 20 parking spaces within the Landscape Frontage.



Background and History of The Factory at Franklin.

The Factory at Franklin is on the National Registry of Historic Places. It was added to the National Registry on November 13, 1997 and is listed under the name Dortch Stove Works. A PUD for the property was approved in July of 1997 and established commercial uses (Exhibit B – Factory PUD). The PUD also documents a total of 952 parking spaces on the property, however there are differences between the approved plan and today’s existing conditions. The parking lot area has been constructed differently from the PUD with only 917 spaces. In addition, two buildings have been removed since its approval (Buildings 4 and 7).

PUD Master Plan Approved in 1997:





BZA Submittal | 230 Franklin Road, The Factory at Franklin

Existing Site Constraints

The existing historic buildings and their associated parking along Franklin Road and Liberty Pike do not comply with the requirements of Section 7.5 Landscape Frontage (See Exhibit C – ALTA Survey). The buildings are located such that parking and traffic circulation are between the buildings and the frontage roads. Due to their location on the property, the applicant is prevented from compliance to the Section 7.5 Landscape Frontage without:

1. Demolition of historic buildings
2. The addition of buildings along the road frontage, which would require more parking spaces to account for the new square footage, and
3. The removal of existing buildings and the relocation of buildings to along the road frontage

In addition, the City of Franklin Historic Design Guidelines require that new commercial buildings reflect the front setbacks established by historic buildings on the same block face, and that the location of new buildings be secondary in prominence to the historic structures on the site or in the district. Therefore the new proposed hotel building is located behind the Liberty Pike facade of the Factory, and is secondary to the historic structure. Restricting parking to the side or rear of this new building is a hardship to the overall campus of the Factory.

Existing Uses and Parking Requirements

Below is a table of existing uses currently (See Exhibit D – Uses) in the Factory and the parking requirements per City of Franklin’s Zoning Regulations, Chapter 10.

Use	Square Footage	Residential/ Occupants	COF Parking Ratios	COF Required Parking	Parking Provided
Hotel		120 Keys	1 Spaces/Room	120	
		14 Employees (1)	0.75 Spaces/Employee	11	
Office	77,800		2.85 Spaces/1000 SF	22	
Retail	57,691		2.50 Spaces/1000 SF	145	
Restaurant	45,500		7.50 Spaces/1000 SF	342	
		114 Employees	0.75 Spaces/Employee	86	
Event Space		1,514 Seat Capacity	Variable (2)	606	
Total Surface Parking					816 Surface
Total Garage Parking					250 Spaces
Total Parking Required / Provided				1,532	1,066 Spaces

1. 0.15 employees per key for the hotel for the weekday and weekend. Based on ULI rates, 2.25 employees per 1,000 s.f. for the weekdays and 2.5 employees per 1,000 s.f. for the weekend for the restaurant.
2. Assumed 2.5 seats per vehicle or 0.4 vehicle per seat, based on FHWA’s Managing Travel for Planned Events.



BZA Submittal | 230 Franklin Road, The Factory at Franklin

The Parking Total is currently 366 parking spaces short of code requirements per City of Franklin. A shared parking study has been prepared for the Factory Development Plan by KCI, and is currently under review by engineering staff. The shared parking study shows a need for 912 parking spaces. Even with a shared parking plan in place, there is a need to maintain the quantity of spaces on the Factory Campus, and it is a hardship on the existing business to lose parking spaces for the needed improvements.

Parking is not simply a matter of quantity. It is also a matter of distribution. While the quantity of parking provided in the proposed Development Plan for the Factory will have more than 912 parking spaces, it is significant where the parking spaces are located. The new parking garage with 250 parking spaces will be located directly adjacent to Jamison Hall and the food hub, providing needed parking in closer to the proximity of the theater and the restaurants. This is the desired location to park for convenience to these uses.

The 46 parking spaces that are removed along Liberty Pike are currently in close proximity to Liberty Hall and the future Hotel. Replacing these spaces in close proximity is critical to balancing the parking on the campus of the Factory. Though the addition of 20 parking spaces in the frontage along Liberty Pike appears minimal, they are needed to support the uses at the eastern end of the campus.

The full length of the Factory from Building 2, closest to Franklin Road, to the new proposed Hotel is just over 1000 feet in length. The length from the parking spaces along the railroad track to Building 2 is just over 1500 feet. This is 200 feet longer than the distance from 2nd Avenue in downtown to 5th Avenue at the end of Main Street.

The regulation preventing parking in the frontage creates a hardship on the Factory in this specific location along Liberty Pike.

Holladay Properties is requesting a variance to permit additional parking between the existing and proposed buildings and Liberty Pike.

Variance Criteria #1

Where, by reason of exceptional narrowness, shallowness, or shape of a specific piece of property at the time of the enactment of this Ordinance or by reason of exceptional topographic conditions or other extraordinary and exceptional situation or condition, such a piece of property is not able to accommodate development as required under this ordinance.

This property is not able to accommodate site alterations to meet the Frontage Standards in Chapter 7 of the Zoning Ordinance, improve traffic circulation, and improve pedestrian access reasonably without the loss of existing parking spaces or the removal of existing historic buildings. The preservation of the historic buildings that are non-conforming to today's zoning regulations, creates an extraordinary and exceptional situation. The proposed site alterations would result in a loss of 14 parking spaces if the variance is not granted. These additional spaces are minimal (1.3% of the overall parking), and are significant in their proximity to existing event space and the proposed hotel.



Variance Criteria #2

The strict application of any provision enacted under this Ordinance would result in peculiar and exceptional practical difficulties to or exceptional or undue hardship upon the owner of such property.

Traffic circulation and pedestrian access can be and should be improved at the Factory. The most important improvements include the realignment of the entry to the Factory with Daniels Drive, the removal of 46 parking spaces within the frontage along Liberty Pike, the addition of a right-in / right-out, the addition of a drop off at the hotel, and improved pedestrian sidewalks. These site alterations result in the loss of parking spaces. The strict adherence to the Zoning Regulations would result in a hardship to the owner due to the loss of parking spaces in a location where parking exists today, and in the distribution of the parking across the 1500 foot length of the property. The property is located within the Franklin Road Local Historic District and the Factory buildings are on the National Register of Historic Places. The buildings are significant contributors to the historic district. Landscape Frontage requires parking located to the side or rear of the principal structures on the property. This requirement is not practical or feasible while maintaining the historic integrity of the Factory, therefore site alterations to recapture parking would require a variance where the alterations are more out of compliance.

Variance Criteria

#3. Such relief may be granted without substantial detriment to the public good and without substantially impairing the purpose and intent of the zoning map and the Ordinance.

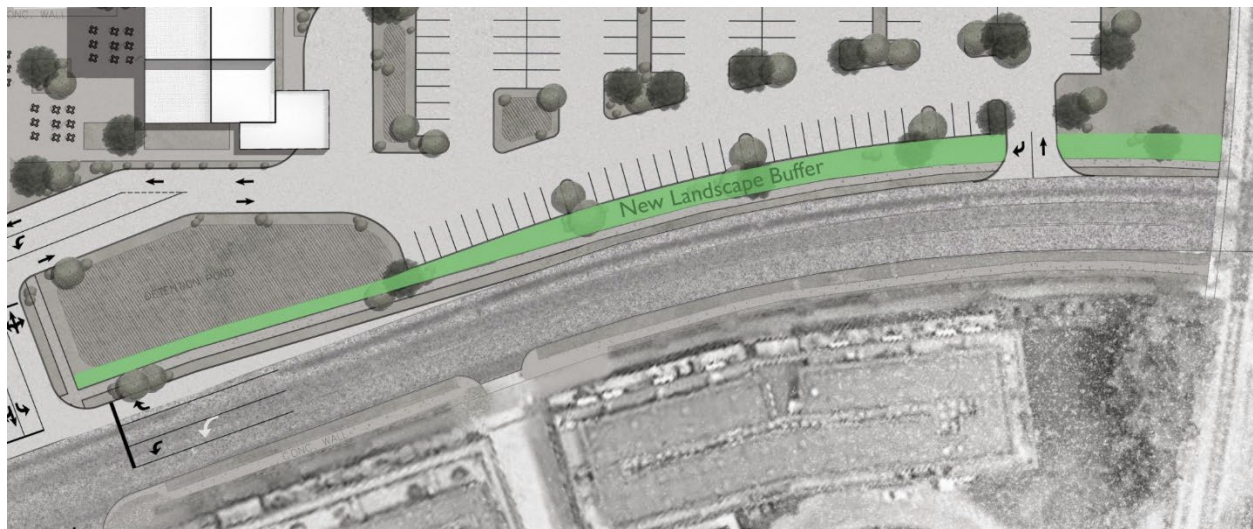
All site alterations are necessary to improve and enhance the pedestrian and patron experience, and distribute the parking across the campus. The proposed site plan includes better and safer vehicular and pedestrian access on the Factory campus. The Parking Area Landscape requirements will be satisfied in the proposed plan where new parking lot area is added.

12.6.3 Perimeter Landscape

Perimeter landscape shall screen the view of surface parking areas from streets and adjacent properties with an opaque screen, excluding required sight clearances at driveways and ingress/egress locations.

A. A perimeter planting strip shall:

1. Be located along the perimeter of a surface parking area and maintain a minimum average width of six feet, as measured from the outer edge of the parking area;
2. Contain a continuous hedge composed of a double staggered row of evergreen shrubs and deciduous shrubs with a minimum planting height of 30 inches and planted three feet on-center. Up to 25 percent may be deciduous; and
3. Include three canopy trees per 100 linear feet of the perimeter of the total parking area. Clustering is permitted. In areas where overhead utilities prevent the use of canopy trees, understory trees may be substituted.





BZA Submittal | 230 Franklin Road, The Factory at Franklin

In summary, site alterations are proposed to improve the traffic flow in the parking lot of the Factory and to enhance the pedestrian experience. These site alterations are not possible without the loss of parking spaces. The requested variance requests allow the Factory to replace a portion of their lost parking spaces which are in an important location for access to existing event space and the proposed hotel.

Gamble Design Collaborative and Holladay Properties appreciate your consideration of this variance requests.

Sincerely,

A handwritten signature in black ink, appearing to read 'Greg Gamble', is written over a light blue horizontal line.

Greg Gamble
Landscape Architect

NOTES

1. SURVEYOR'S LIABILITY FOR THE DOCUMENT SHALL BE LIMITED TO THE ORIGINAL PURCHASER AND DOES NOT EXTEND TO ANY UNNAMED PERSON OR ENTITIES WITHOUT AN EXPRESSED RE-CERTIFICATION BY WHOSE SIGNATURE APPEARS UPON THE SURVEY.
2. PARCEL NUMBERS SHOWN AS THUS (00) REFER TO TAX MAP 63M, GROUP A WILLIAMSON COUNTY, TENNESSEE, UNLESS NOTED OTHERWISE.
3. ALL DISTANCES WERE MEASURED WITH E.D.M. EQUIPMENT AND HAVE BEEN ADJUSTED FOR TEMPERATURE.
4. THE TENNESSEE STATE PLANE COORDINATE SYSTEM IS THE BASIS FOR THIS SURVEY, AND WAS ESTABLISHED USING RTK-GPS POSITIONAL DATA THAT WAS ACQUIRED ON THE DATE OF 07/22/2021 UTILIZING TRIMBLE R8S OR R10 DUAL FREQUENCY RECEIVERS. THE GRID COORDINATES OF THE SURVEY CONTROL POINT SHOWN HEREON WERE DERIVED USING A VRS NETWORK OF MULTIPLE TDOT CORS STATIONS REFERENCED TO THE NORTH AMERICAN DATUM OF 1983, NAD 83 (2011) (EPOCH 2010). GEOID 12B. THE POSITIONAL ACCURACY OF THE GPS VECTORS DOES NOT EXCEED: $\pm 10.2 \sqrt{D}$. THE COMBINED GRID FACTOR OF 0.99992246 WAS CALCULATED AT SURVEY CONTROL POINT #211 AS SHOWN HEREON.
5. THE PROPERTY DOES NOT LIE WITHIN THE 100 YEAR FLOOD PLAIN AND IS DETERMINED TO BE IN ZONE "X" AS SHOWN ON FEDERAL EMERGENCY MANAGEMENT AGENCY FIRM NUMBER 47187C0211G, DATED DECEMBER 22, 2016.
6. PRIOR TO ANY CONSTRUCTION, EXCAVATION OR ANY DISTURBANCE OF THE EXISTING GROUND ELEVATION, THE OWNER AND / OR CONTRACTOR SHOULD ASSUME RESPONSIBILITY OF CONTACTING THE LOCAL UTILITY AUTHORITIES FOR EXACT LOCATION OF UNDERGROUND GAS LINES, TELEPHONE LINES, ELECTRIC CABLES, WATER LINES, ETC., TO AVOID ANY HAZARD OR CONFLICT. IN TENNESSEE, IT IS A REQUIREMENT PER "THE UNDERGROUND UTILITY DAMAGE PREVENTION ACT", THAT ANYONE WHO ENGAGES IN EXCAVATION MUST NOTIFY ALL KNOWN UNDERGROUND UTILITY OWNERS, NO LESS THAN THREE (3) WORKING DAYS PRIOR TO THE DATE OF THEIR EXCAVATION TO AVOID ANY POSSIBLE HAZARD OR CONFLICT. DIAL 811 FOR A ONE CALL CENTER.
7. UTILITIES SHOWN WERE TAKEN FROM FIELD LOCATIONS THAT WERE APPARENT AND COPIED FROM APPROPRIATE GOVERNING AGENCIES MAPS AND ARE APPROXIMATE AT BEST. THERE MAY BE UTILITIES, THE EXISTENCE OF WHICH IS UNKNOWN TO THE SURVEYOR.
8. ALL DEED & PLAT REFERENCES ARE MADE TO THE REGISTER'S OFFICE OF WILLIAMSON COUNTY, TENNESSEE (ROWC).
9. SURVEY FIELD DATA COLLECTED ON 07/22/2021.
10. TWO DRAINAGE EASEMENTS AND SIGHT DISTANCE EASEMENT WERE TAKEN FROM CITY OF FRANKLIN ROW PROJECT #96085-02. NO OTHER DOCUMENTATION WAS FOUND.
11. EVIDENCE OF RECENT EARTH MOVING WORK WAS OBSERVED IN THE PROCESS OF CONDUCTING THE FIELD WORK.
12. THE PROPERTY DESCRIPTION SHOWN HEREON DESCRIBES THE SAME PROPERTY DESCRIBED IN THE COMMITMENT.

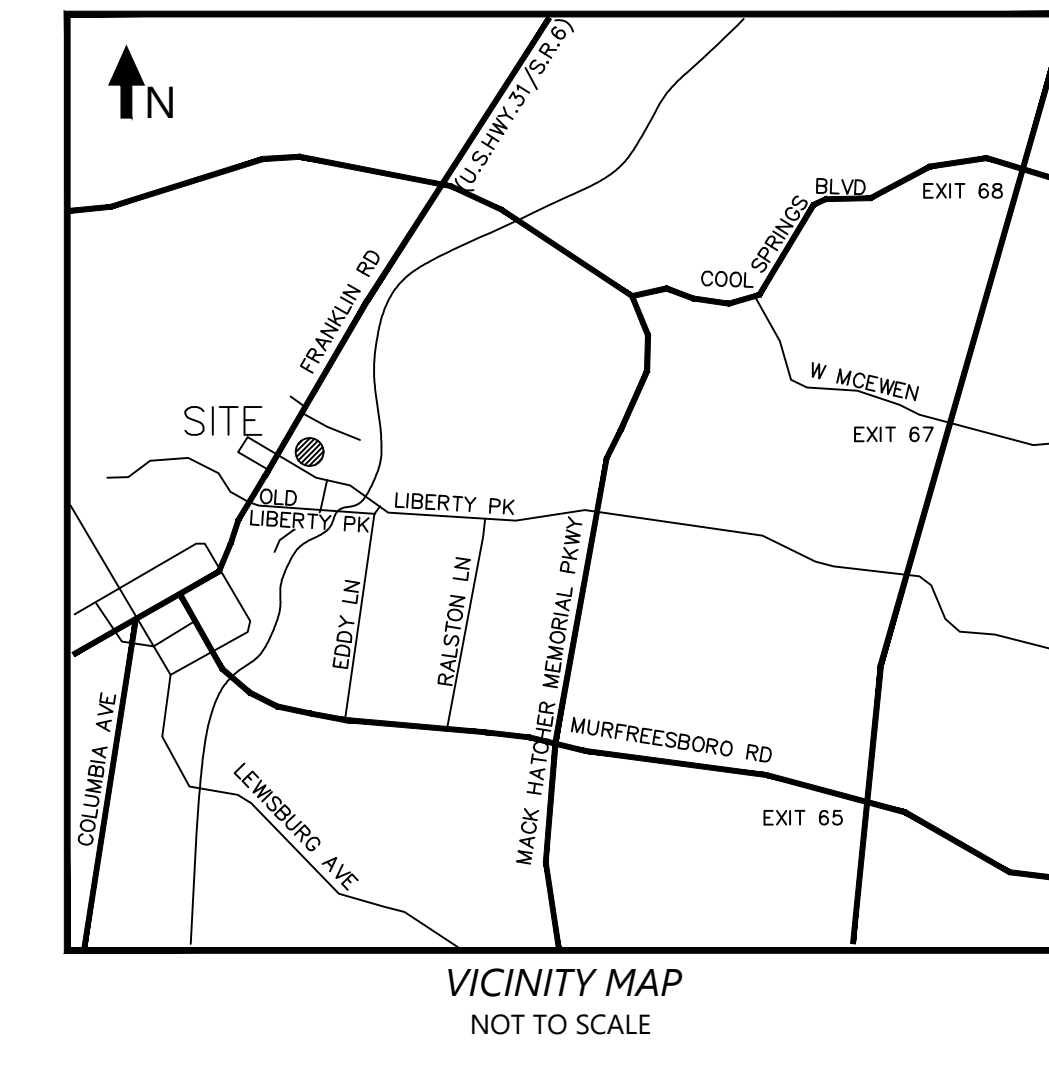
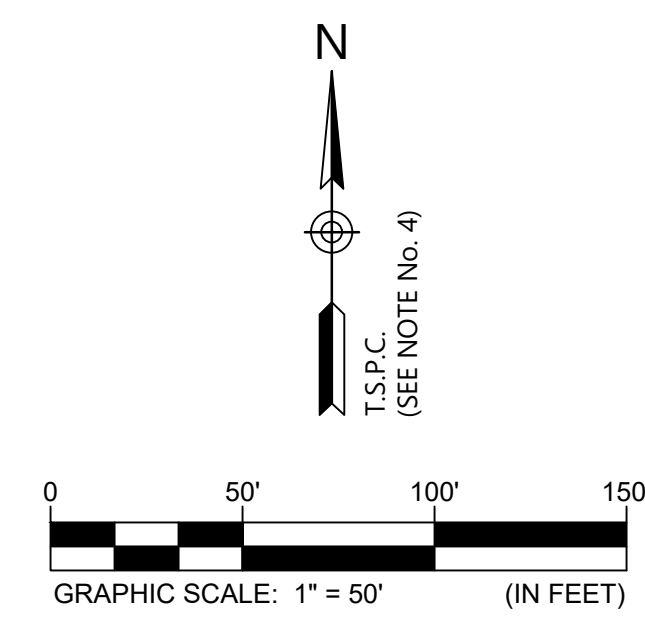
CURVE	LENGTH	RADIUS	BEARING	CHORD	CHD BEARING
C1	385.07	1088.38	115°17'17"	751.18	384.37
C2	372.86	889.81	217°38'44"	189.25	371.76
C3	319.87	979.81	19°51'42"	161.62	318.38
C4	471.2	3009	89°09'09"	30.89	464.47

PARKING SUMMARY	
REGULAR SPACES	897
HANDICAP SPACES	25
TOTAL	922

SURVEYOR'S COMMENTS

COMMITMENT OF TITLE INSURANCE BY: FIRST AMERICAN TITLE INSURANCE COMPANY
 COMMITMENT FILE NUMBER: NCS-1074085
 EFFECTIVE DATE: JUNE 24, 2021 AT 7:30 A.M.

- SCHEDULE B, PART II
 ITEM #
10. TERMS AND PROVISIONS OF RIGHT-OF-WAY OR EASEMENT, BY AND BETWEEN NEWT CANNON JR. AND WIFE, MRS. JANE CANNON AND TENNESSEE ELECTRIC POWER COMPANY, A CORPORATION, ITS SUCCESSORS AND ASSIGNS, OF RECORD IN DEED BOOK 64, PAGE 28, IN THE REGISTER'S OFFICE OF WILLIAMSON COUNTY, TENNESSEE. (EASEMENT APPEARS TO AFFECT PROPERTY, LOCATION UNDETERMINED).
 11. TERMS AND PROVISIONS OF RIGHT OF WAY, BY AND BETWEEN W.P. CANNON AND LOUISVILLE AND NASHVILLE RAILROAD COMPANY, OF RECORD IN DEED BOOK 67, PAGE 387, IN THE REGISTER'S OFFICE OF WILLIAMSON COUNTY, TENNESSEE. (SHOWS PLATTABLE - NO FENCES FOUND IN THIS LOCATION).
 12. TERMS AND PROVISIONS OF AGREEMENT FOR DEDICATION OF PUBLIC UTILITIES AND DRAINAGE EASEMENT, BY AND BETWEEN CITY OF FRANKLIN AND UNITED CITIES GAS COMPANY, ITS SUCCESSORS AND ASSIGNS, OF RECORD IN BOOK 1157, PAGE 126, IN THE REGISTER'S OFFICE OF WILLIAMSON COUNTY, TENNESSEE. (AFFECTS PROPERTY AS SHOWN).
 13. TERMS AND PROVISIONS OF UNRECORDED LEASE, AS EVIDENCED BY MEMORANDUM OF LEASE BY AND BETWEEN THE FACTORY AT FRANKLIN, LLC AND POWERTELEMEMPHIS, INC., OF RECORD IN BOOK 1743, PAGE 987, IN THE REGISTER'S OFFICE OF WILLIAMSON COUNTY, TENNESSEE. (AFFECTS PROPERTY AS SHOWN).
 14. TERMS AND PROVISIONS OF RIGHT OF WAY EASEMENT, BY AND BETWEEN FACTORY AT FRANKLIN, LLC/ROD L. PEWITT AND MIDDLE TENNESSEE ELECTRIC MEMBERSHIP CORPORATION, A COOPERATIVE CORPORATION, ITS SUCCESSORS OR ASSIGNS, OF RECORD IN BOOK 448, PAGE 919, IN THE REGISTER'S OFFICE OF WILLIAMSON COUNTY, TENNESSEE. (AFFECTS PROPERTY BLANKET EASEMENT).
 15. TERMS AND PROVISIONS OF RIGHT OF WAY EASEMENT, BY AND BETWEEN THE FACTORY AT FRANKLIN, LLC AND MIDDLE TENNESSEE ELECTRIC MEMBERSHIP CORPORATION, A COOPERATIVE CORPORATION, ITS SUCCESSORS OR ASSIGNS, OF RECORD IN BOOK 448, PAGE 919, IN THE REGISTER'S OFFICE OF WILLIAMSON COUNTY, TENNESSEE. (AFFECTS PROPERTY BLANKET EASEMENT).
 16. TERMS AND PROVISIONS OF RIGHT OF WAY EASEMENT, BY AND BETWEEN THE FACTORY AT FRANKLIN, G.P. AND MIDDLE TENNESSEE ELECTRIC MEMBERSHIP CORPORATION, A COOPERATIVE CORPORATION, ITS SUCCESSORS OR ASSIGNS, OF RECORD IN BOOK 5512, PAGE 588, IN THE REGISTER'S OFFICE OF WILLIAMSON COUNTY, TENNESSEE. (AFFECTS PROPERTY AS SHOWN).
 17. TERMS AND PROVISIONS OF AGREEMENT FOR DEDICATION OF EASEMENTS, BY AND BETWEEN THE FACTORY AT FRANKLIN, LLC AND CITY OF FRANKLIN, TENNESSEE, OF RECORD IN BOOK 812, PAGE 464, IN THE REGISTER'S OFFICE OF WILLIAMSON COUNTY, TENNESSEE. (AFFECTS PROPERTY AS SHOWN).
 18. TERMS AND PROVISIONS OF RIGHT OF WAY EASEMENT, BY AND BETWEEN THE FACTORY AT FRANKLIN, LLC AND MIDDLE TENNESSEE ELECTRIC MEMBERSHIP CORPORATION, A COOPERATIVE CORPORATION, ITS SUCCESSORS OR ASSIGNS, OF RECORD IN BOOK #564, PAGE 153, IN THE REGISTER'S OFFICE OF WILLIAMSON COUNTY, TENNESSEE. (AFFECTS PROPERTY AS SHOWN).
 19. RIGHTS OF THE RAILROAD COMPANY TO EXPAND ITS RIGHT OF WAY TO ITS FULL CHARTER WIDTH. (AFFECTS PROPERTY AS SHOWN).



PROPERTY DESCRIPTION

Being a tract of land lying in the 9th District of Williamson County, Franklin, Tennessee, bounded on the west by the eastern Right of Way (ROW) of Franklin Road (U.S. Highway 31, State Route 6); bounded on the north by Ray McCall and Kathy McCall as recorded in Deed Book 4651, Page 808, Register's Office of Williamson County (ROWC), by JMSM Holdings, LLC, as recorded in Deed Book 6883, Page 697, ROWC, by Franklin 240, LLC, as recorded in Deed Book 7860, Page 538, ROWC, by Michael and Johnny Henry as recorded in Deed Book 6302, Page 211, ROWC, by 31-W Realty, LLC, as recorded in Deed Book 5450, Page 300, ROWC, by Franklin 240, LLC, as recorded in Deed Book 7018, Page 193, ROWC, by Franklin 240, LLC, as recorded in Deed Book 6332, Page 193, ROWC, by Franklin 240, LLC, as recorded in Deed Book 7164, Page 379, ROWC, by Franklin 240, LLC, as recorded in Deed Book 6621, Page 301, ROWC, and by Robert E. Roberson 2002 Trust No. 1, as recorded in Deed Book 6829, Page 238, ROWC; bounded on the east by the Railroad ROW, and bounded on the south by the northern ROW of Liberty Pike. Tract being more particularly described as follows:

POINT OF BEGINNING being a set iron rod lying on the northeast ROW intersection of said Franklin Road and Liberty Pike; thence along said ROW of Franklin Road North 31°47'43" East 551.90 feet to a found iron rod lying 12.00 feet east of a found 5/8" iron rod; thence along the common line of said northern adjoiners, which are more particularly described in the preceding paragraph, South 58°12'49" East 1649.70 feet to a found 1/2" iron rod; thence along said Railroad ROW on a curve to the right having a length of 385.03 feet, a radius of 1898.28 feet, a central angle of 11°37'17"; a tangent of 193.18 feet, and having a chord bearing and distance of South 30°49'10" West 384.37 feet to a found iron rod; thence along said ROW of Liberty Pike with the following: on a curve to the left having a length of 373.98 feet, a radius of 989.93 feet, a central angle of 21°38'44", a tangent of 189.25 feet, and having a chord bearing and distance of North 67°18'38" West 371.76 feet to a found iron rod; thence North 78°07'59" West 281.40 feet to a found iron rod; thence on a curve to the right having a length of 319.97 feet, a radius of 919.93 feet, a central angle of 19°55'42", a tangent of 161.62 feet, and having a chord bearing and distance of North 68°10'08" West 318.36 feet to a found iron rod; thence North 58°12'17" West 364.31 feet to a found iron rod; thence North 51°21'44" West 100.72 feet to a found iron rod; thence North 58°12'17" West 216.76 feet to a found iron rod; thence on a curve to the right having a length of 47.12 feet, a radius of 30.00 feet, a central angle of 90°00'00", a tangent of 30.00 feet, and having a chord bearing and distance of North 13°12'17" West 42.43 feet to the point of beginning.

Tract contains 877,800 square feet or 20.15 acres.
 Bearings based on Tennessee State Plane Coordinate System.

LEGEND

PARCEL NO.	()
IRON ROD (1/2")	⊙ (R)
IRON ROD (5/8")	⊙ (R)
IRON PIPE (1/2")	⊙ (P)
PROPERTY LINE	---
FENCE	X X X
UNDERGROUND TELEPHONE LINE	---UGT---
UNDERGROUND ELECTRIC LINE	---UGE---
OVERHEAD POWER LINE	---OH---
SANITARY SEWER LINE	---S-SA---
STORM SEWER LINE	---S-TOP---
WATER LINE	---W---
GAS LINE	---G---
TELEPHONE MANHOLE	⊙ (T)
TELEPHONE RISER	⊙ (TR)
TELEPHONE PEDestal	⊙ (TP)
ELECTRIC RISER	⊙ (ER)
ELECTRIC METER	⊙ (EM)
TRANSFORMER	⊙ (TRNS)
TRANSIT SIGNAL POST	⊙ (TSP)
UTILITY POLE	⊙ (UP)
LIGHT POST	⊙ (LP)
GLY POLE	⊙ (GP)
GLY WIRE	---
TRANSIT SIGNAL BOX	⊙ (TSB)
SANITARY SEWER MANHOLE	⊙ (SSM)
STORM DRAINAGE MANHOLE	⊙ (SDM)
CURB INLET	⊙ (CI)
CATCH BASIN	⊙ (CB)
YARD DRAIN	⊙ (YD)
CRANDY	⊙ (CR)
FIRE HYDRANT	⊙ (FH)
WATER METER	⊙ (WM)
WATER VALVE	⊙ (WV)
POST INDICATOR VALVE	⊙ (PIV)
FIRE DEPT. CONNECTION	⊙ (FDC)
BACKFLOW PREVENTER	⊙ (BFP)
GAS METER	⊙ (GM)
GAS VALVE	⊙ (GV)
SDM	⊙ (SDM)
ROLLBAR	⊙ (RB)
CONCRETE	⊙ (C)

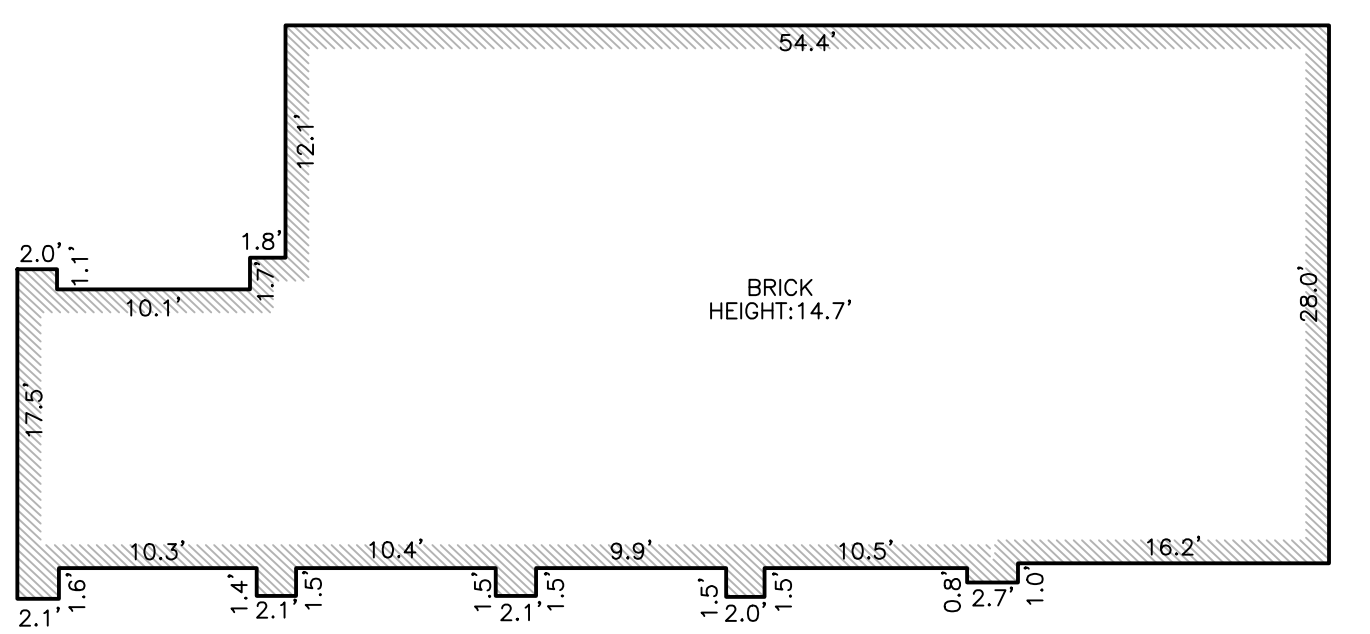
SITE DATA

PROPERTY LOCATED ON WILLIAMSON COUNTY
 TAX MAP 63M, GROUP "A", PARCEL 21

CITY: FRANKLIN
 COUNTY: WILLIAMSON
 STATE: TENNESSEE
 DISTRICT: 9

SITE ADDRESS: 230 FRANKLIN RD.
 FRANKLIN, TN 37064

OWNER: FACTORY AT FRANKLIN, LLC
 230 FRANKLIN RD
 FRANKLIN, TN 37064
 BK. 5680, PG. 78



SURVEYOR'S CERTIFICATE

To Factory Partners, LLC, a Tennessee limited liability company, Teachers Credit Union, its successors and assigns, Holladay Properties Midwest, Inc., and First American Title Insurance Company.

This is to certify that this map or plat and the survey on which it is based were made in accordance with the 2021 Minimum Standard Detail Requirements for ALTA/NSPS Land Title Surveys, jointly established and adopted by ALTA and NSPS, and includes Items 1,2,3,4,6(a),7(a),8,9,13,16 & 18 of Table A thereof. The field work was completed on 07/22/2021.

Date of Plat or Map: 09/29/2021
 By: Jeffrey K. Kimbrell, PLS, Tennessee Registered Land Surveyor No. 1756
 Date: 09/29/2021

ALTA/NSPS LAND TITLE SURVEY

PROJECT NUMBER: 216265
 DATE: 07/31/2021

658 GRASSMERE PARK DR
 SUITE 100
 NASHVILLE, TN 37211
 615-385-4144
 ENGINEERING FIRM
 LICENSE NUMBER: E-0176

HOLLADAY PROPERTIES, LLC
 SUITE 5
 2710 OLD LEBANON ROAD
 NASHVILLE, TN 37214
 (615) 244-9620

NO.	DATE	BY	DESCRIPTION
3	09/29/2021	JJK	REVISED CERTIFICATE & ADDED NOTE 12
2	09/02/2021	JJK	REVISED ENTITIES IN CERTIFICATE AS REQUESTED
1	08/12/2021	JJK	ADDED PROPERTY CORNERS, AND ADDITIONAL BUILDING UPDATES

THE FACTORY - 230 FRANKLIN ROAD
 TAX MAP 63M, GROUP A, PARCEL 21
 FRANKLIN, WILLIAMSON COUNTY, TENNESSEE