



City of Franklin

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

Meeting Agenda

Board of Zoning Appeals

Thursday, February 6, 2025

6:00 PM

Eastern Flank Event Facility

MEETING LOCATION

Eastern Flank Event Facility
1368 Eastern Flank Circle

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.franklinton.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@franklinton.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@franklinton.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.

APPROVAL OF MINUTES

1. Consideration Of Approval Of The January 2, 2025 BZA Minutes

ANNOUNCEMENTS

APPLICATIONS

2. 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

3. A **Variance Request** To Waive The Substantial Improvement Requirement To Raise The First Floor Elevation Of A Historic Structure Above The Base Flood Elevation (To Remain In Place) Located Within The Historic Preservation Overlay, Central Franklin Overlay, And The Floodway Fringe Overlay, And A **Variance Request** To Reduce The Minimum Parking Requirement To 0 Spaces For The Property Located At 106 Bridge Street (F.Z.O. 17.6.4.B, and 10.2.3.).

Sponsors:

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, 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.franklinton.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@franklinton.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

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

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

Board Members Absent: Jeff Fleishour and John Boehms

Staff Present: Amy Diaz-Barriga, Ariella Stanford, Shanna McCoy, 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.

Comments on agenda items may be made in person at city hall or by emailing planningintake@franklinton.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

Sponsors:

Board Member Scales made a nomination to elect Jonathan Langley as Chair, seconded by Board Member Smith. The motion carried 3-0.

Board Member Smith made a nomination to elect Williams Scales as Vice Chair, seconded by Chair Langley. The motion carried 3-0.

APPROVAL OF MINUTES

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

Sponsors:

Board Member Scales motioned to approve the minutes from the December 5, 2024, BZA Meeting, seconded by Board Member Smith. The motion carried 3-0.

ANNOUNCEMENTS

Chair Langley asked if Staff had any announcements. There were none.

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

Staff Presentation: Ariella Stanford. 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. 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.

Recommendation: 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.

Applicant: Brandon Priddy, Studio Architects. Considering the many businesses that have occupied this space over the years and that no additional square footage is being proposed and in the spirit of the zoning ordinance, it was determined that the existing available parking was sufficient. Mr. Priddy stated that the parking study shows that during business hours, 50-60 % of the occupancy of the nonprivate lots are being used providing enough parking for the business at 117 3rd Avenue North.

Citizen Comments

Marla Albert, co-owner of 117 3rd Avenue North. Ms. Albert explained that the property was originally in bad shape with the city hoping someone would buy the property and open a business. Ms. Albert and her brothers purchased the property and noted that all the taxes have been paid.

Board Member Scales motioned to close the public comment, seconded by Board Member Smith. The motion carried 3-0.

Board Member Smith noted that a parking agreement was mentioned in the staff report but it does not appear to be provided in the applicant documents.

Ms. McCoy explained that the parking agreement was submitted with the building application. The zoning ordinance requirement states that the parking agreement must be in perpetuity. In summary, regarding an adjacent parking area, the parking agreement between the applicant and the parking management company, stated that either party could cancel the contract at any time which is not in perpetuity.

Chair Langley asked staff what other criteria justifications the applicant would need complete to validate the parking requirements given the parking situation in downtown.

Ms. Diaz-Barriga explained that an applicant can request a variance, as being requested, or the applicant can appear before BOMA, and request to have the property rezoned with a modification of standards for parking with a justification stating why fewer parking spaces are needed.

Board Member Scales asked why the parking issue is before the BZA if the building has been a business location for years.

Ms. McCoy explained that until recently staff was unaware of the parking situation until the recent application for renovations was received.

Board Member Scales asked the applicant about the business details and why an additional independent parking study was not completed, and what the maximum occupancy and number of employees would be for the establishment.

Mr. Priddy stated that the current parking study was completed in 2022 and recent enough to provide the necessary information. Mr. Priddy stated the maximum occupancy of the outdoor seating and small indoor space would be 75. Which is the maximum load so is higher than normally anticipated. The anticipated number of employees on shift is 5 employees.

Motion

Board Member Scales motioned 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 request have not been met, seconded by Board Member Smith.

Board Member Smith stated that she is very familiar with the parking lot and very rarely is the lot at capacity other than for downtown events. There may not be a parking solution if an agreement cannot be met stating parking on the lot in perpetuity. Board Member Smith also noted that she didn't think most people would agree on parking in perpetuity.

Chair Langley stated that the goal is to encourage business in downtown so to deny the parking variance request is denying a new business which doesn't solve any problems. There is a broader parking issue in downtown making variance requests for parking difficult to grant without contributing more to the parking problem.

Board Member Smith noted that the wording of the staff report sounds like staff may feel the applicant hasn't exhausted all the options and that additional information could be provided and presented to the Board.

Board Member Scales agreed with Board Member Smith and said that it would be nice to see what additional information the applicant can provide.

Chair Langley agreed with Board Member Smith's comment regarding the difficulty in finding someone who would agree to allow parking in perpetuity especially if property is valuable real estate and no one knows what the future may hold.

Vote (Motion to Deny)

The motion fails 1-2 (Chair Langley and Board Member Scales voting against).

Mr. Squires verified that the variance request may be deferred for any reason determined by the Board, but the deferral must be to a date certain.

Mr. Priddy agreed with the Board about the difficulty in finding a business that would agree to parking in perpetuity.

Chair Langley asked staff what information the applicant should provide to better explain the situation.

Ms. Diaz-Barriga stated that the zoning ordinance discusses several options for businesses that don't have parking spaces on the site. The alternatives include remote parking, shared parking, agreement in perpetuity, and valet parking. Staff would be interested to know what options the applicant has exhausted. For example, how many businesses has the applicant approached regarding shared parking and the responses from those businesses. Ms. Diaz-Barriga stated further that staff struggled with the same issues when discussing the variance request and at the BOMA level parking discussions have been ongoing. For the BZA, the task is to analyze the zoning ordinance criteria against the variance requested.

Motion (Deferral)

Board Member Scales motioned to defer the Variance Request To Reduce The Minimum Parking Requirement From 16 Spaces To 0 Spaces for the property located at 117 3rd Avenue North to the February 6, 2025, BZA Meeting, seconded by Board Member Smith.

The motion to defer carried 3-0.

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

Staff Presentation: Ariella Stanford. 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.

Recommendation: 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.

Applicant Presentation: Greg Gamble. Mr. Gamble discussed the existing approved variance requests for the allowance of parking between the Factory Buildings and Liberty Pike and the Factory Buildings and Franklin Road. A revised development plan will be submitted soon that proposes a boutique hotel and a parking garage with 250 additional spaces. As part of the revised plan, realignment of the mid-block entrance off Liberty Pike with Daniels Drive will cause the loss of 46 parking spaces but will improve traffic movement, pedestrian access, ADA access areas, and create a ride share drop off area. Twenty parking spaces are proposed to the Liberty Pike frontage area including six existing spaces and 14 additional spaces. Mr. Gamble stated that parking considerations must include quantity but also distribution so that parking is available throughout the Factory campus. The distance from the railroad, at the back of the Factory Campus, to the front entrance of the Factory is 1600 linear feet which is the same distance from Starbucks, at five points, to Landmark Book sellers on Main Street making parking a critical consideration for safety and convenience. Regarding the criteria for granting a variance, Mr. Gamble explained that the Factory is a unique property because historical consideration and requirements are at the forefront of every decision made and the 20 parking spaces are critical to support the east side of the Factory. Also, financially, the entrance realignment with the loss of 46 spaces make it necessary to request the variance for the addition of 20 spaces to meet appropriate distribution of parking. Mr. Gamble noted that this variance request is very similar in nature to the previously approved variance requests. The proposed parking spaces will be appropriately landscaped and buffered with landscape hedging and street trees.

Citizen Comments:

Paul Lebowitz, 102 Winslow Road. Mr. Lebowitz stated that parking plan should be revised so that the landscaping frontage is not lost. Currently, there is an existing green cushion between the existing sidewalk and the large parking lot and previous improvements along Liberty Pike resulted in the removal of mature trees. The city established the zoning ordinances for a reason and why have the ordinance if a variance request is approved any time someone makes a request. Mr. Lebowitz suggested places for small car parking and bike racks as there doesn't seem to be allowance for these on the plan since the Factory redevelopment began.

Board Member Scales motioned to close the public comment portion, seconded by Board member Smith. The motion carried 3-0.

Board Member Smith asked staff when the additional information needed from the applicant, referenced in the staff report, would be received and available to the BZA.

Ms. Diaz-Barriga stated that the parking study was submitted to staff earlier today and a meeting is set up for next week to discuss questions staff has about the study. Ms. Diaz-Barriga did not know exactly when the results would be available.

Chair Langley stated that considering the resubmittal of the revised development, does the applicant need a variance request from the BZA.

Ms. Diaz-Barriga explained that there are two ways the applicant could address the parking requirements of the zoning ordinance. The applicant can request the variance for parking ahead of time so that the variance is in place ahead of the resubmittal of the development plan to FMPC and BOMA or staff could include a condition of approval that parking

requirements must be met as part of the approval.

Mr. Gamble explained that parking variations in frontage areas are not allowed to be approved by a modification of standards and are required to come before the Board of Zoning Appeals. Also, landscaping will not be compromised and is consistent with the landscape buffer requirements along with the realignment of the entrance, will include more open space for the rain garden.

Motion

Board Member Smith motioned to approve 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, seconded by Board Member Scales.

Board Member Smith stated that she believes the criteria for a variance request have been met. Looking at the graphic of the proposed parking spaces, if the proposed parking isn't granted for the space, it appears it will be a concrete area where cars may end up anyway. The Factory buildings are so large that regardless of the frontage parking, the Factory will be the focal point and not the parking lot. Parking will be secondary to the Factory buildings and 20 parking spaces will not detract from the overall significance of the Factory. From a personal perspective, Board Member Smith noted that the availability of enough ADA parking is of high importance as her as her husband has limited mobility and to think of parking over a thousand feet away and walking to the destination in the Factory makes one question whether to take the trip at all.

Chair Langley stated that historical considerations required for the property make the property unique and a similar context to the previously approved variance request and agrees the criteria for granting a variance have been met. Chair Langley thanked the applicant for providing a high level of detail of site design which helps the Board in making decisions.

Board Member Scales agreed with Board Member Smith and Chair Langley about the criteria being met for granting a variance request.

The motion carried 3-0.

OTHER BUSINESS

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

ADJOURN

Board Member Smith motioned to adjourn the January 2, 2025, Board of Zoning Appeals meeting, seconded by Board Member Scales. The motion carried 3-0.

There being no further business, the meeting adjourned at 7:04 PM.

Chair

Date



File #: 21-0104

DATE: January 21, 2025
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
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Background

As presented last month:

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.

Updated from last month:

Since the deferral of this item last month, the applicant has submitted additional information to support their request. The applicant has provided a diagram showing parking options within 1,000 feet of the site, parking study information that shows nearby parking occupancy rates at peak demand times, and documentation that they have exhausted their options for shared and deferred parking alternatives.

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. For properties like this that cannot provide the necessary parking on the site, the ordinance allows shared parking and deferred parking alternatives. The applicant has provided information that these alternatives have been explored in attempt to comply with the Zoning Ordinance, but they were unable to find a parking alternative that was feasible. Since the location of the existing historic building is preventing any on-site parking, and the applicant was unable to secure a shared parking and deferred parking alternative in attempt to meet the Zoning Ordinance requirements, 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.

The inability to provide parking on the site for an allowed use in the Downtown District due to the location of the existing building, is preventing the applicant from using the existing structure behind the existing principal building. In addition, the applicant has exhausted their options for shared parking and deferred parking alternatives, but was not able to secure an agreement with any surrounding property owners. Seeing that the property is left with no options for providing parking within the Zoning Ordinance requirements, 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.

Staff finds this would not be a detriment to the public good but would 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. The applicant has shown the available parking options within close proximity to the site and within sidewalk access to the site. The applicant has also exhausted their options for alternative parking. However, the intent of the zoning ordinance is that any new use provide sufficient parking to accommodate their use, inclusive of the on-street spaces in front of their use, or by utilizing an alternative parking plan strategy.

The Board of Mayor and Aldermen have discussed the downtown parking requirements at a recent work session, and they would like to engage a consultant in a downtown parking study for specific recommendations about minimum parking requirements that support downtown businesses with little impact to nearby residential neighborhoods. The study is expected to be conducted in Fiscal Year 2026, which begins in July 2025. It is likely to investigate how the larger parking demands of the downtown can be balanced and managed over the sixteen block area, analyzing the existing pool of spaces and considering the impacts to current businesses and residents. However, this study will take time, and staff nor this board can anticipate the intended outcomes nor intent the study will

produce. The intent of today's ordinance is that new uses provide parking to accommodate their demand. With that in mind, staff finds that this criteria is not met.

FINANCIAL IMPACT:

Unknown.

RECOMMENDATION:

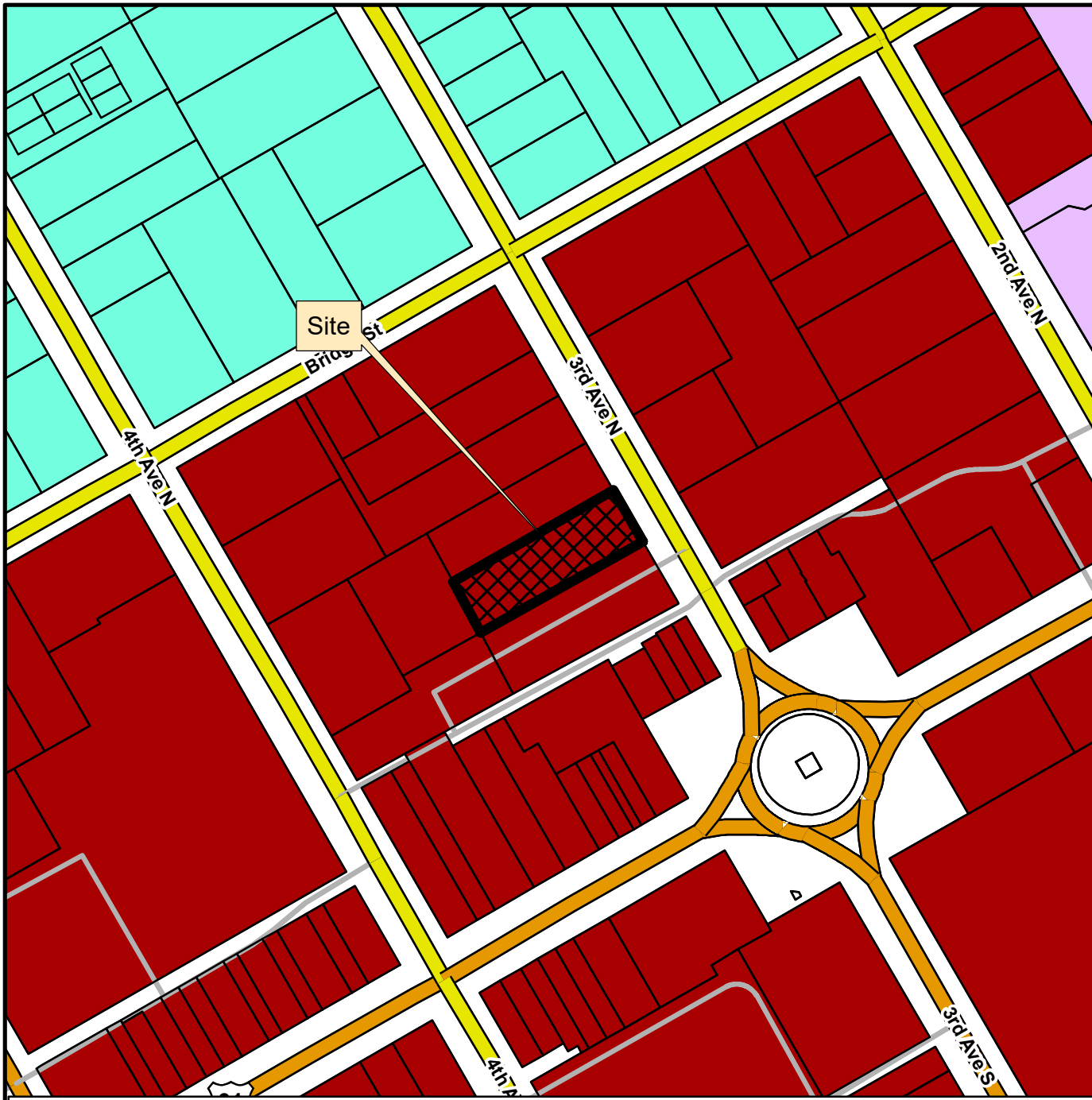
RECOMMENDED MOTION: Staff recommends the Board of Zoning Appeals move to deny the **Variance Request** To Reduce The Minimum Parking Requirement From 16 Spaces To 0 Spaces For The Property Located At 117 3rd Avenue North, because the criteria for granting a variance have not been met.

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.
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0 250 500 1,000
Feet



HISTORIC
FRANKLIN
TENNESSEE



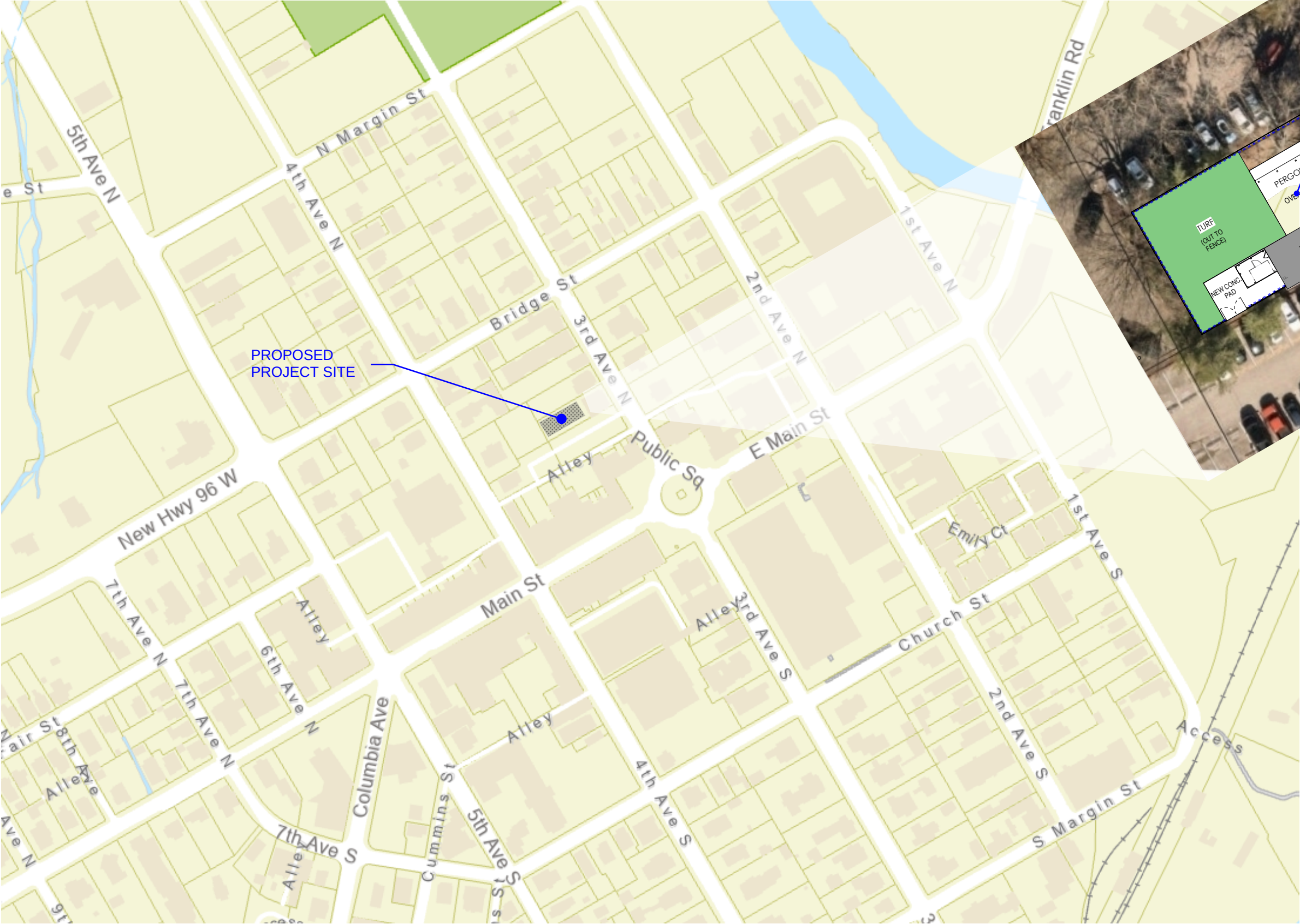
906 Studio, PLLC
249 Fourth Avenue North, Suite 200
Franklin, Tennessee 37064
615.988.9065
www.906studio.com

Eden Beer Garden

SUBMITTAL TO BOARD OF ZONING APPEALS

117 3RD AVE, N FRANKLIN, TN

01/21/2025



ENLARGED
SITE PLAN

ANTICIPATED CUSTOMERS:
INSIDE: BAR SPACE FOR 14 PERSONS
OUTSIDE: APPROX. 25-35 PERSONS



WEST PERSPECTIVE



NORTH PERSPECTIVE

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).

The Applicant is requesting a variance that would reduce the required parking per Section 10.1.6 from 16 spaces to zero.

Property Info:

The property is zoned as DD Downtown District.

The primary structure on this property (historic home along 3rd Ave) has been commercial use for 20+ years and this accessory structure has been a commercial use for 20+ years.

The property is within the Historic Preservation Overlay and is the site of two (2) separate structures that have been recognized as "contributing" by the Historic Zoning Commission.

The existing property has no parking spaces provided on site. Current parking demand for the existing commercial use of primary structure (and this accessory structure when it was previously occupied by a commercial use) is provided by on-street parking as well as the collection of free & paid garages and lots that surround the property. Specifically there are **20 on-street spaces** along 3rd Ave. in front of the property and an additional **31 on street spaces** on the block surrounding the property. In addition the 4th Ave garage provides 340+ free spaces within approximately 600 feet and the 2nd Ave garage provides approximately **250+ free spaces** within 900 feet.

A more full description of the publicly available parking spaces within 1,000 feet of the property has been provided on pages 04 and 05 of this package.

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.

As both structures on site are recognized as "contributing" by the Historic Zoning Commission, they can not be altered to the extent that would be required to provide a driveway to the back of the property per the Zoning Ordinance. The applicant has attempted to enter into agreements with surrounding property owners to secure parking. Unfortunately the wording of the Ordinance requiring agreements that *"The remote parking area shall be placed in a recorded easement for the use of an off site parking location in perpetuity"* has not been acceptable to property owners.

On page 06 please see exhibit of correspondance from surrounding property owners denying a request to lease spaces.

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.

See Criteria #1 info regarding the practical difficulties created by the Ordinance requirements to secure an agreement to provide parking "in perpetuity" and to record a parking easement. In addition failure to grant this variance will result in the Owner (or any future owner of the facility) being unable to secure approval for a commercial business of any type. This is despite a variety of commercial businesses operating from this exact location for over 20 years.

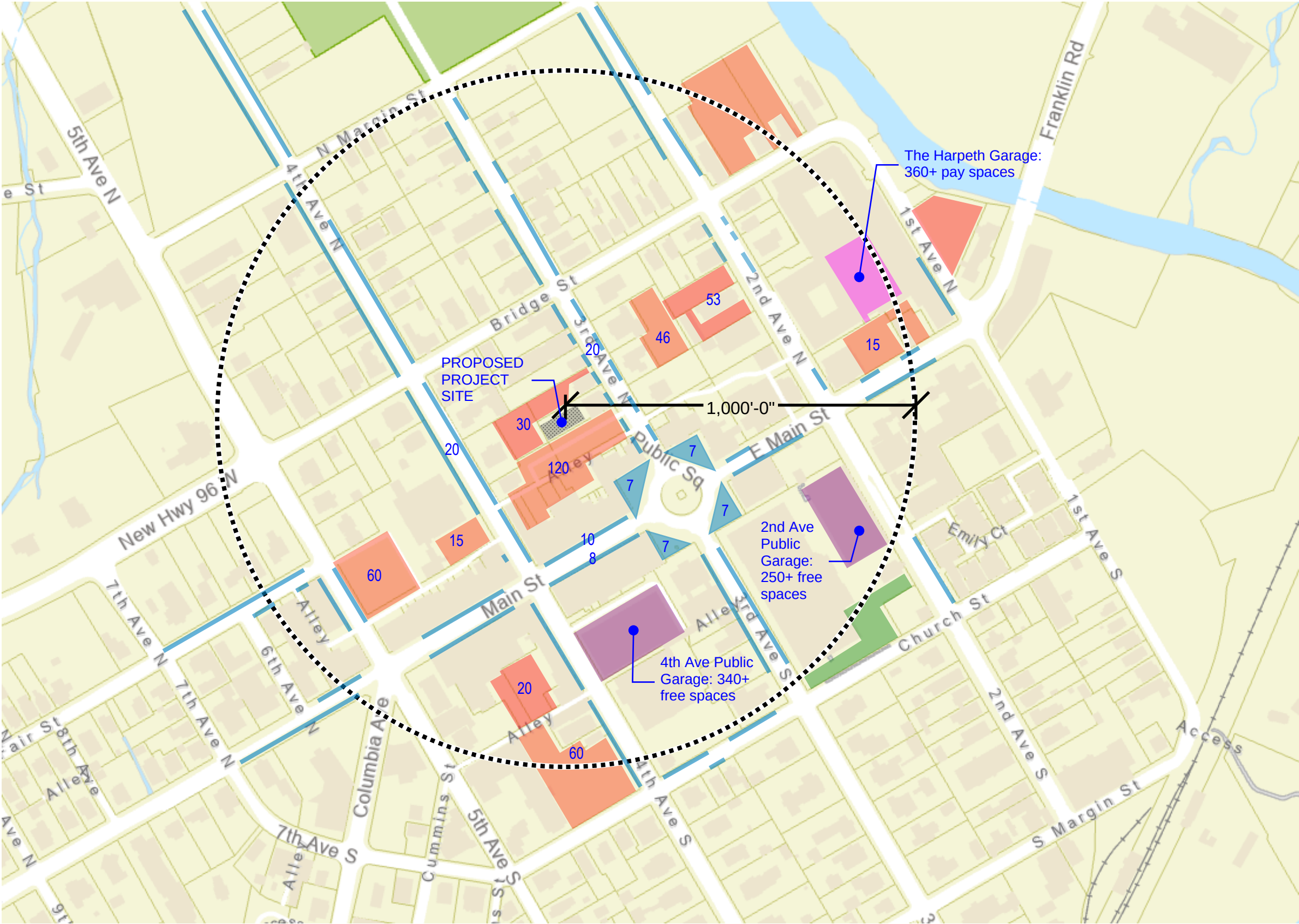
The peculiar nature of this hardship would be further underscored by the scale of available parking within 1,000 feet of the property (see Exhibit on page 04 & 05)

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.

We understand Staff's position that because no building permits were pulled nor certificates of occupancy requested in the past, the commercial use for this property has not been established. We would point out however that multiple licensed, tax-paying businesses have operated in this location for over 20 years, so for the purposes of establishing that a commercial use in this structure would be a "detriment to the public good" we think it a fair assessment that a commercial use has been in place in the recent past and thus and no significant change would occur due to this proposed alternate commercial use.

There are over 1,400 publicly available paid and free parking spaces provided within 1,000 feet of the property, and per a parking study commissioned by the City of Franklin in 2022, adequate parking exists to serve this proposed use. A detailed assessment of parking and references to the study have been provided on page 05.



Available Parking Within 1,000 ft.

FREE - PARKING STRUCTURE
approximately 590 available spaces

PAID - PARKING STRUCTURE
approximately 360 available spaces

FREE/PAID - PARKING LOTS
approximately 360 available spaces

FREE - STREET PARKING
approximately 100 available spaces

Total Available Spaces: 1,400+

From 2022 Walker Consultants parking study

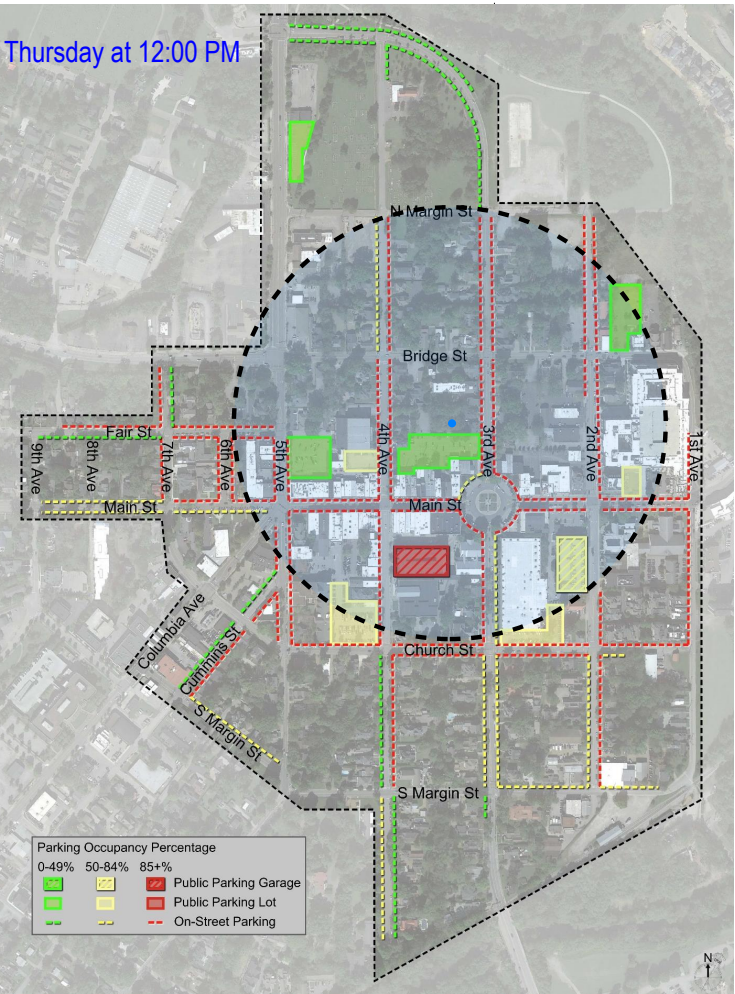
Table 4: Parking Occupancy Percentages

	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%

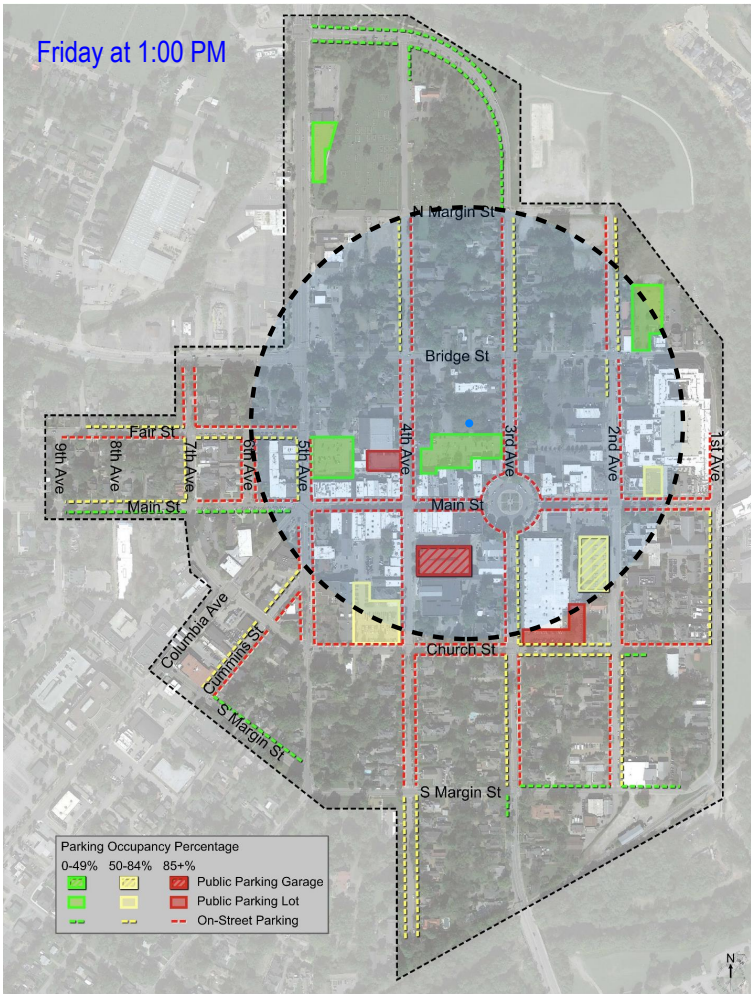
Note that this is peak usage and occupancy begins to fall in the evening after 5:00 (when these statistics were taken). While free lots are occupied, there exists capacity in on-street parking (particularly that north of Main St. as seen on subsequent page) and there is considerable capacity with pay lots.

The following pages show parking "heat maps" which specifically address the capacity of the area within 1,000 sf of the proposed project site.

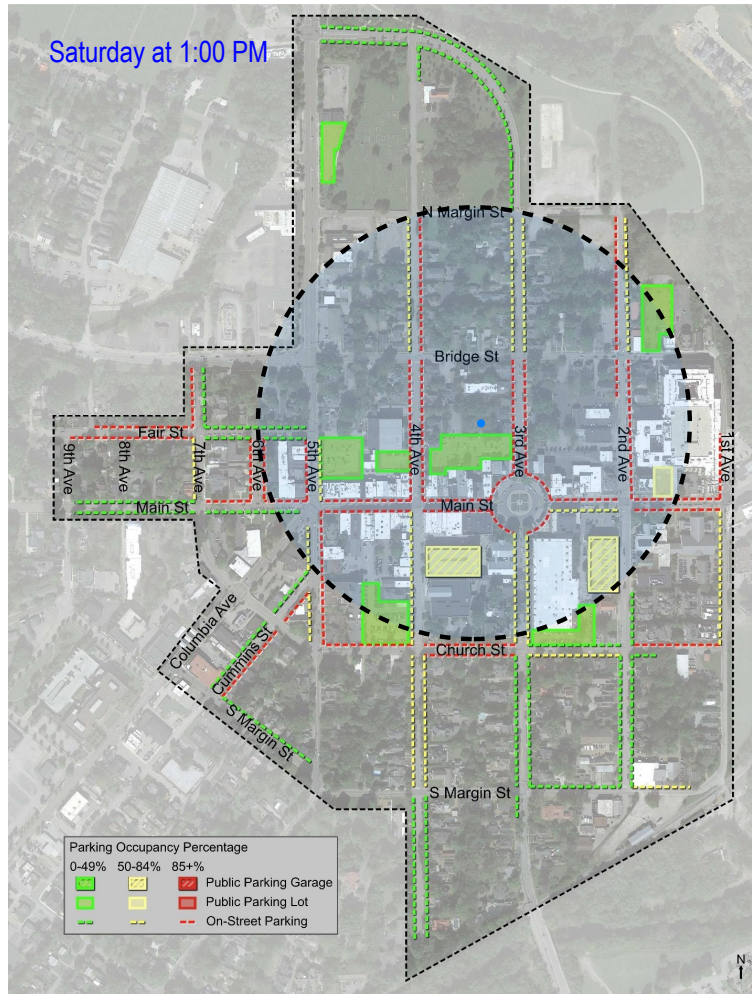
Thursday at 12:00 PM



Friday at 1:00 PM



Saturday at 1:00 PM

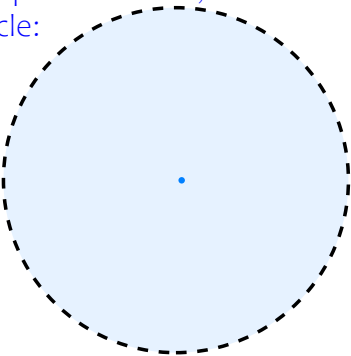


EDEN BEER GARDEN

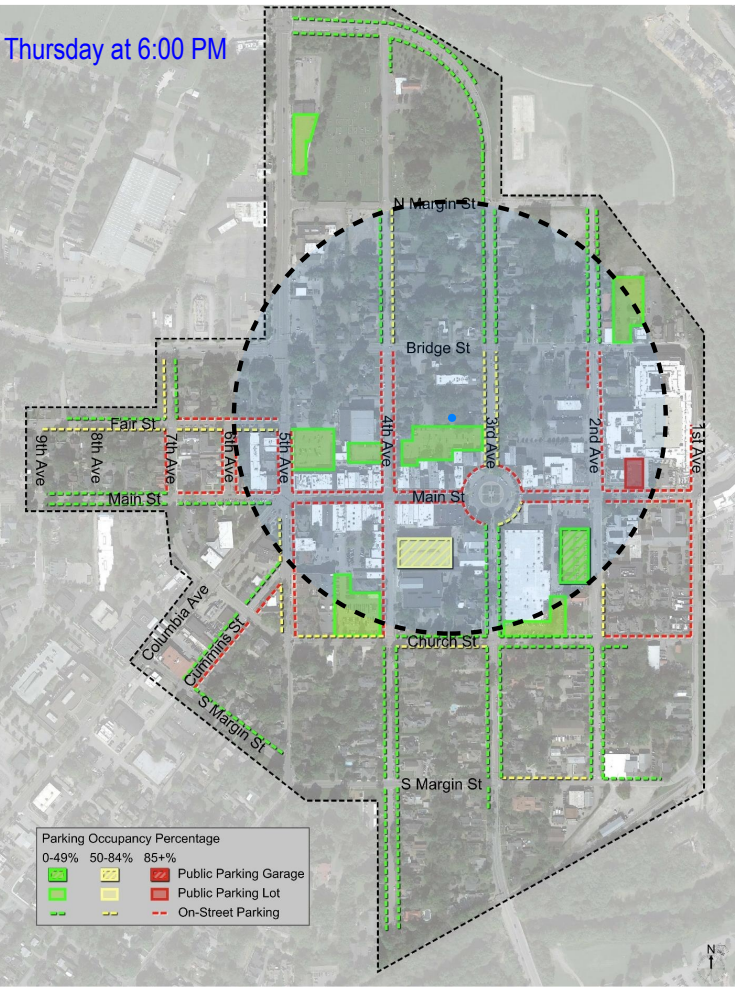
PARKING "HEAT MAPS"

These parking "heat maps" are taken from a study by Walker Consultants which has been placed on the city website for public availability. Note that these maps provide parking occupancy rates at the PEAK times, meaning worst case scenario.

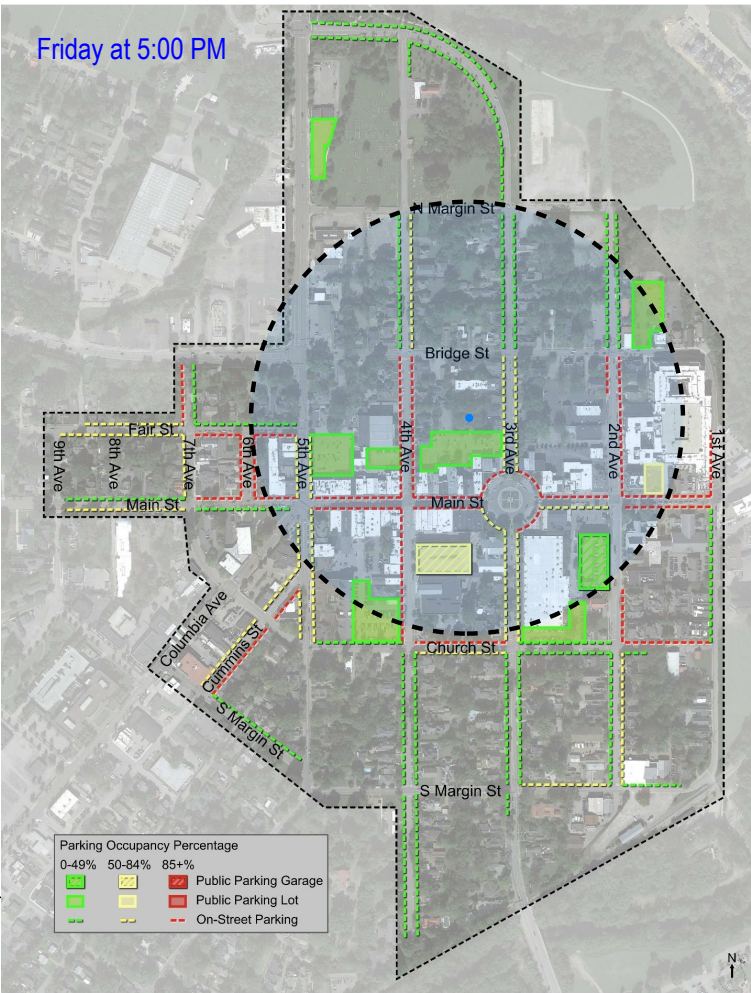
The available spaces within 1,000 feet are noted within this circle:



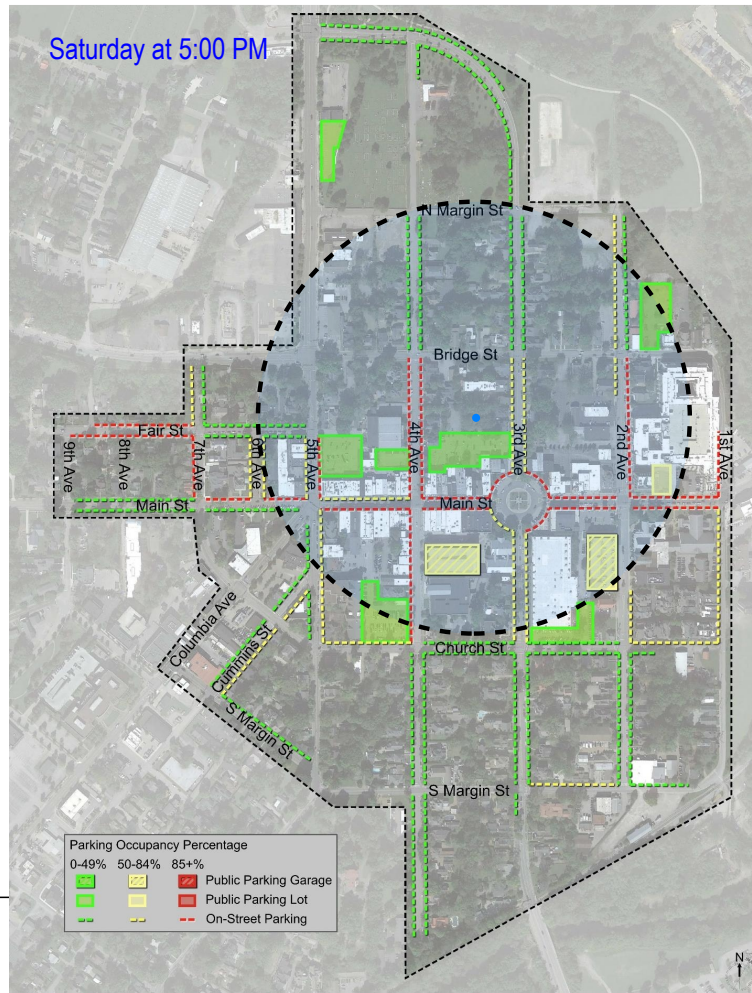
Thursday at 6:00 PM



Friday at 5:00 PM



Saturday at 5:00 PM



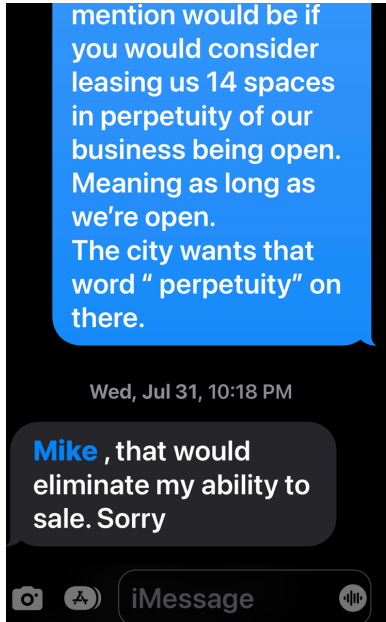
It should be noted that even in these times of peak demand, the adjacent pay lot remains less than 50% full and on-street parking along 3rd Avenue is often only 50-84% occupied and on-street parking north of Bridge Street is less than 50% occupied at 5:00.

EDEN BEER GARDEN

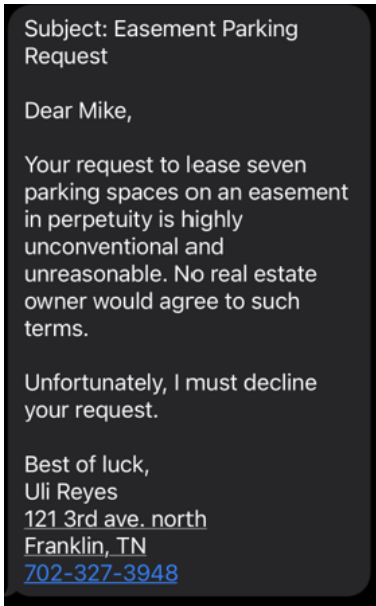
OWNER LEASE REQUESTS TO SURROUNDING OWNERS

EDEN BEER GARDEN

Text exchange between the applicant Mike Saavedra and Brandon Bennett, owner of adjacent property



Text exchange between the applicant Mike Saavedra and Uli Reyes, owner of adjacent property at 121 3rd Ave. North. indicating that he will not agree to language as required in the ordinance.



Email exchange between the applicant Mike Saavedra and Marla Albert, owner of adjacent property

From: Marla Albert <marla@shuffproperties.com>
Sent: Tuesday, January 21, 2025 10:45 AM
To: Mike Saavedra <mike@powernashville.com>
Subject: Parking request

Hello Mike,
I must respectfully decline your request to lease our parking spaces in perpetuity. We believe we will need the use of all of our spaces for the new tenant at 127 2nd Ave N..
best regards,
Marla

--
Marla Shuff Albert
Ron Shuff Family Partnership
127 2nd Ave. N
Franklin, TN . 37064
615-544-5343

Parking Agreement for spaces at 117 4th Ave North in Franklin, TN

EXHIBIT A

Section 1. Grant of License
Licensor hereby licenses to Licensee, and Licensee hereby accepts, a License (the “License”) for the use of (14) parking space[s] but if approved by parking operator can increase as needed at the same monthly rate per vehicle (the “Spaces”) at the Parking Facility, by Licensee. The License shall be subject to, and used in accordance with, the terms and conditions of this Agreement and the Parking Services Agreement between Licensor and Owner (“Underlying Agreement”).

Section 2. Term
Notwithstanding anything to the contrary herein contained, this Agreement shall run in perpetuity with lease agreement of Eden Bar Garden LLC. **However, notwithstanding any provision in this Agreement, either Party can terminate this Agreement for no reason or any reason whatsoever without payment of any penalty or fee by giving to the other at least thirty (30) days prior written notice of its election to terminate. Also in the event that Parking Management Company (PMC) is terminated as the parking management company for Fourth Avenue Church of Christ, this agreement will be terminated with Eden Bar Garden at the effective termination date of Parking Management Company.**

Section 4. Access
The License granted hereunder shall be valid for entry to the parking lot. Licensee is responsible for ensuring that each vehicle meets any applicable Parking Facility restrictions, the vehicles are only parked in designated areas, and vehicle lights are on at all times while driving in the Parking Facility.

Section 5. Closure of the Parking Facility
In the event that casualty, condemnation, repair, restoration, or any other cause necessitates the temporary or permanent closure of the Parking Facility, Licensee’s obligation to pay the Monthly License Fee shall be suspended during the extent of such closure, and Licensor’s obligation hereunder shall be limited to refunding a prorated portion of any Monthly License Fee which has already been paid by Licensee.

Section 6. Waiver of Claims
Owner, its agents, and Licensor shall not be liable nor responsible for the loss of nor damage to any vehicle in the Parking Facility nor any article or item of property from any vehicle parked in the Parking Facility. All persons using the Parking Facility or parking a vehicle in the Parking Facility pursuant hereto shall do so at their own risk.

Section 7. Indemnification
Licensee shall indemnify and hold harmless the Indemnitees from all claims, losses, costs, damages, or expenses (including reasonable attorneys’ fees) in connection with any injury to, including death of, any person or damage to any property arising, wholly or in part, out of any action, omission, or neglect of the Licensees, or any parties contracting with Licensor relating to the Parking Facility.

Section 8. Surrender
Upon the expiration of the Term of this Agreement, or on such earlier date as this Agreement and the License may be terminated in accordance with the provisions hereof, Licensee covenants and agrees to stop using the Parking Facility.

Section 10. Entire Agreement
This Agreement constitutes the entire agreement of the parties with respect to the subject matter hereof.

Section 11. Default
In the event that Licensor has not received any monetary amounts due and owing hereunder by Licensee within thirty (30) days of the invoice date, or Licensee is in default of any other, non-monetary obligation hereunder, Licensor shall have the right to terminate this Agreement immediately upon notice to Licensee and Licensor shall have no further liability hereunder.

Section 12. Insurance
Licensee shall purchase and maintain insurance in such form and substance to reasonably and customarily protect Licensor, Owner, and Licensee from the types of claims which may arise out of or result from the Licensees’ use of the Parking Facility.

Section 13. Equipment.
Licensee shall install no signage or parking equipment on the Parking Facility without the prior written consent of Licensor.

Section 14. Enforcement of Rules.
Licensee shall not use any physical force to remove any person from the Parking Facility and shall not take anyone into custody for violating any of the parking rules and regulations. Any violation of this provision of the Agreement shall entitle Licensor to immediately terminate this Agreement and to prevent any further entry onto the Parking Facility by Licensee.

Parking Management Company – 3713 Charlotte Ave, Nashville, TN 37209 – Office Number: 615-352-0415 – Office Hours: Mon-Fri 9AM to 5PM

City of Franklin staff has indicated that the language highlighted above would not comply with the ordinance. Below is an email from the property owner explaining that lease language must remain as-is.

From: JT Manor <jtmanor@parkingmgt.com>
Sent: Tuesday, January 21, 2025 12:21 PM
To: Mike Saavedra <mike@powernashville.com>
Cc: Jeremy Clow <jeremy.clow@906studio.com>; andrew ramirez <aaramirez2627@yahoo.com>
Subject: RE: 4th Ave Church of Christ Parking

Mike,

I have made some changes, but I spoke with my General Counsel and this must be the wording in the attached.

Thank you,

JT Manor



Downtown Area Study

Traffic Operations Center (TOC) Engineering
Department

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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.

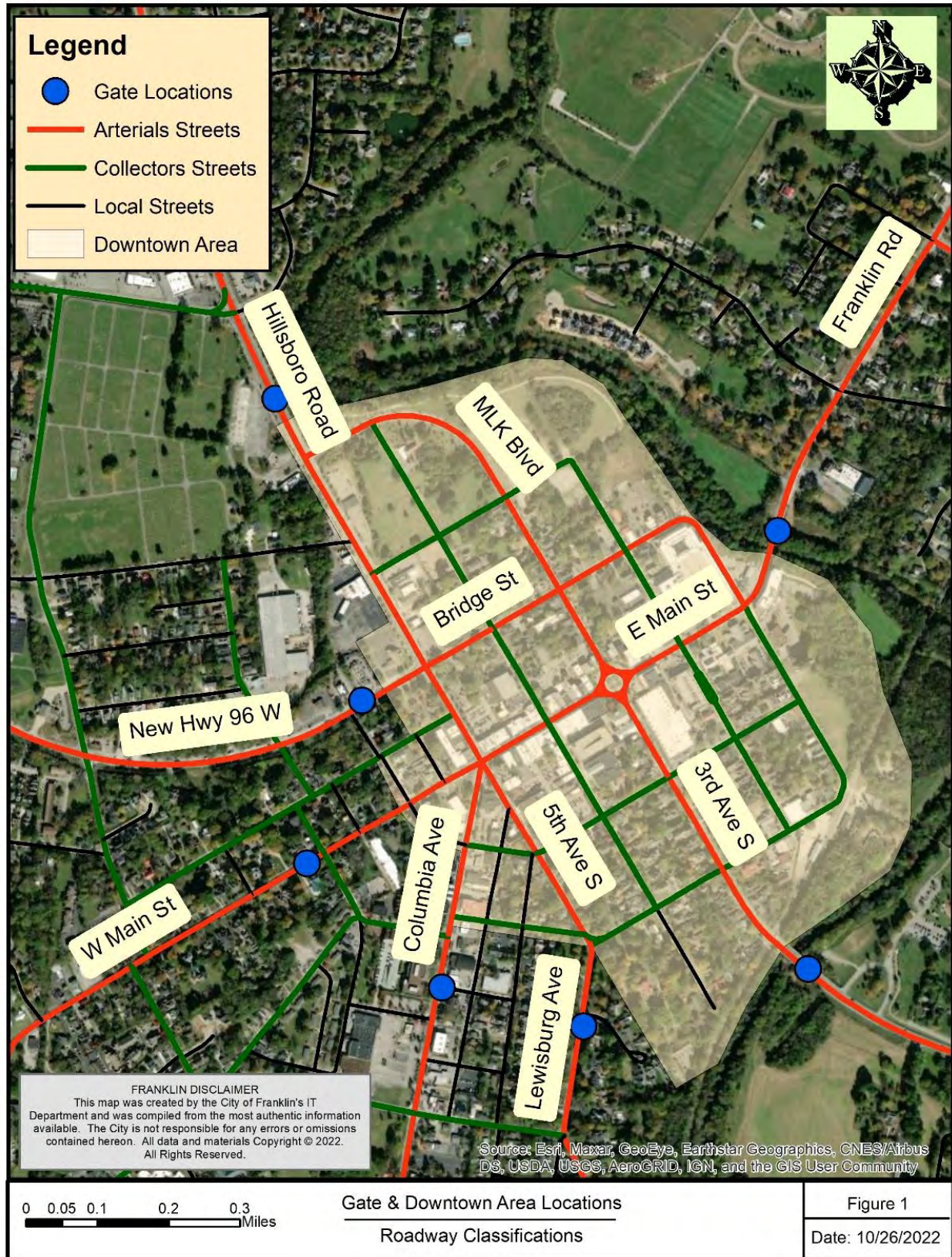


Figure 1 Location Map

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						
96 West						
Franklin						
Columbia						
Hillsboro						
Lewisburg						
West Main						

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.

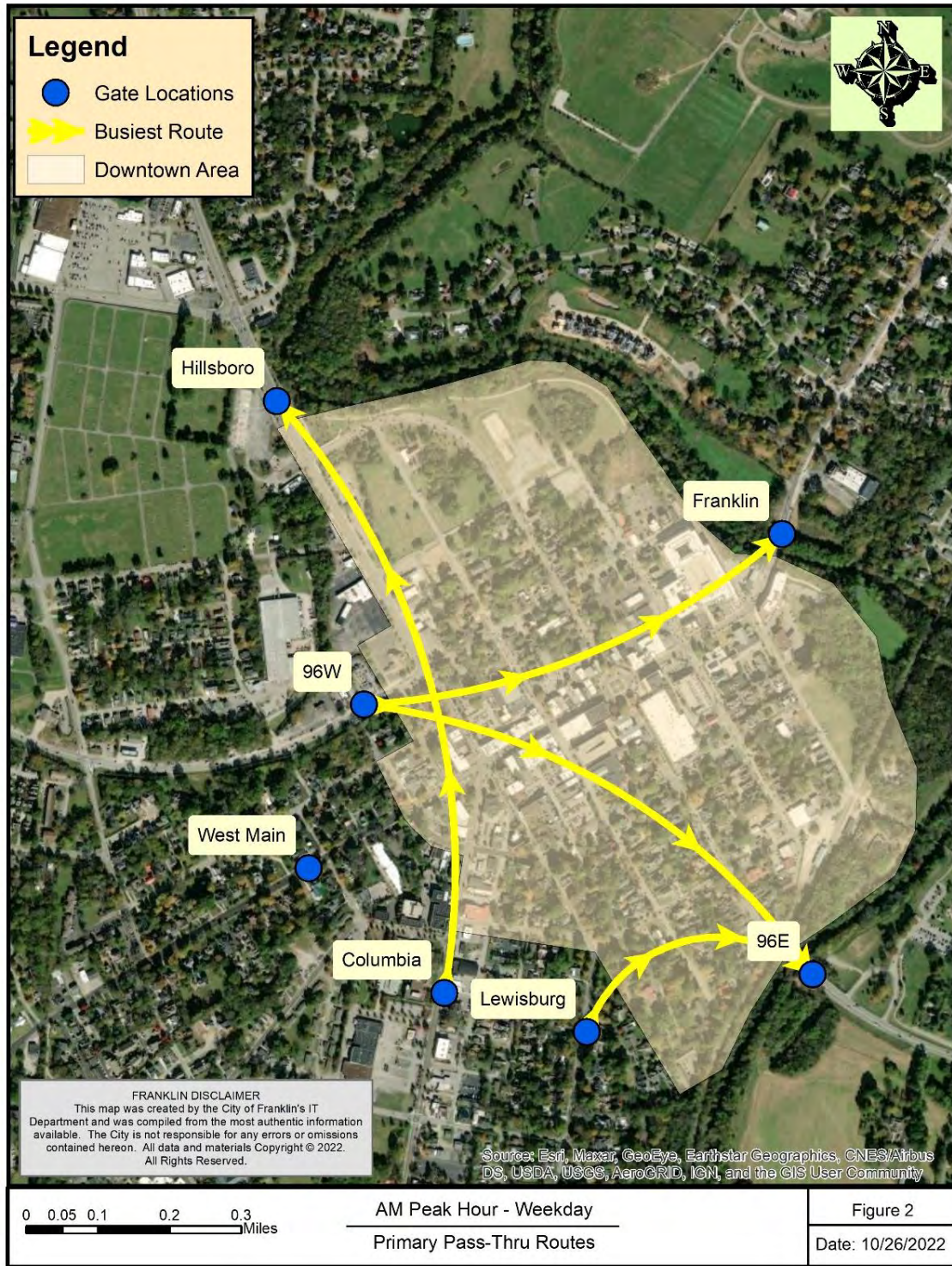


Figure 2

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.

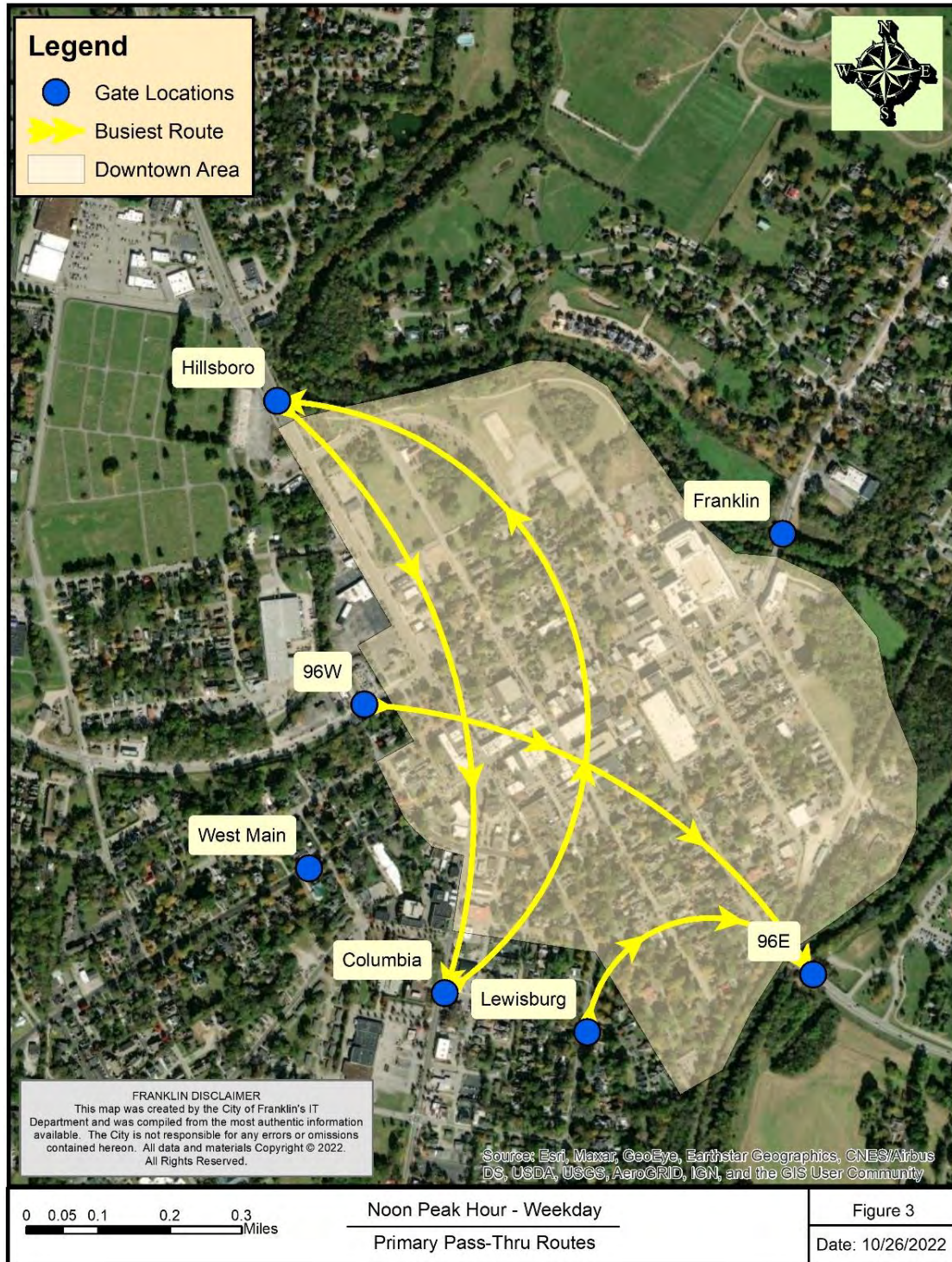


Figure 3

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 goes towards Columbia.

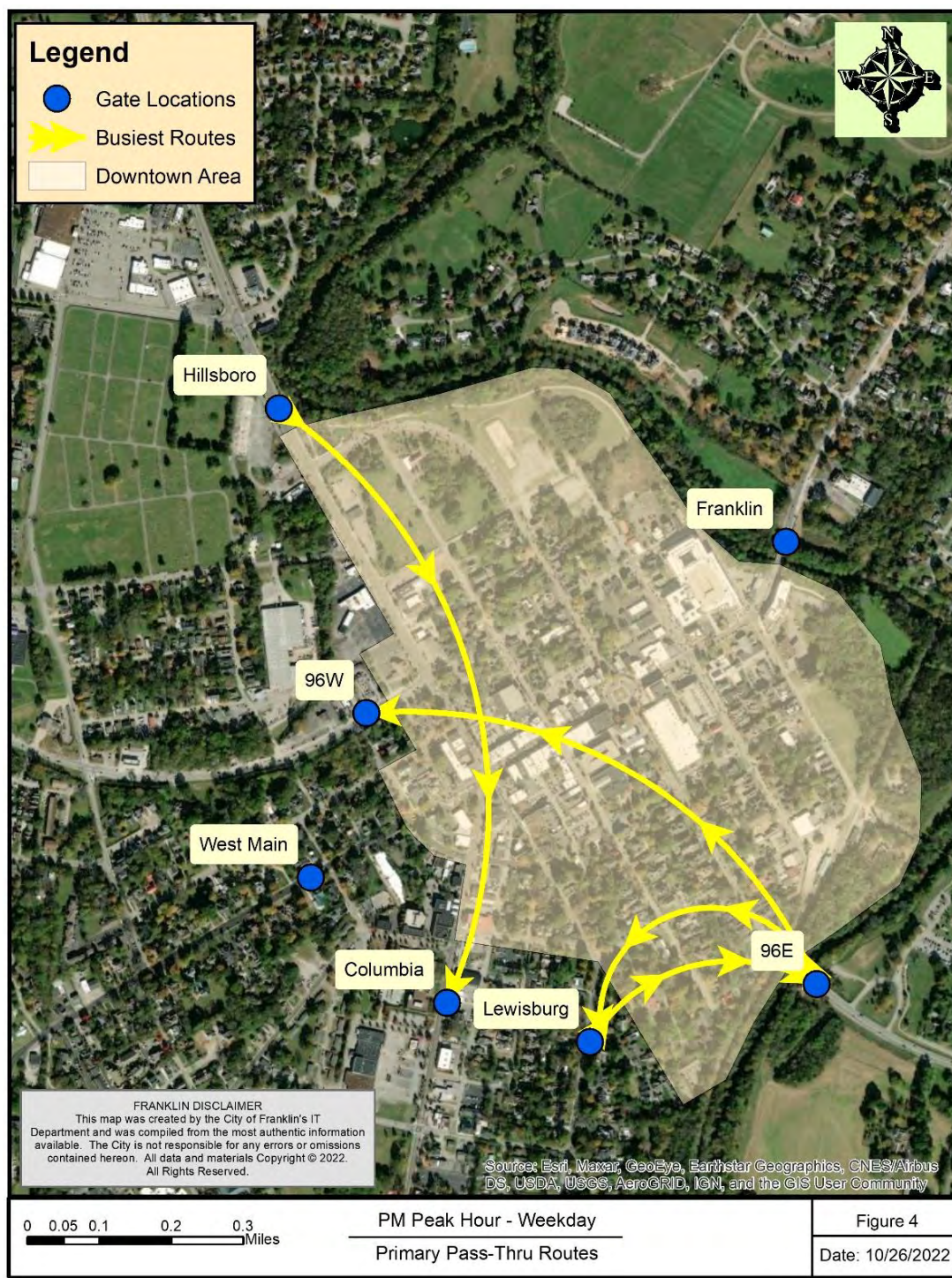


Figure 4

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.

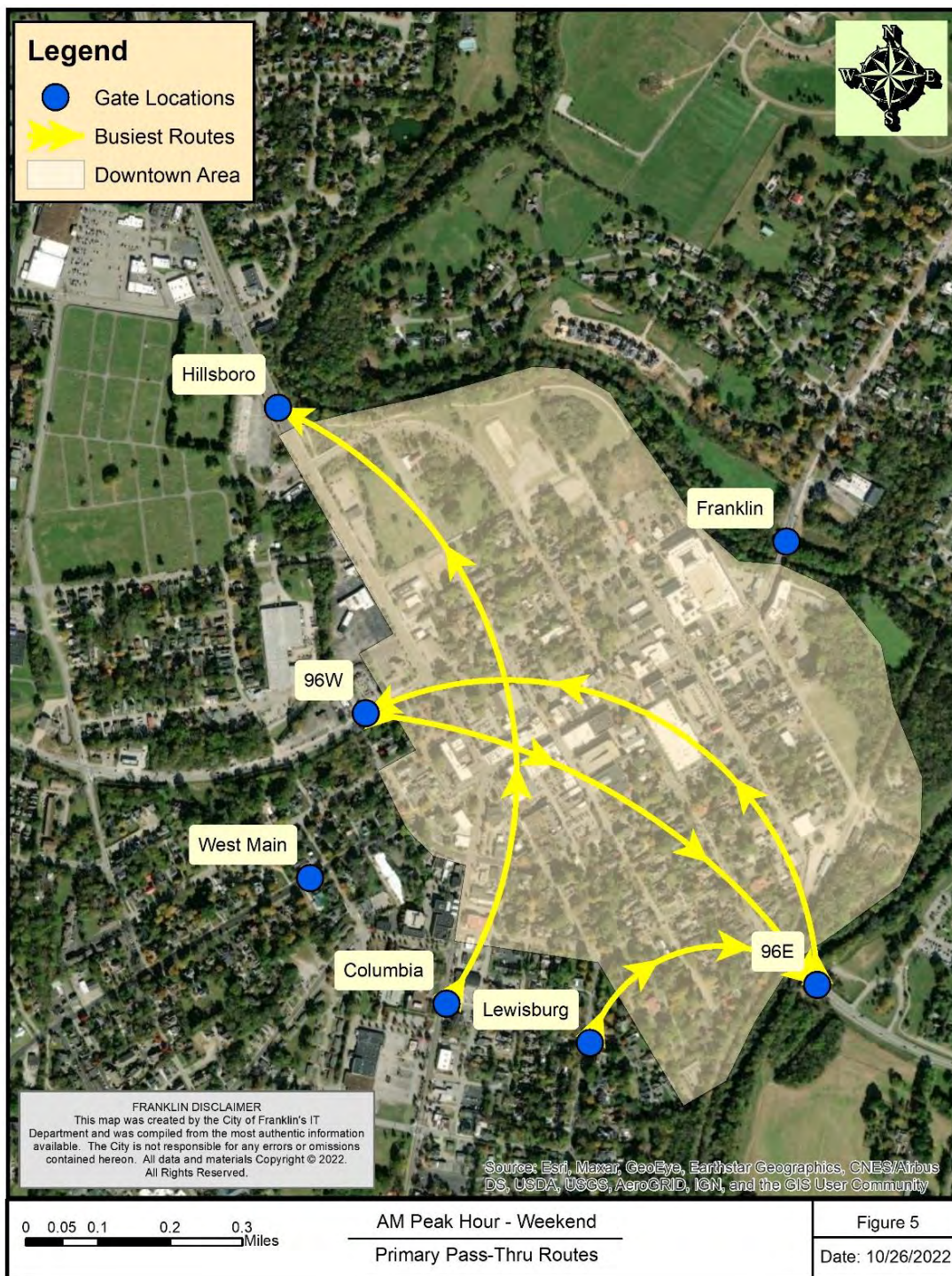


Figure 5

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.

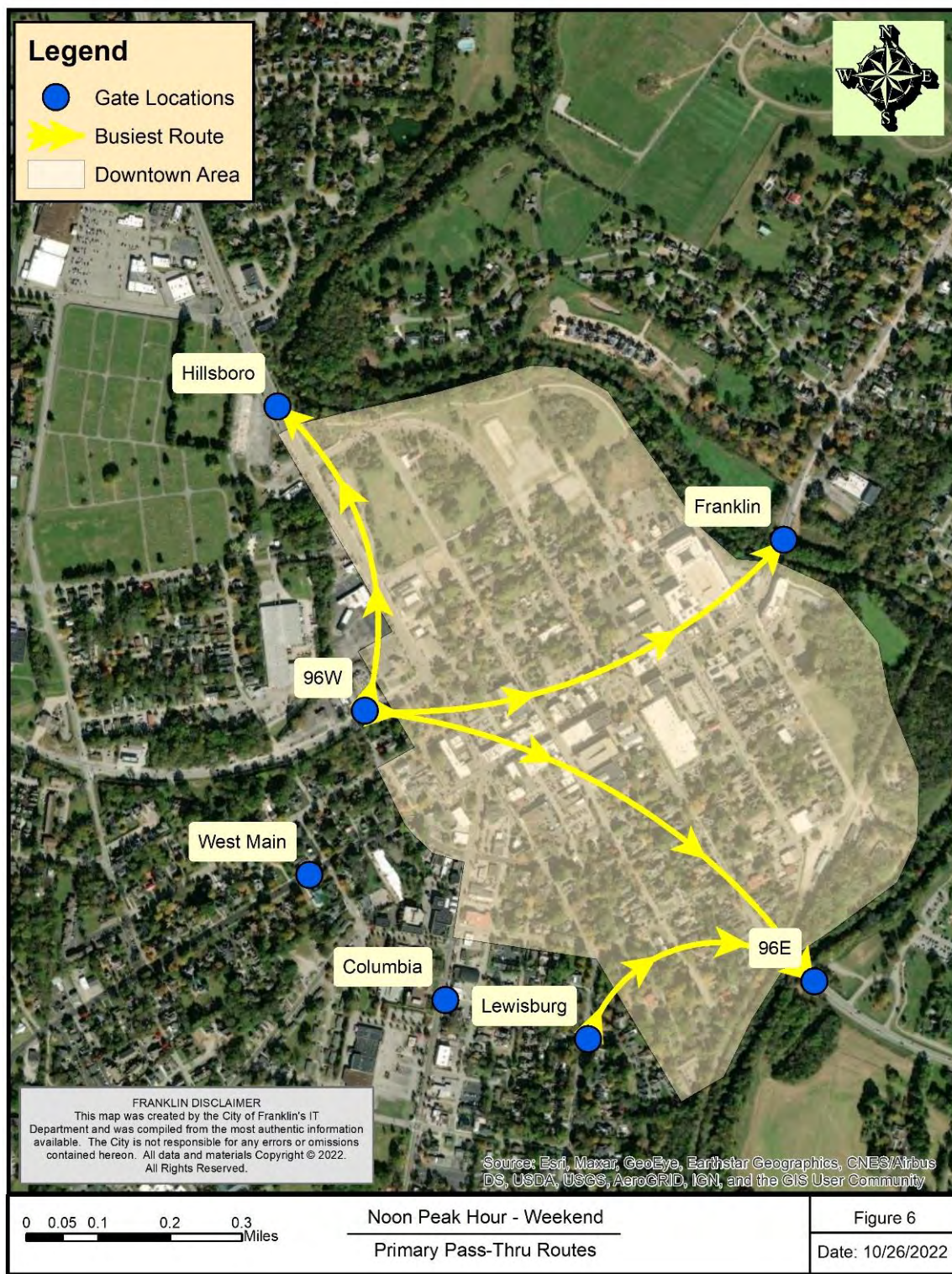


Figure 6

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.

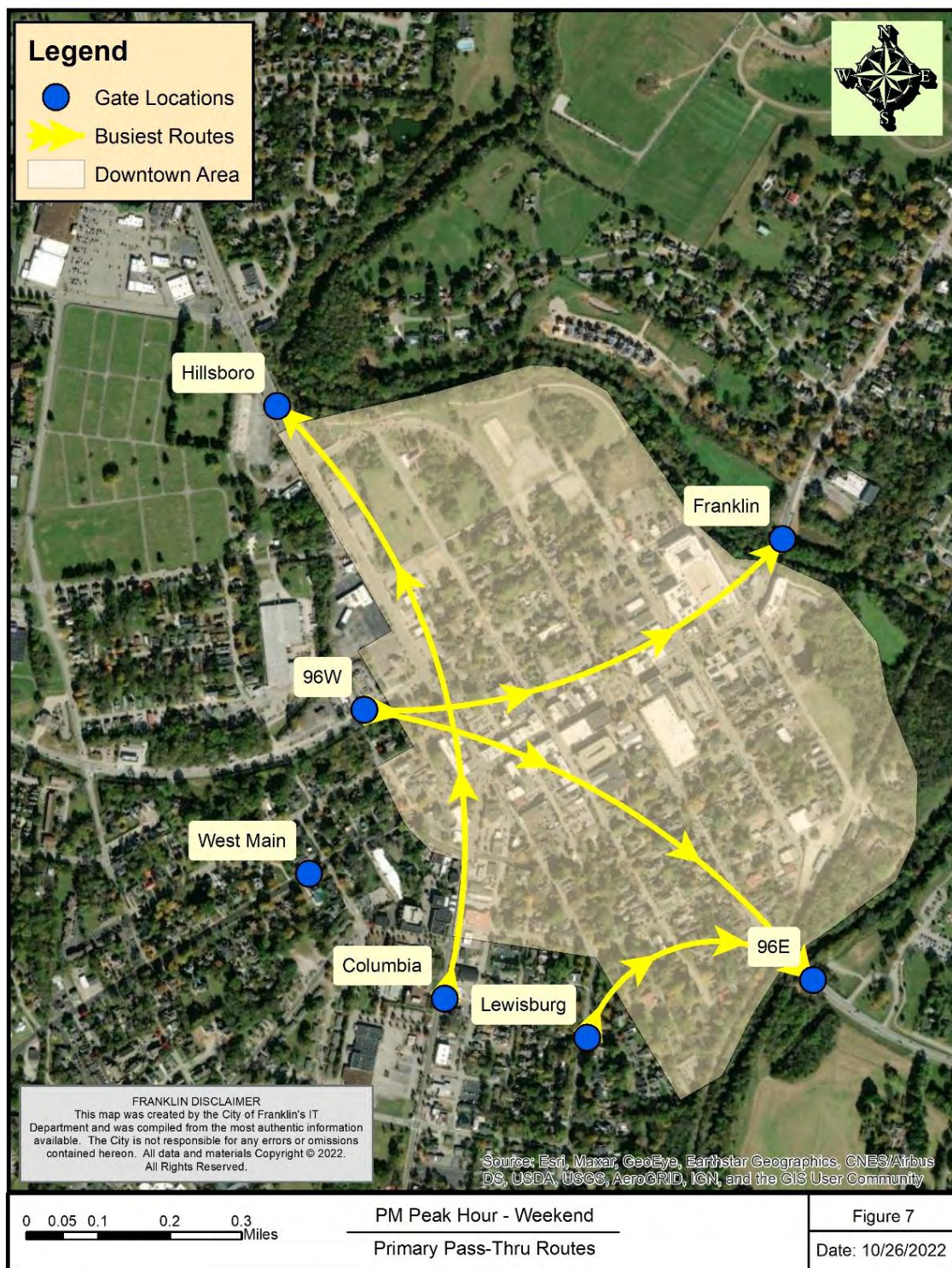


Figure 7

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.

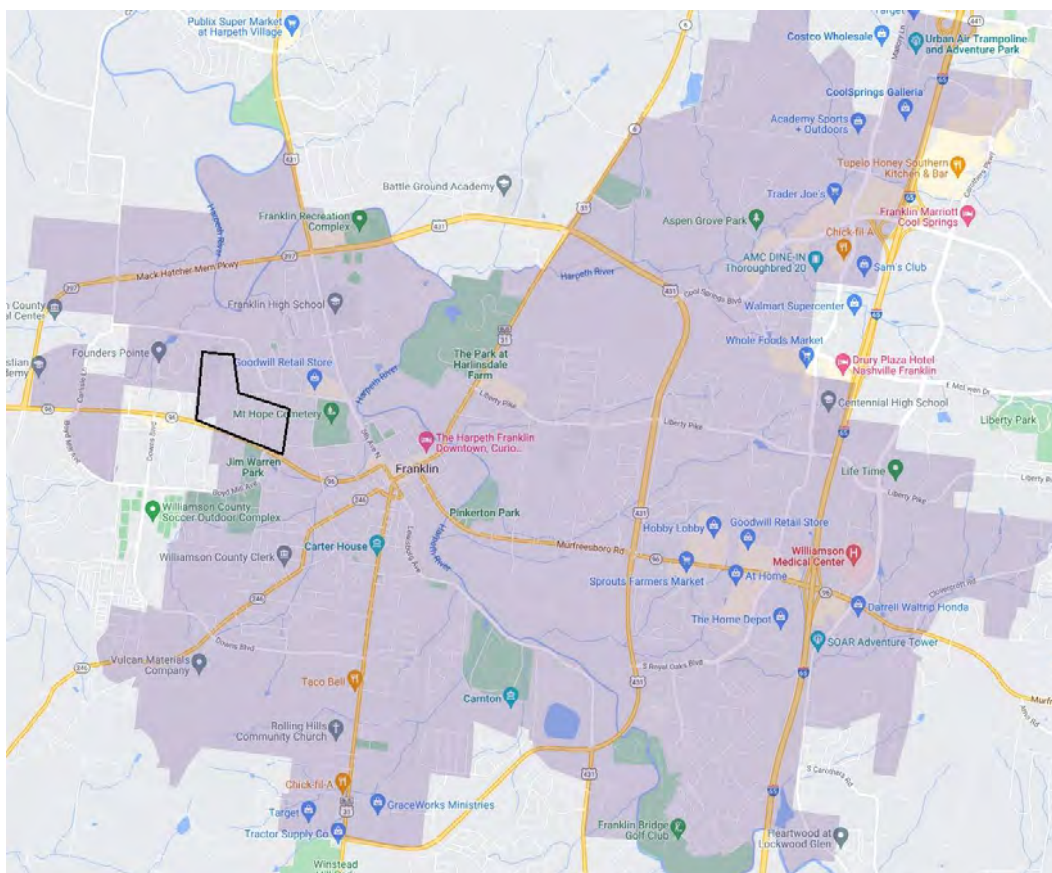


Figure 8 Freedom Intermediate/Middle School Zoning Area

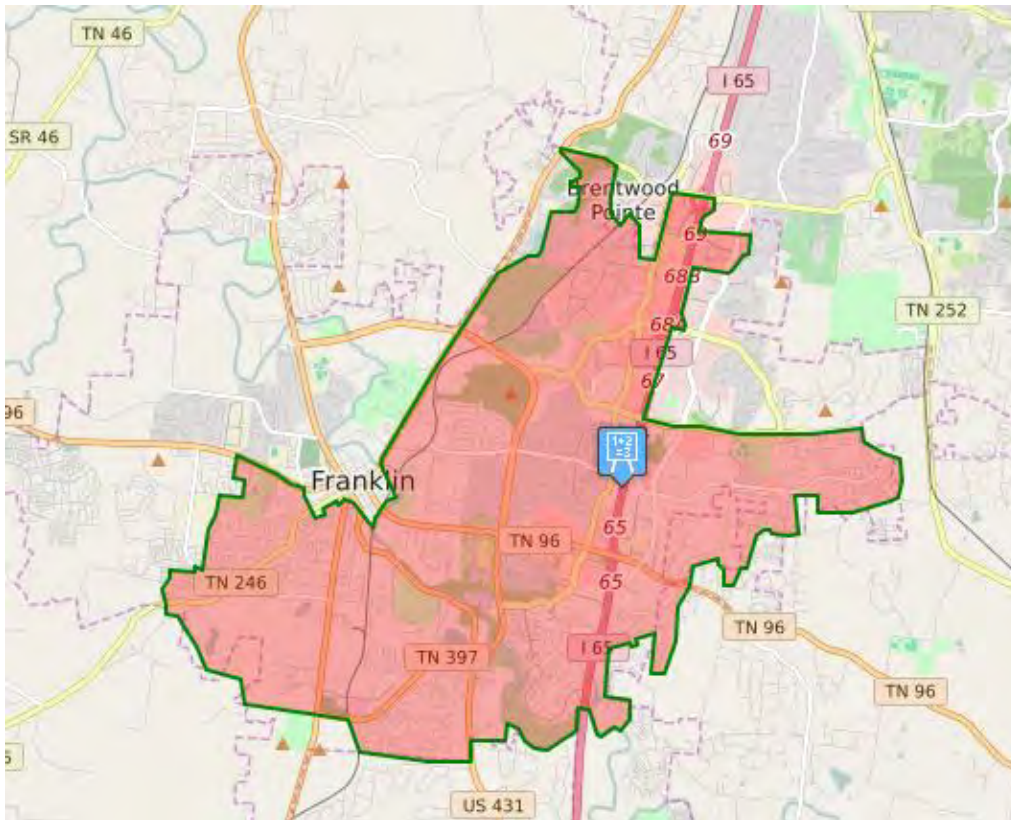


Figure 9 Centennial High School Zoning

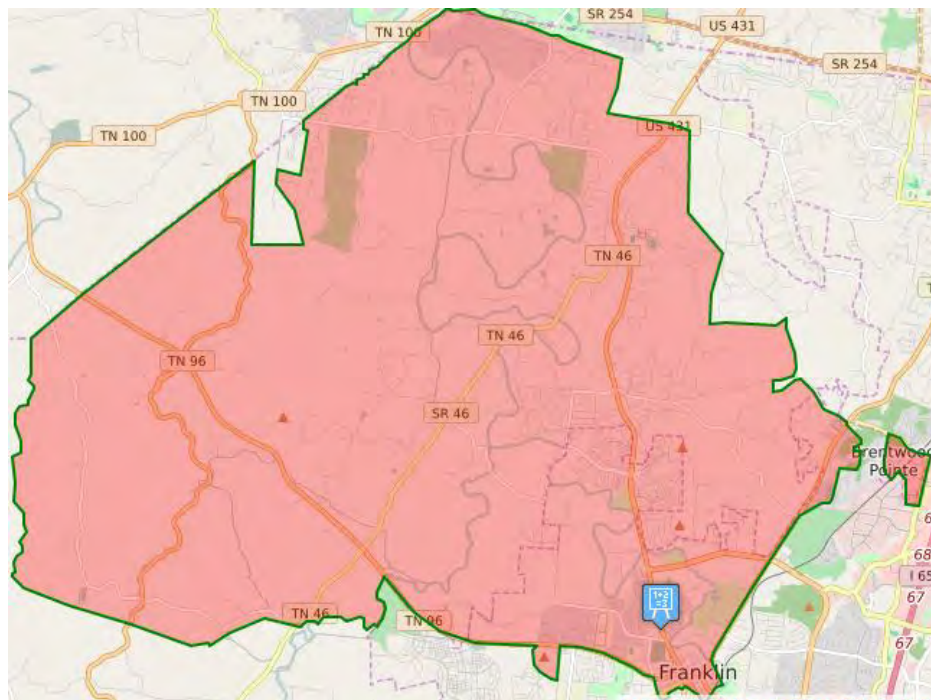


Figure 10 Franklin High School Zoning

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.

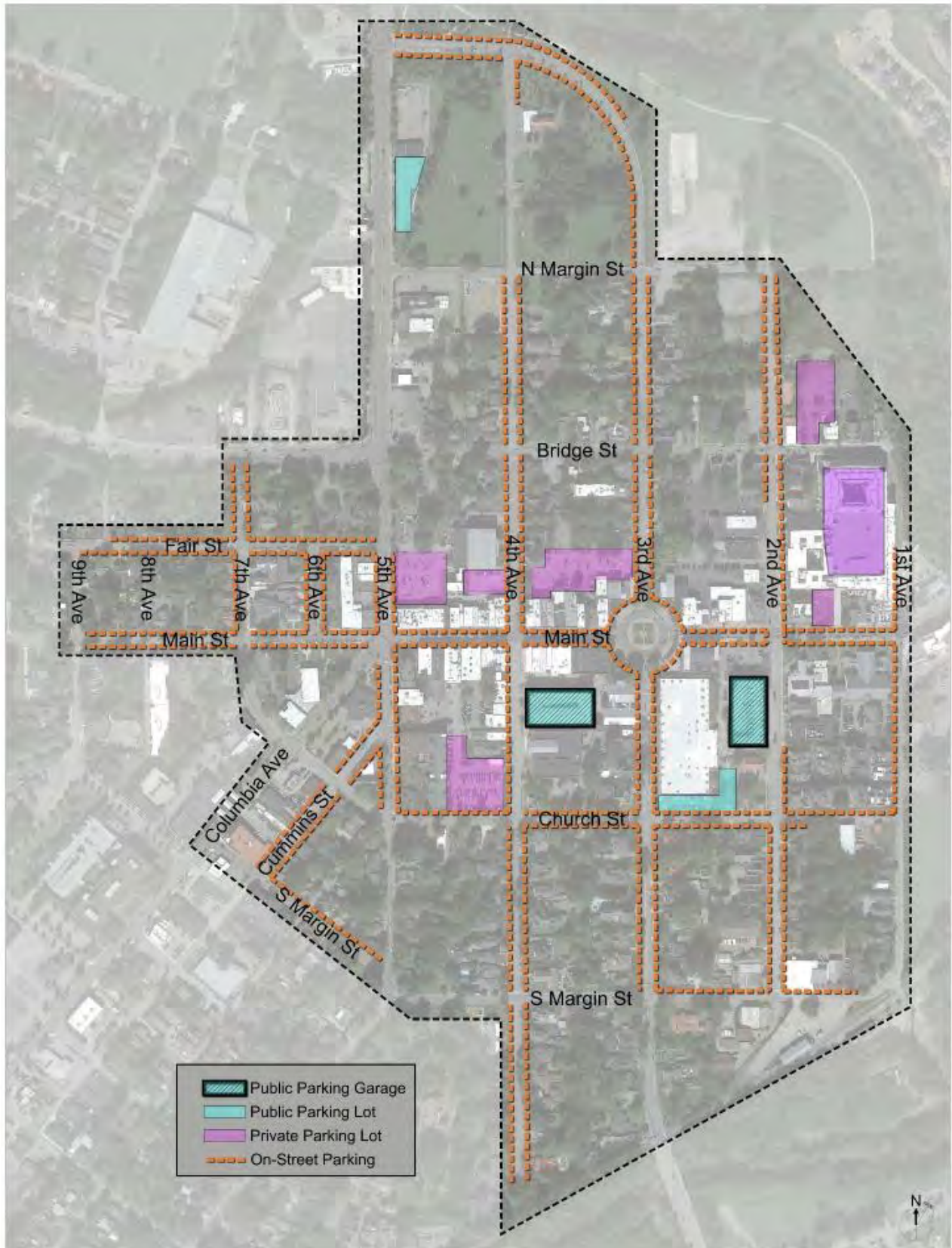


Figure 11 Parking Study area

[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).

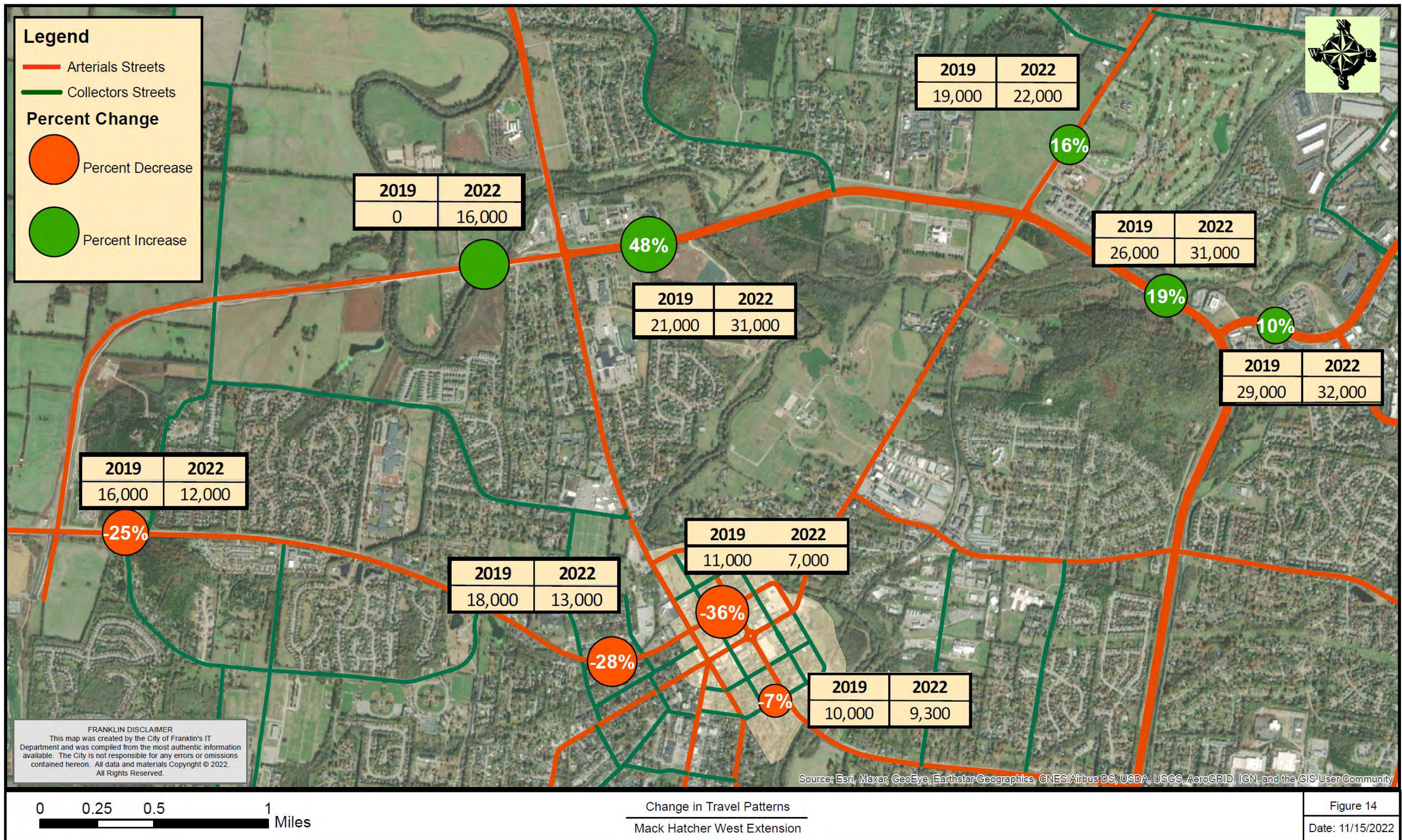


Figure 14 Mack Hatcher NW Extension Pattern Chang

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.

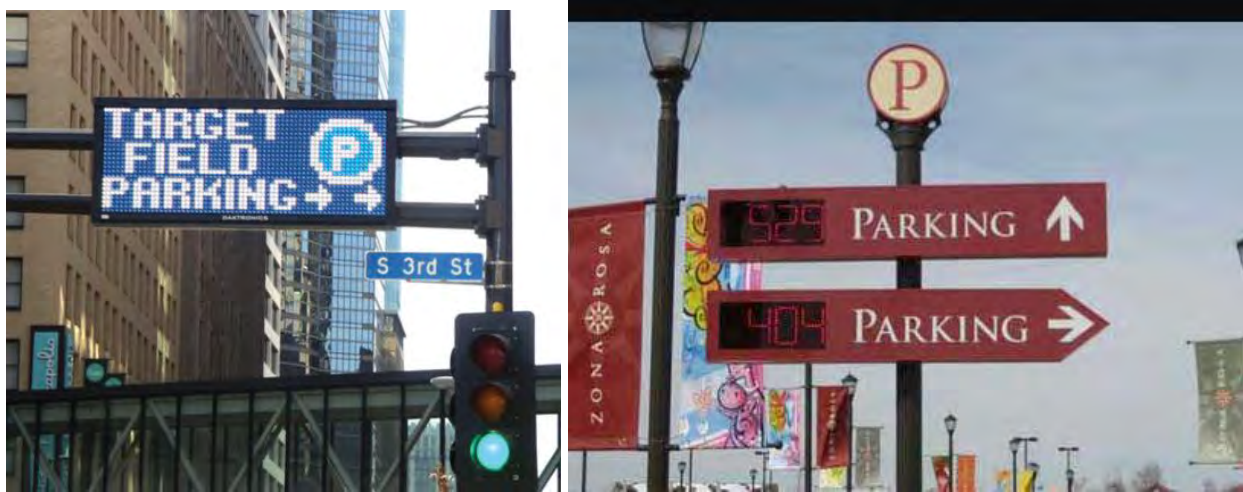


Figure 15 Dynamic Message Sign Examples

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

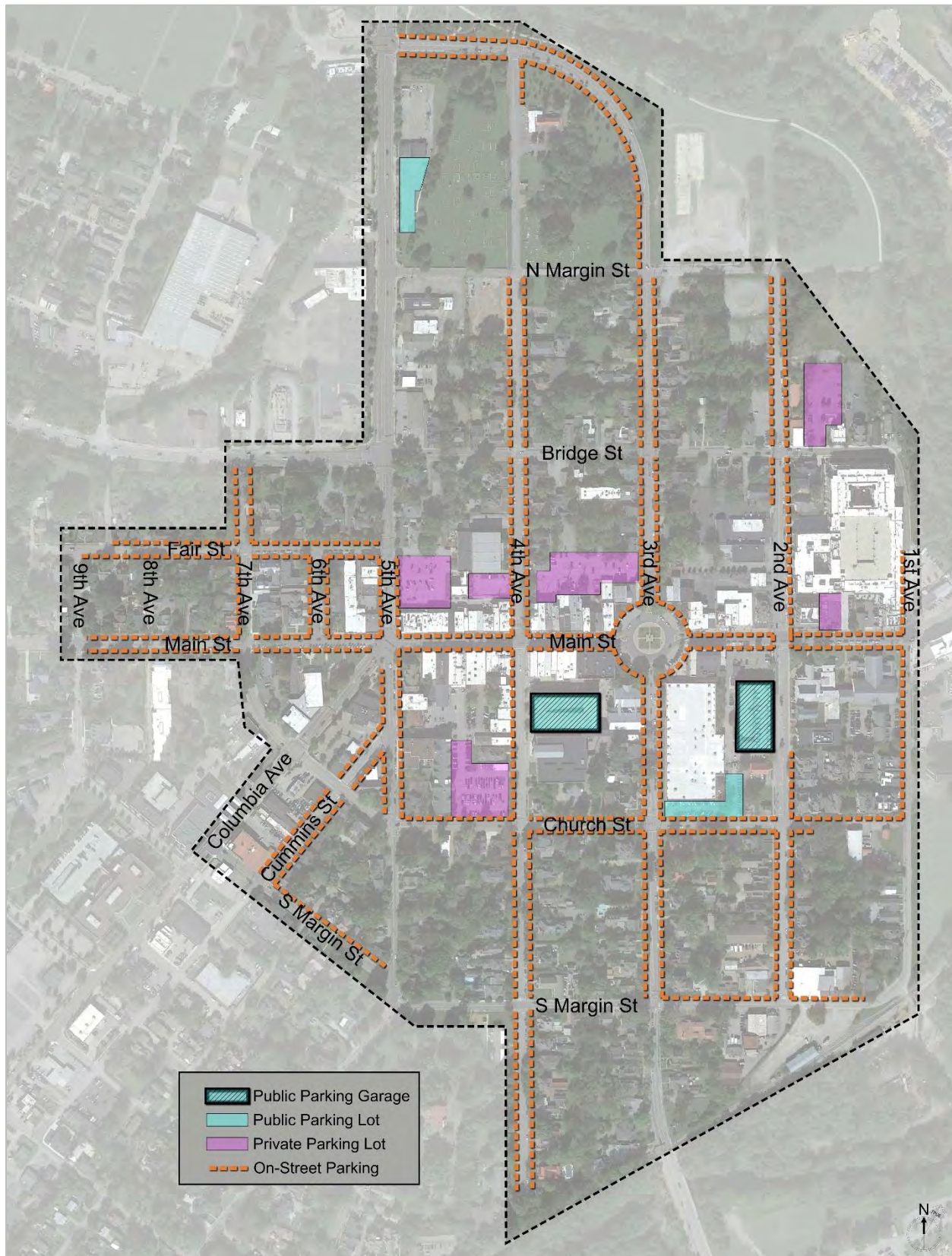
Further details of both the inventory and occupancy will be shared with the City in a Microsoft Excel spreadsheet.



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



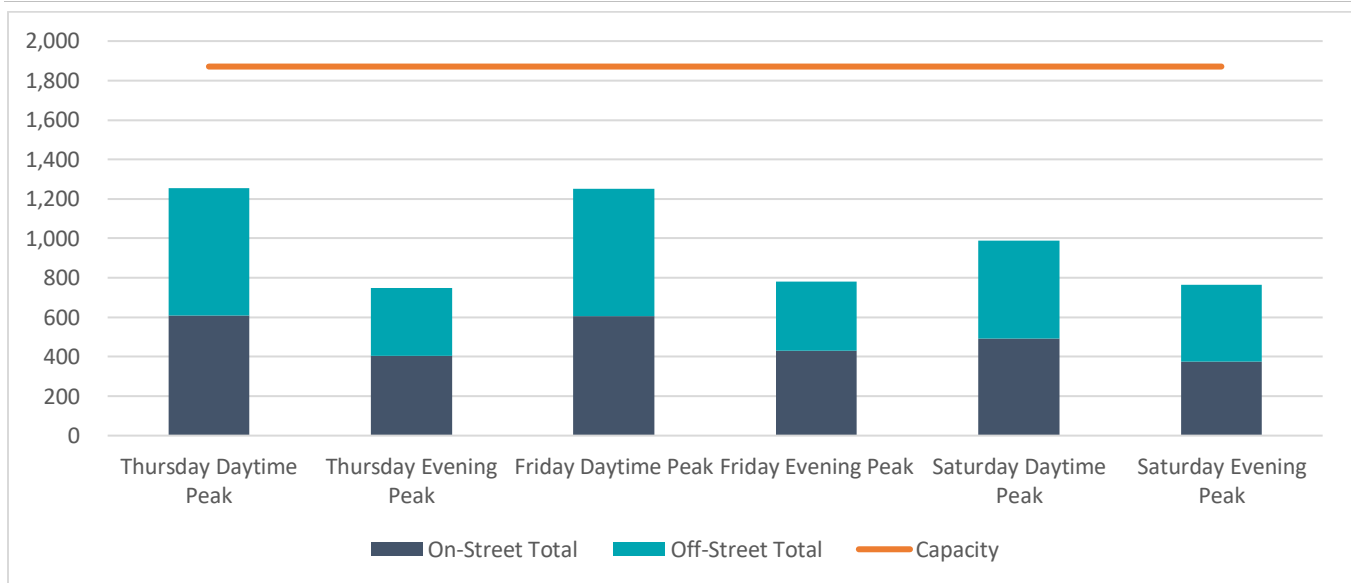
Exhibit 2: Study Area



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

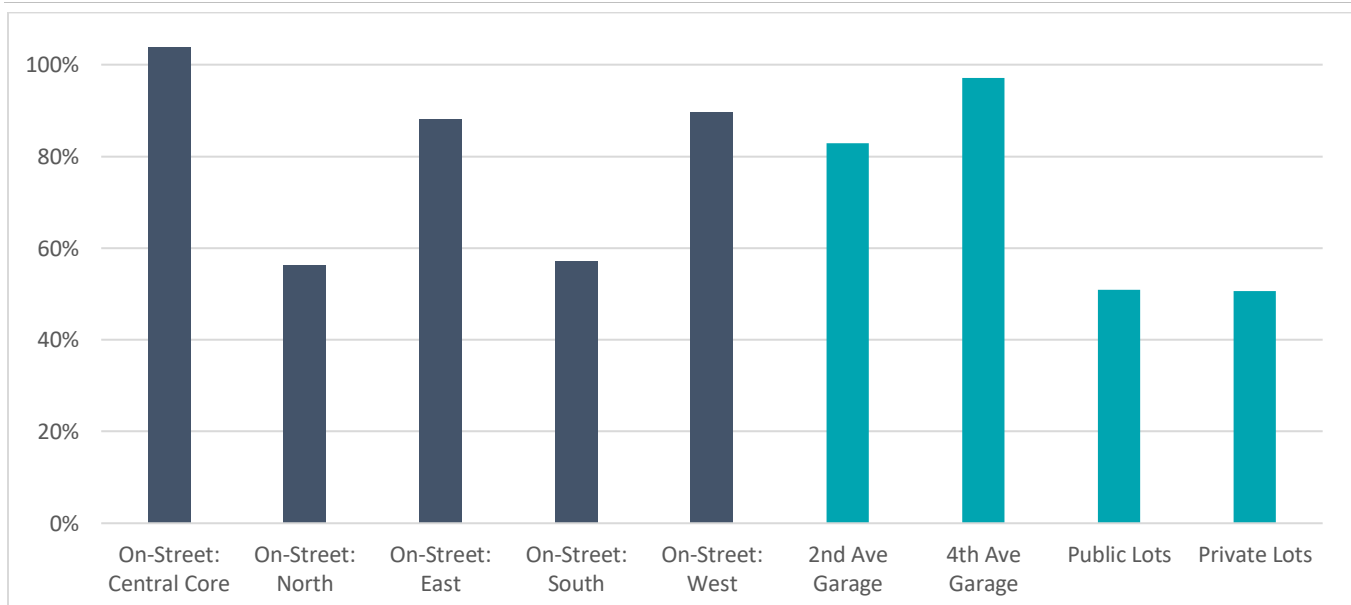




Exhibit 5: Franklin Zonal Map

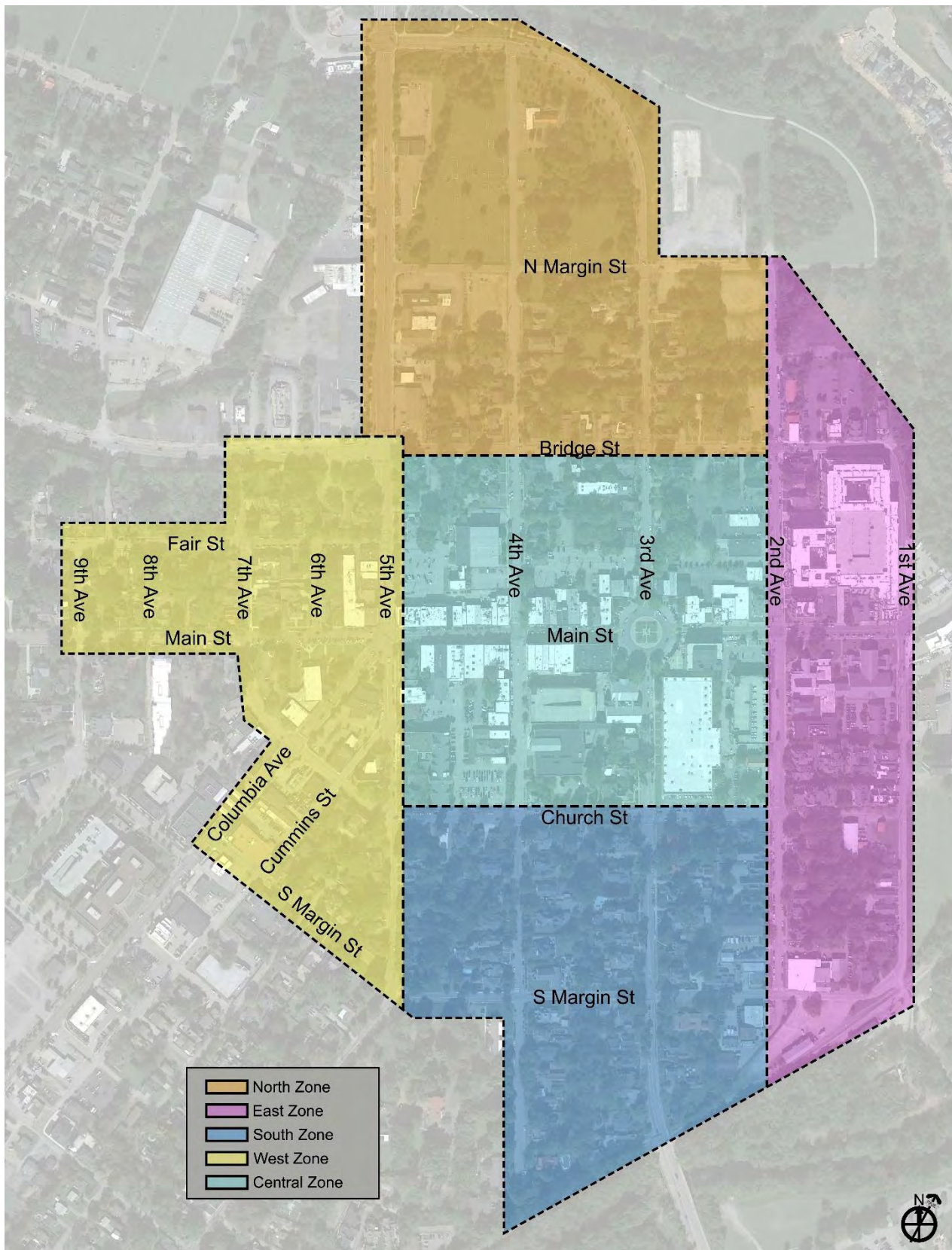


Exhibit 6: Parking Occupancy Percentages, by Location and Facility Type

	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 an 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.

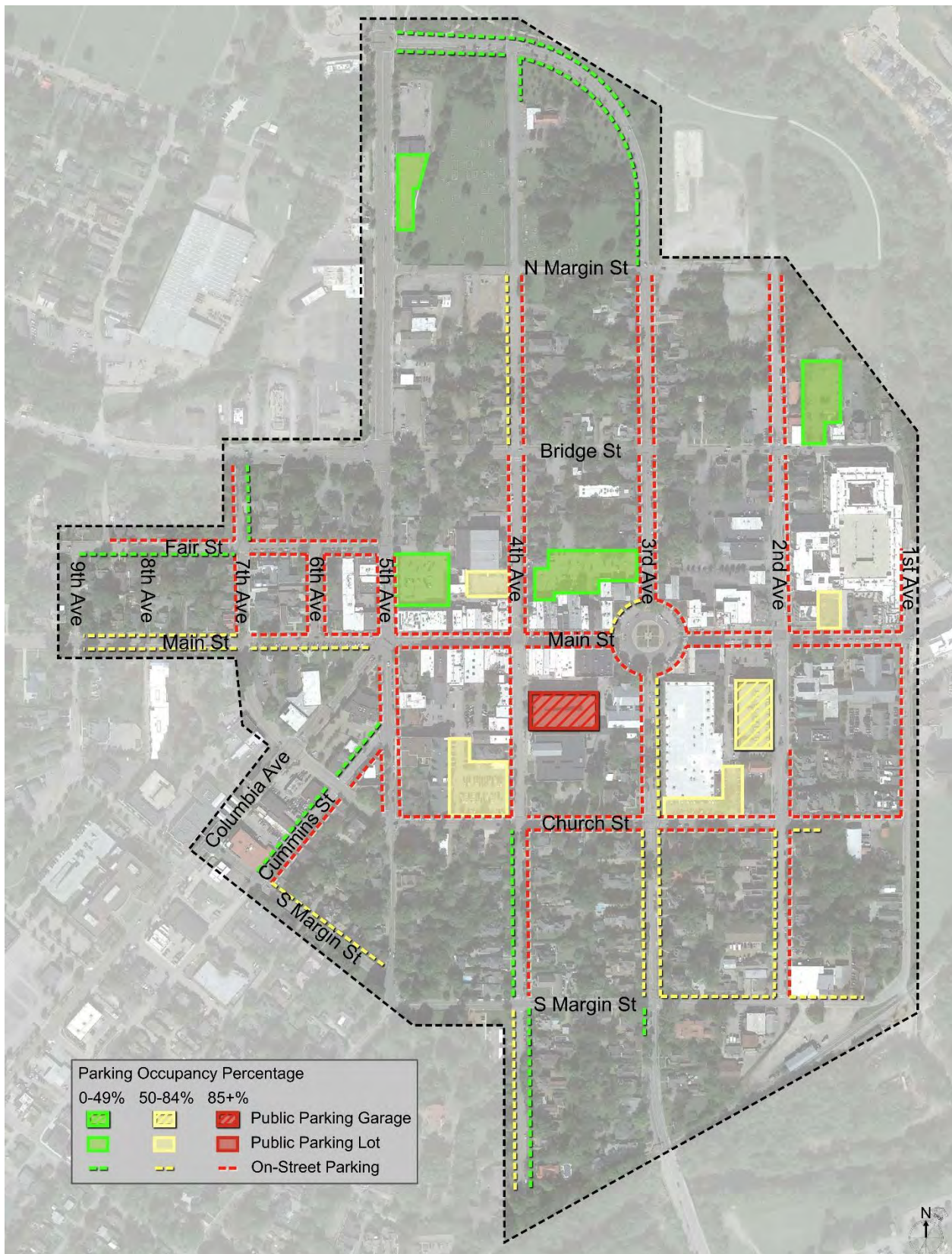




Exhibit 8: Parking Occupancy Heat Map—Thursday 6:00 p.m.





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





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

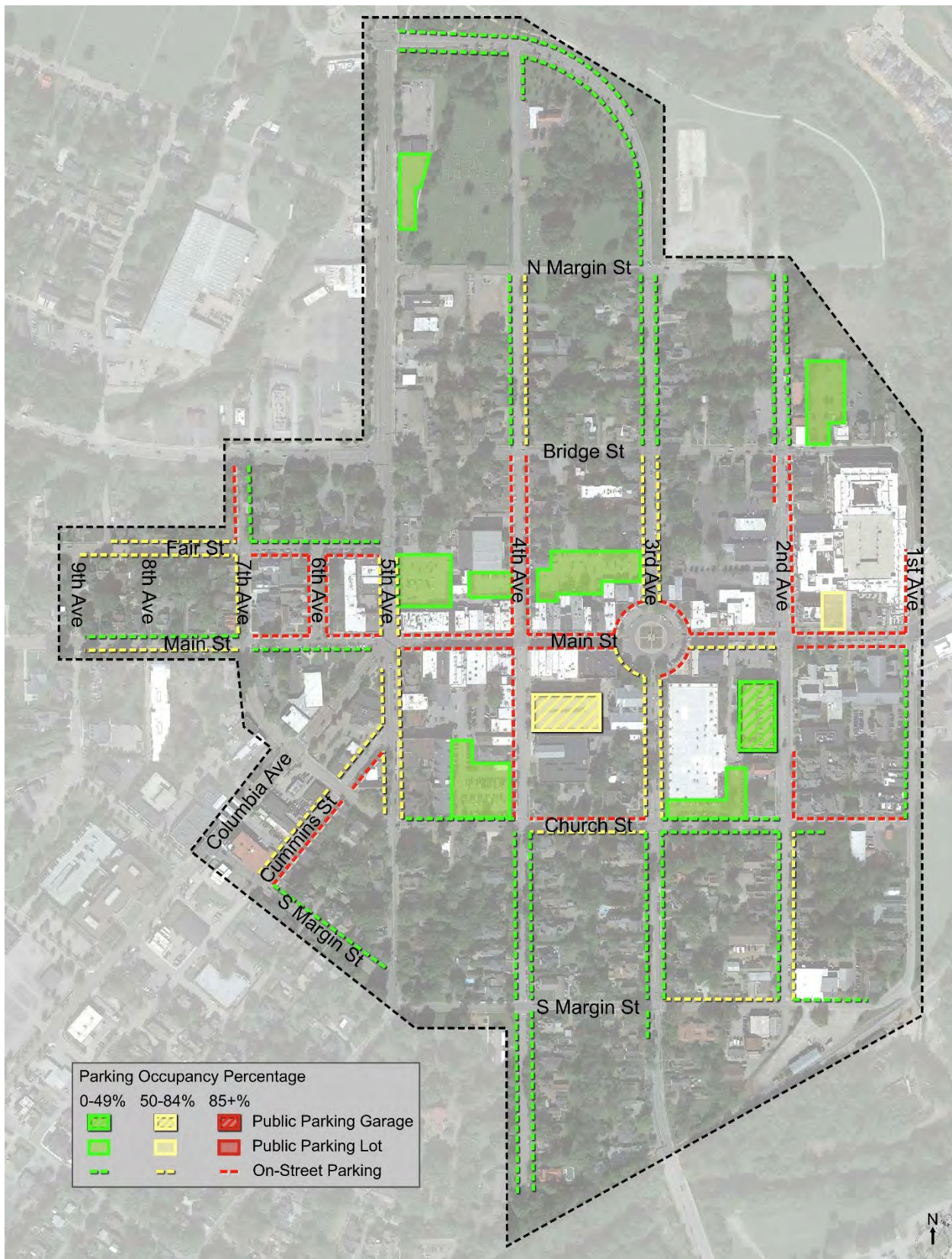




Exhibit 11: Parking Occupancy Heat Map—Saturday 1:00 p.m.





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

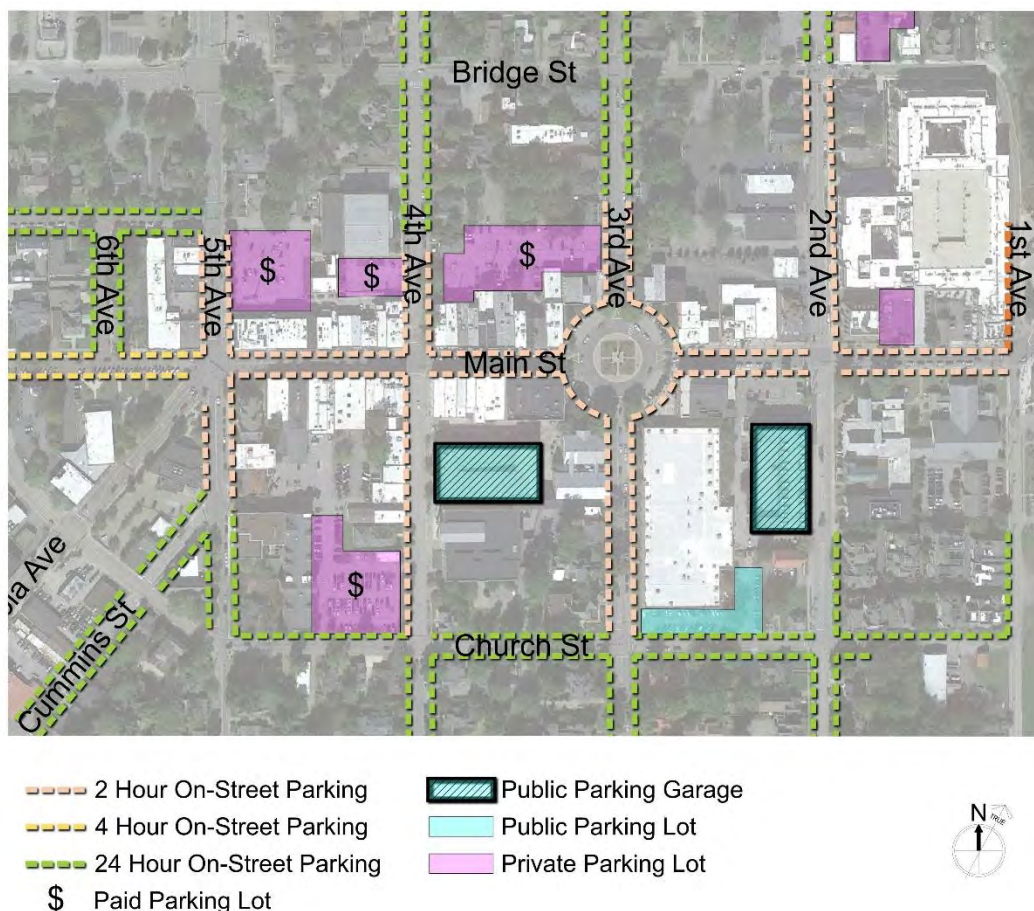


DURATION STUDY

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



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.

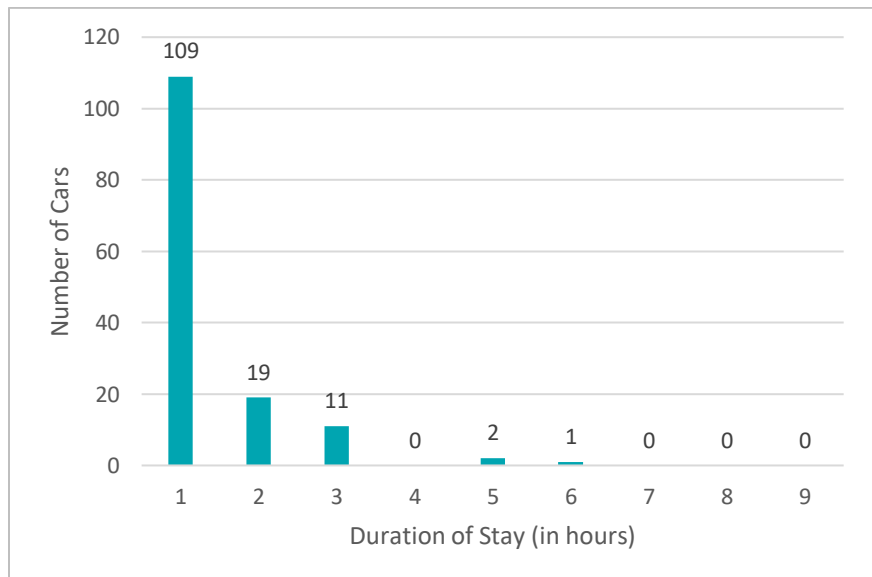
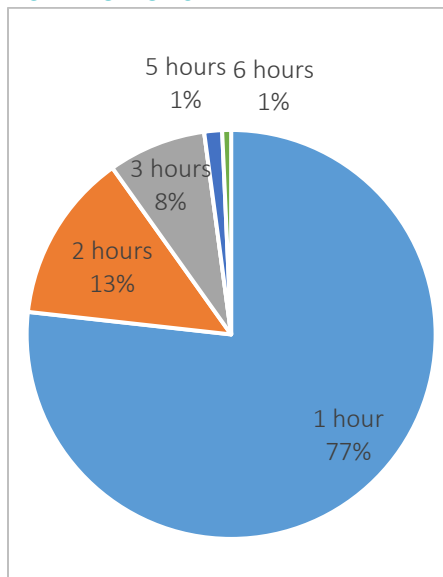
PUBLIC SQUARE

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%

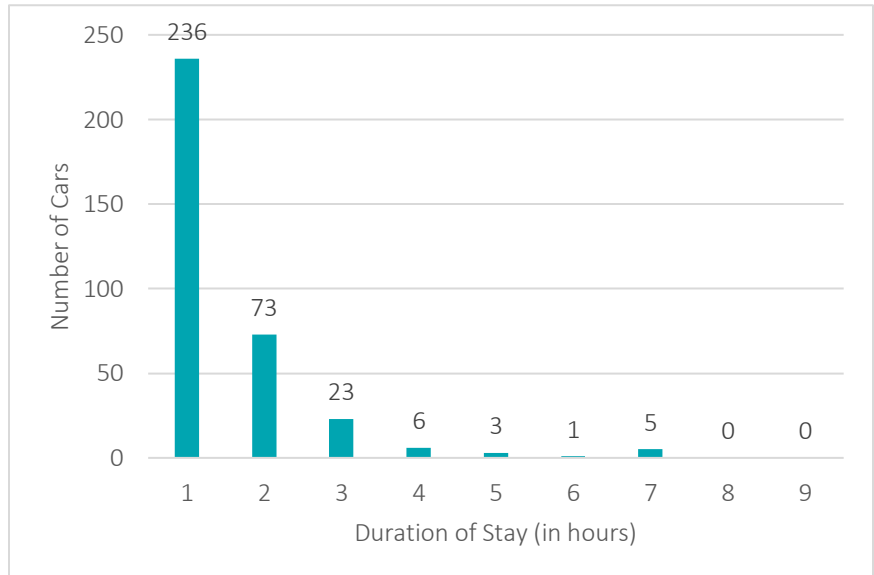
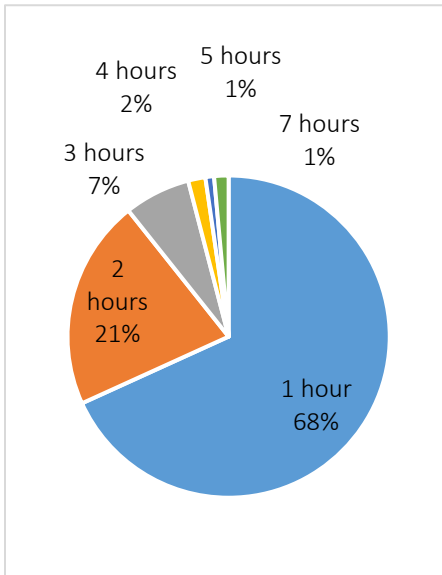
MAIN STREET

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%

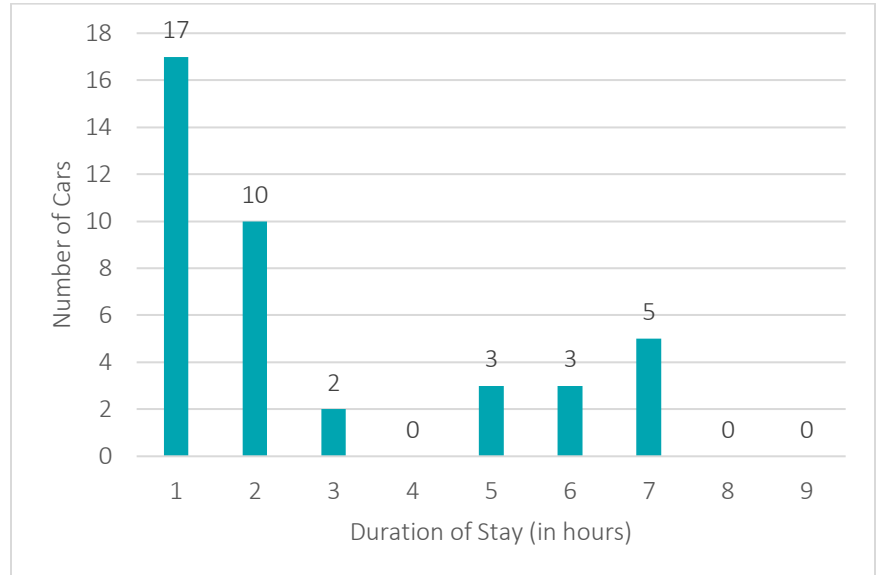
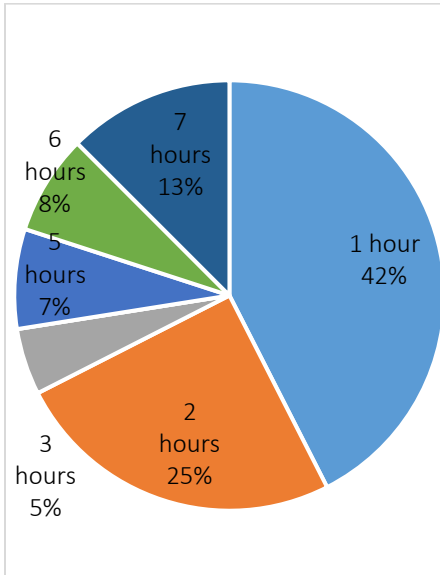
FAIR STREET

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%

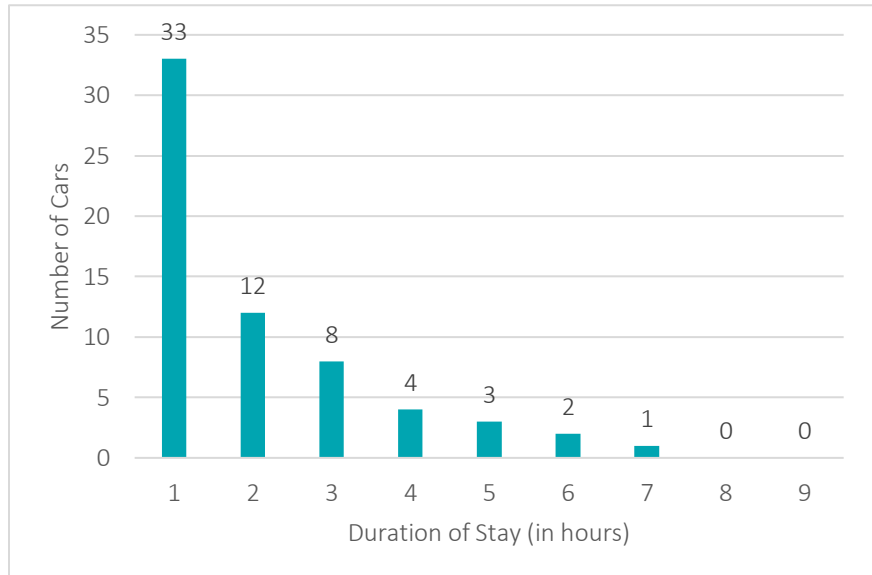
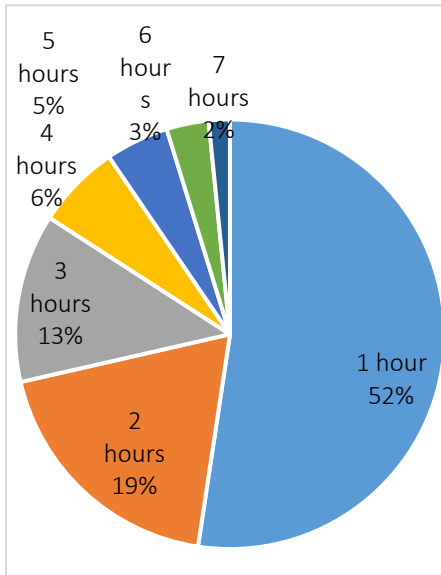
CHURCH STREET

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%

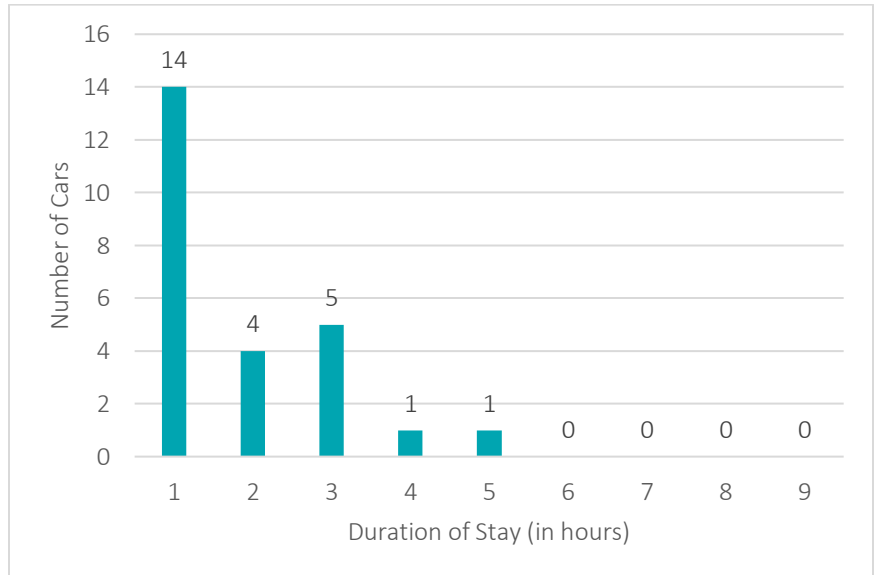
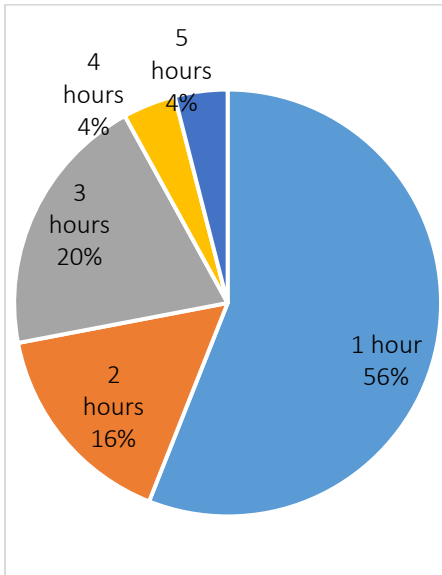
1ST AVENUE

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

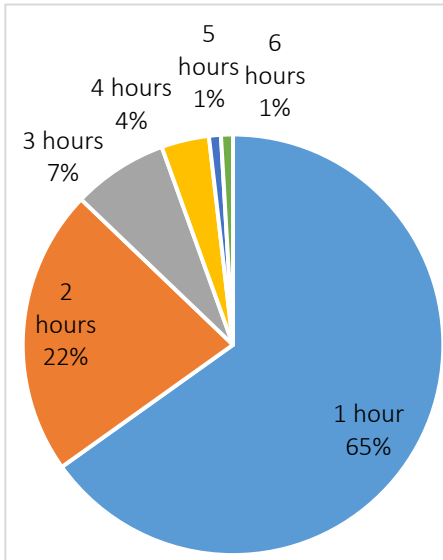
Number of Hours	Number of Cars	Percentage	Hours Parked
1	14	56%	14
2	4	16%	8
3	5	20%	15
4	1	4%	4
5	1	4%	5
6	0	0%	0
7	0	0%	0
8	0	0%	0
9	0	0%	0
Total	25		46

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%

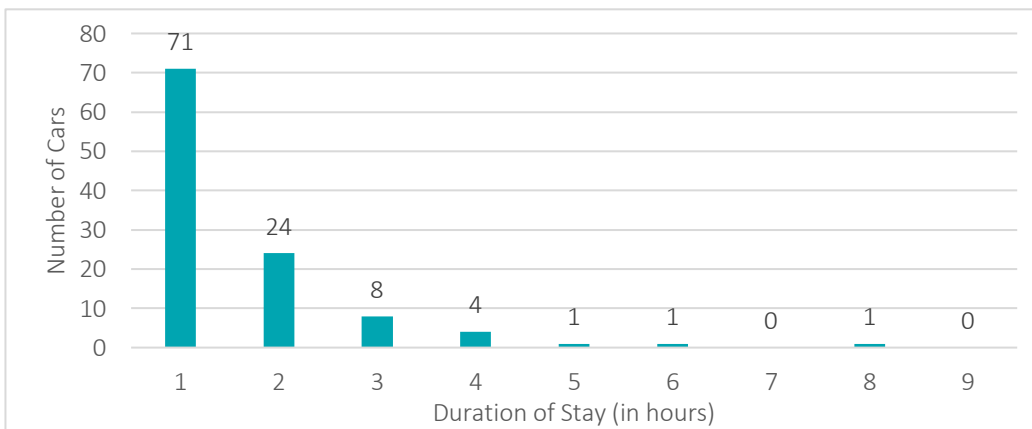
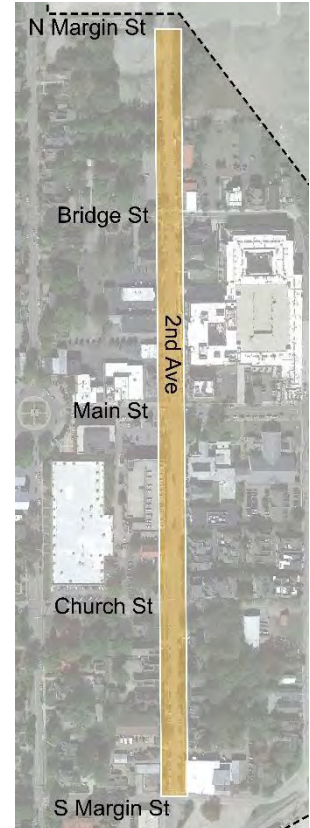
2ND AVENUE

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

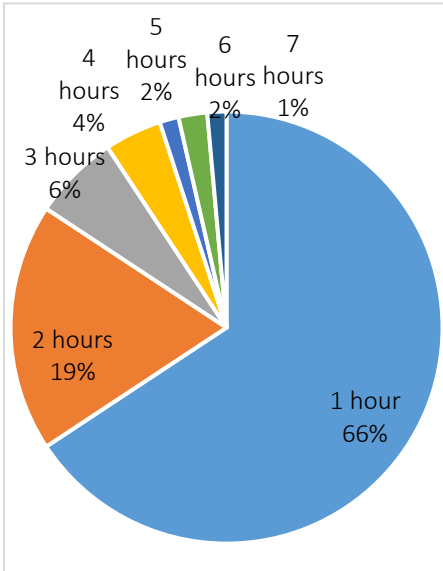
Number of Hours	Number of Cars	Percentage	Hours Parked
1	71	65%	71
2	24	22%	48
3	8	7%	24
4	4	4%	16
5	1	1%	5
6	1	1%	6
7	0	0%	0
8	1	1%	8
9	0	0%	0
Total	110		178

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%

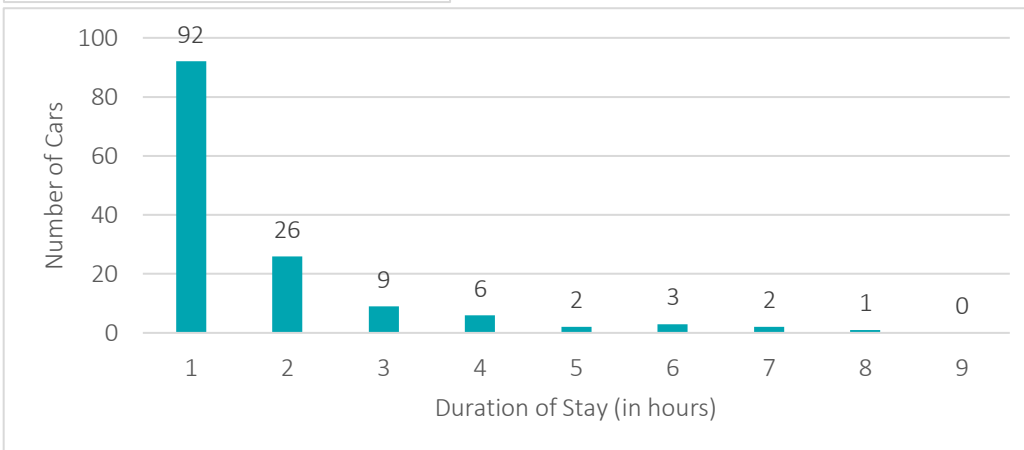
3RD AVENUE

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

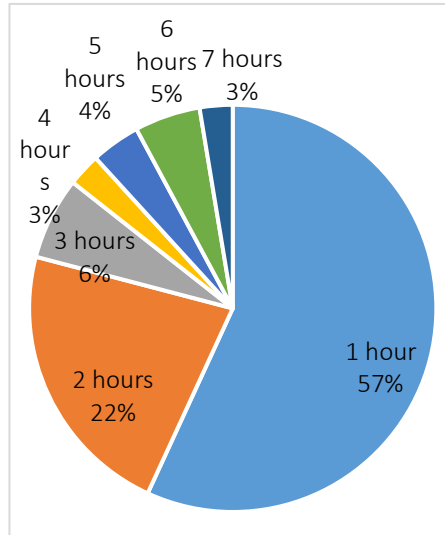
Number of Hours	Number of Cars	Percentage	Hours Parked
1	92	65%	92
2	26	18%	52
3	9	6%	27
4	6	4%	24
5	2	1%	10
6	3	2%	18
7	2	1%	14
8	1	1%	8
9	0	0%	0
Total	141		245

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%

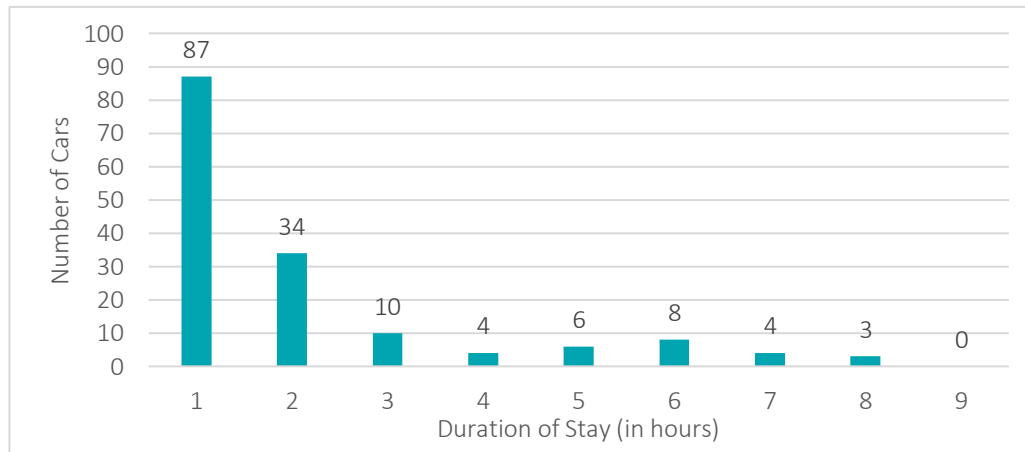
4TH AVENUE

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%

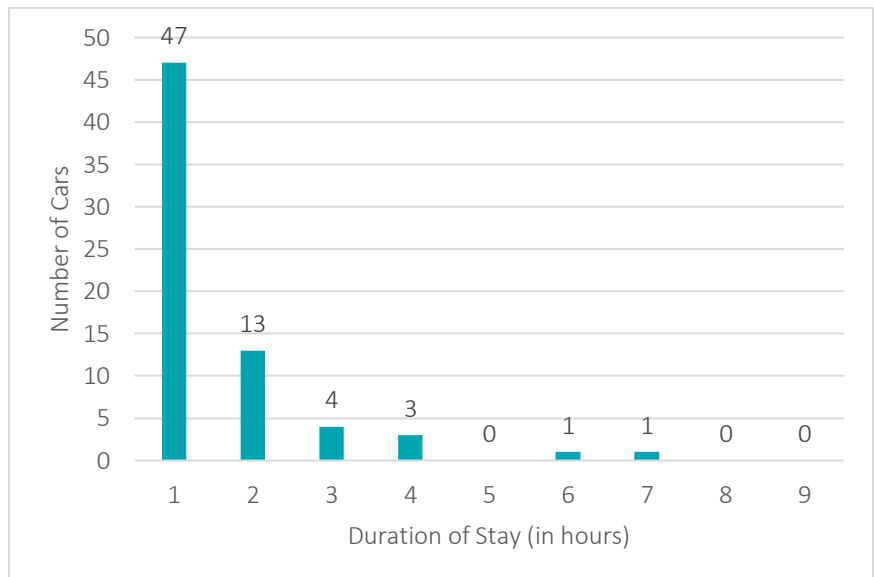
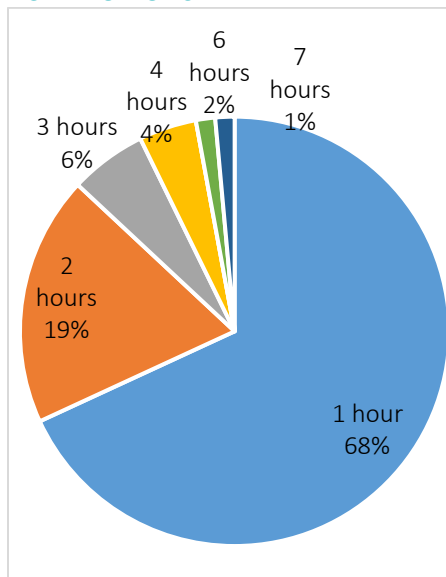
5TH AVENUE

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%

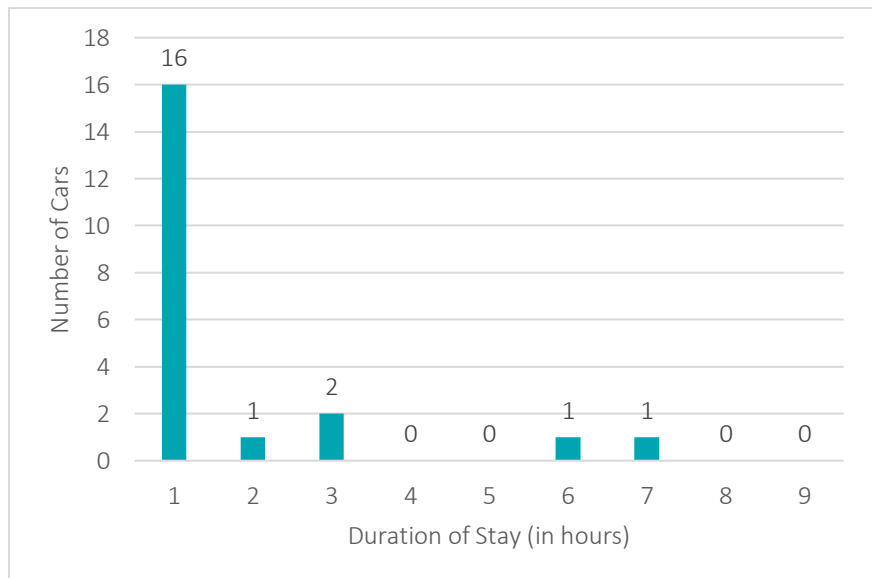
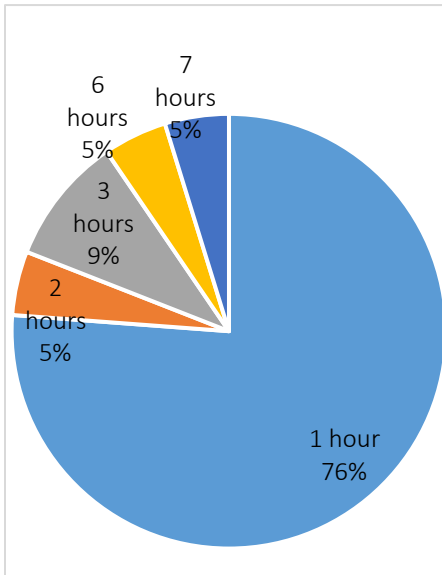
6TH AVENUE

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%

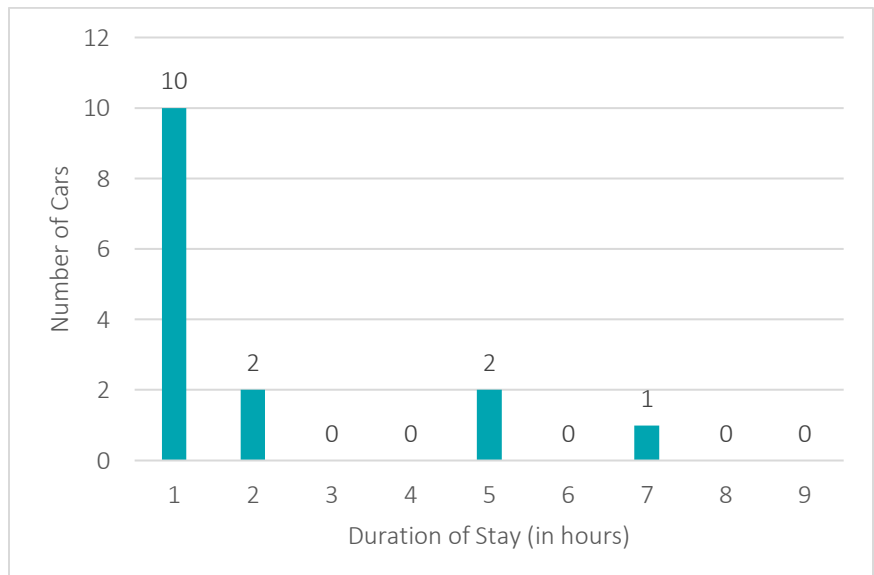
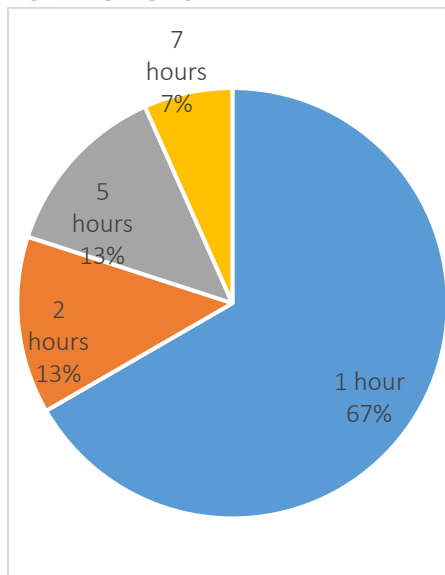
7TH AVENUE

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:

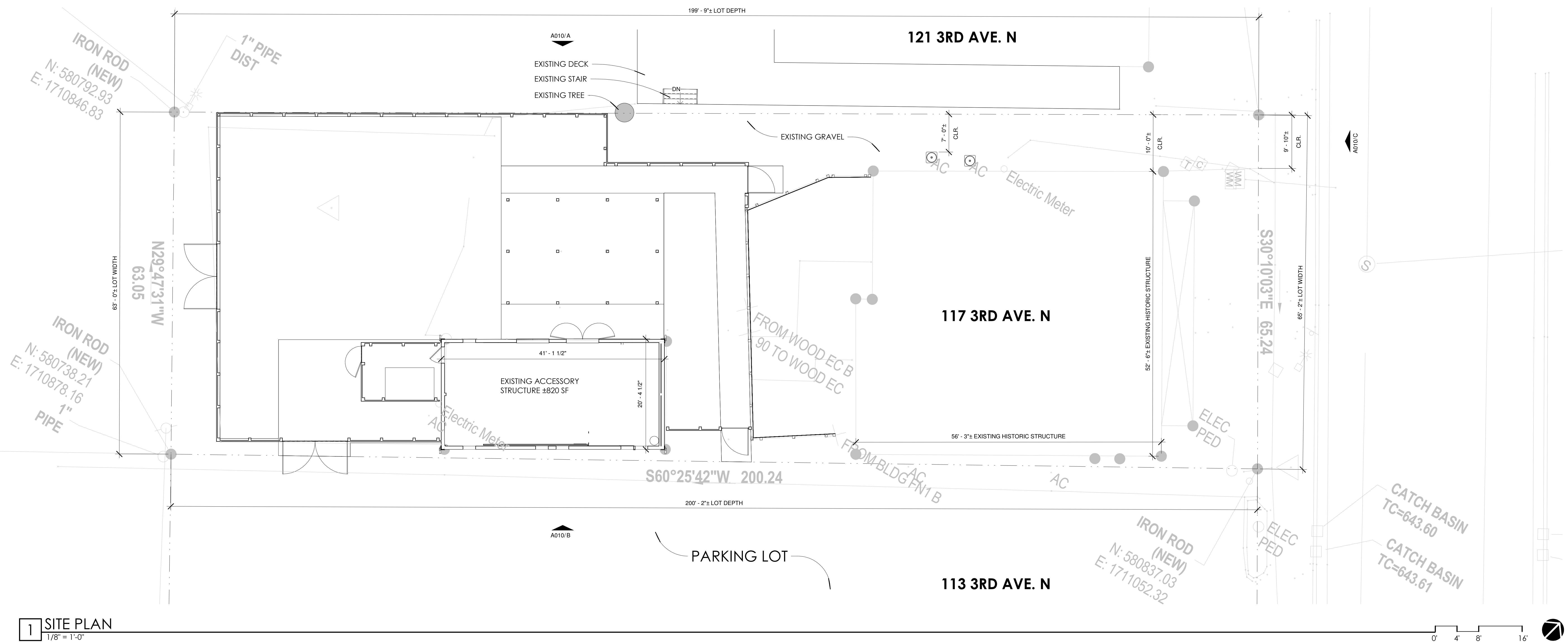
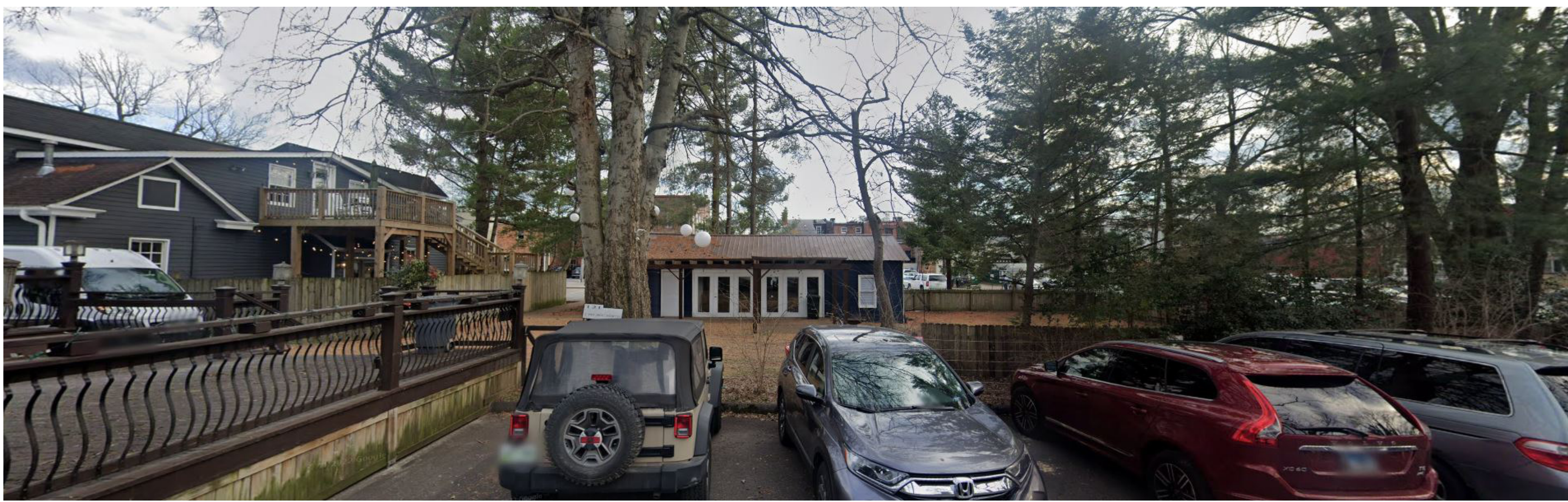
- For all three days surveyed, at most times of the day, there was parking space availability within the study area. The overall peak occupancy of 78 percent occurred midday on weekdays. Weekday evenings and the Saturday that was studied averaged lower occupancies, at 45 percent occupied. Some items 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



THE BAR GARDEN

3RD AVE N, FRANKLIN, TN

906 STUDIO, PLLC. DRAWINGS
DESIGN CONCEPTS SHALL NOT
BE REPRODUCED IN WHOLE
OR PART IN ANY FORM WITHOUT
THE WRITTEN CONSENT OF 906
STUDIO, PLLC.

[illegible]

Project Number
23.1085

SITE PLAN

A010

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.

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,

A handwritten signature in black ink, appearing to read 'Jeremy Clow', is written over a light gray rectangular background.

Jeremy Clow
Project Architect
906 Studio, PLLC



File #: 21-0105

DATE: January 21, 2025
TO: Board of Zoning Appeals
FROM: Amy Diaz-Barriga, Asst Director of Planning Development
Ariella Stanford, Planner

SUBJECT:

A **Variance Request** To Waive The Substantial Improvement Requirement To Raise The First Floor Elevation Of A Historic Structure Above The Base Flood Elevation (To Remain In Place) Located Within The Historic Preservation Overlay, Central Franklin Overlay, And The Floodway Fringe Overlay, And A **Variance Request** To Reduce The Minimum Parking Requirement To 0 Spaces For The Property Located At 106 Bridge Street (F.Z.O. 17.6.4.B, and 10.2.3.).

PURPOSE:

PROJECT INFORMATION

COF Project Number: 8685
Applicant: Greg Gamble
Owner: South Miller Street LLC

BACKGROUND/STAFF COMMENTS:

Vicinity Zoning/Land Use

Site: 1st Avenue District / Industrial
Northwest: Central Commercial District / Vacant
Northeast: R-1 Residential District / Recreation
Southeast: PD Planned District / Mixed Use
Southwest: 1st Avenue District / Civic

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.

17.6.4 - Provisions for Flood Hazard Reduction

In AE Zones, where base flood elevation data is available, new construction and substantial improvement of any nonresidential building shall have the lowest floor, including basement, elevated

or floodproofed to no lower than one foot above the level of the base flood elevation.

10.2.3. - 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 + 0.75space per employee on largest shift

Background

This 0.67 acre property is located at 106 Bridge Street. It is zoned 1st Avenue District and is within the Historic Preservation Overlay, the Central Franklin Overlay, the Flood Fringe Overlay, and the Floodway Overlay. The owner has proposed substantial renovations to the existing buildings, which requires compliance with the Zoning Ordinance section 17.6.4. (Provision for Flood Hazard Reduction) and chapter 10.2.3. (Minimum Parking). The existing buildings were utilized as mechanic space, storage, and office space for an auto mechanic shop, and the owners are proposing to convert the existing buildings to restaurant use with outdoor seating.

Variances may be issued for the repair and rehabilitation of historic structures upon a determination that the proposed work will not preclude its continued designation as a historic structure and the variance is the minimum necessary deviation from the requirements of the Zoning Ordinance in order to preserve the historic character and design of the structure. It is recommended that variance requests for historic structures in the floodplain receive a recommendation by the HZC prior to consideration by the Board of Zoning Appeals (BZA). The HZC provided a favorable preliminary recommendation to the BZA at its January 2025 meeting for the building to remain at its existing First Floor Elevation, as the proposal is the most sensitive to the architectural qualities of the contributing structure and presents the least amount of adverse impact to the contributing status of the historic structure and the context of the overall historic district.

This property was on the agenda for the January 2025 Historic Zoning Commission meeting, and Planning Staff presented the following information on this property:

There are three structures on the property. The first is a circa 1930 concrete block building previously utilized by the City of Franklin for the Sanitation Department and then it was utilized as an auto repair shop. Beside the concrete building is a Quonset hut with a brick facade that was constructed circa 1970. Behind the two buildings, there is a wood accessory structure. The National Register does not list the age of the wood structure or its existence but does have the two buildings included within the Downtown Franklin National Register District.

The application includes several renderings of how the buildings would appear with it being raised to be in compliance with the Zoning Ordinance. The concrete block building would need to be raised 4 feet in height, the Quonset hut would need to be raised 5 feet in height, and the wood accessory structure would need to be raised 9 feet in height. The Guidelines do not comment on the raising/elevation of historic structures and only comment on foundation height compatibility as related to infill construction. The foundation height required without the issuance of a variance would also require a significant change to the ca. mid-1900s buildings. This change would

significantly alter the character-defining features of these historic nonresidential buildings and therefore compromise its historic status. The proposal to maintain the finished floor elevation as it exists currently is more sensitive to the architectural qualities of the historic structure, presents the least amount of adverse impact to the historic structure, and presents the least amount of adverse impact to the context of its overall historic district.

Given the HZC's preliminary recommendation for the buildings to remain at their First Floor Elevation, the applicant is requesting a variance to waive the substantial improvement requirement to raise the first floor elevation of a historic structure above the base flood elevation (to remain in place) located with the Historic Preservation Overlay, Central Franklin Overlay, and the Floodway Fringe Overlay.

In order to renovate the existing buildings into restaurant use, the property is also required to provide the necessary parking in accordance with the Zoning Ordinance. The Floodway Overlay District does not permit parking lots other than those associated with public parks that are City-owned and operated. Restaurant uses within the CFO are required to provide 7.5 vehicle parking spaces per 1,000 square feet of gross floor area of the building and any outdoor seating area, and 0.75 spaces per employee on largest shift. The applicant has provided an estimation of their parking demand (25-30 spaces), but only accounted for the main building and not the associated outdoor seating demand. For this reason, Staff is estimating that the required parking for the use would be higher than the estimation provided. This project has not submitted an application for a building permit, so Staff has not had the opportunity to accurately calculate the parking demand. Regardless of the exact parking number that would be required, almost the entire property is within the Floodway Overlay, so the applicant has stated that they cannot provide any parking on the site. For this reason, the applicant is also requesting a Variance to reduce the minimum parking requirement to 0.

Staff Analysis - Request 1

Variances shall be issued only upon the determination that the variance is the minimum relief necessary, considering the flood hazard and the factors listed in Paragraph 17.6.5.A, Variances, shall only be issued upon:

1. A showing of good and sufficient cause.

Because the two primary buildings are within the Downtown Franklin National Register District, and the HZC is supportive of preserving these buildings as historic resources, the need to take measures to maintain this status amount to good and sufficient cause for granting a variance. As presented by Staff to the HZC, altering the foundation of these buildings would significantly alter the character-defining features of these historic nonresidential buildings and therefore compromise its historic status. The proposal is the most sensitive to the architectural qualities of the contributing structure and presents the least amount of adverse impact to the historic structure and the context of the overall historic district. The HZC provided a favorable preliminary recommendation to the BZA for these reasons. Staff finds that this criteria is met.

2. A determination that failure to grant the variance would result in exceptional hardship.

The proposal is to keep the historic buildings at their existing level. The HZC determined that raising the buildings to meet Base Flood Elevation would affect the historic character of the buildings. Altering the historic character of the buildings would amount to exceptional hardship for the owner of the property, as it would likely compromise its historic status. For these reasons, staff finds that this criteria is met.

3. A determination that the granting of a variance will not result in increased flood heights, additional threats to public safety, extraordinary public expense, create nuisance, cause fraud on or

victimization of the public, or conflict with existing local laws or Ordinances.

The HZC has recommended approval of the variance request to maintain the current elevation of the buildings in order to protect the historic character of the buildings, which contributes to the historic significance of Franklin. Based on the recommendation of the HZC along with analysis of exhibits provided by the applicant, staff finds that granting the variance would not result in any of the outcomes listed above. Staff finds that the third criteria is met.

Staff Analysis - Request 2

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.

As shown on the map exhibit, the entire property is within the Floodway Overlay. Seeing as parking for the restaurant use cannot be placed within the Floodway Overlay in accordance with the Franklin Zoning Ordinance chapter 4.2.4., there is nowhere on the site that parking could be provided. 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.

The inability to provide parking within the Floodway Overlay is preventing the property owner from converting the existing historic buildings to a use that is allowed in the 1st Avenue District. As this hardship would arise for any proposed use permitted within the 1st Avenue District, because of the restrictions of the Floodway Overlay, 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.

Staff finds this would not be a detriment to the public good but would 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's limits or within proximity to the site utilizing alternative parking plan options. The applicant has shown the available parking options within close proximity to the site and within sidewalk access to the site. The applicant has also exhausted their options for alternative parking. However, the intent of the zoning ordinance is that any new use provide sufficient parking to accommodate their use, inclusive of the on-street spaces in front of their use, or by utilizing an alternative parking plan strategy. The zoning ordinance does not allow for any exceptions to this requirement due to any Overlays placed on the property, regardless of those Overlay's parking restrictions.

The Board of Mayor and Aldermen have discussed the downtown parking requirements at a recent work session, and they would like to engage a consultant in a downtown parking study for specific recommendations about minimum parking requirements that support downtown businesses with little impact to nearby residential neighborhoods. The study is expected to be conducted in Fiscal Year 2026, which begins in July 2025. It is likely to investigate how the larger parking demands of the downtown can be balanced and managed over the sixteen block area, analyzing the existing pool of

spaces and considering the impacts to current businesses and residents. However, this study will take time, and staff nor this board can anticipate the intended outcomes nor intent the study will produce. The intent of today's ordinance is that new uses provide parking to accommodate their demand. With that in mind, staff finds that this criteria is not met.

FINANCIAL IMPACT:

Unknown.

RECOMMENDATION:

RECOMMENDED MOTION: Staff recommends the Board of Zoning Appeals move to:

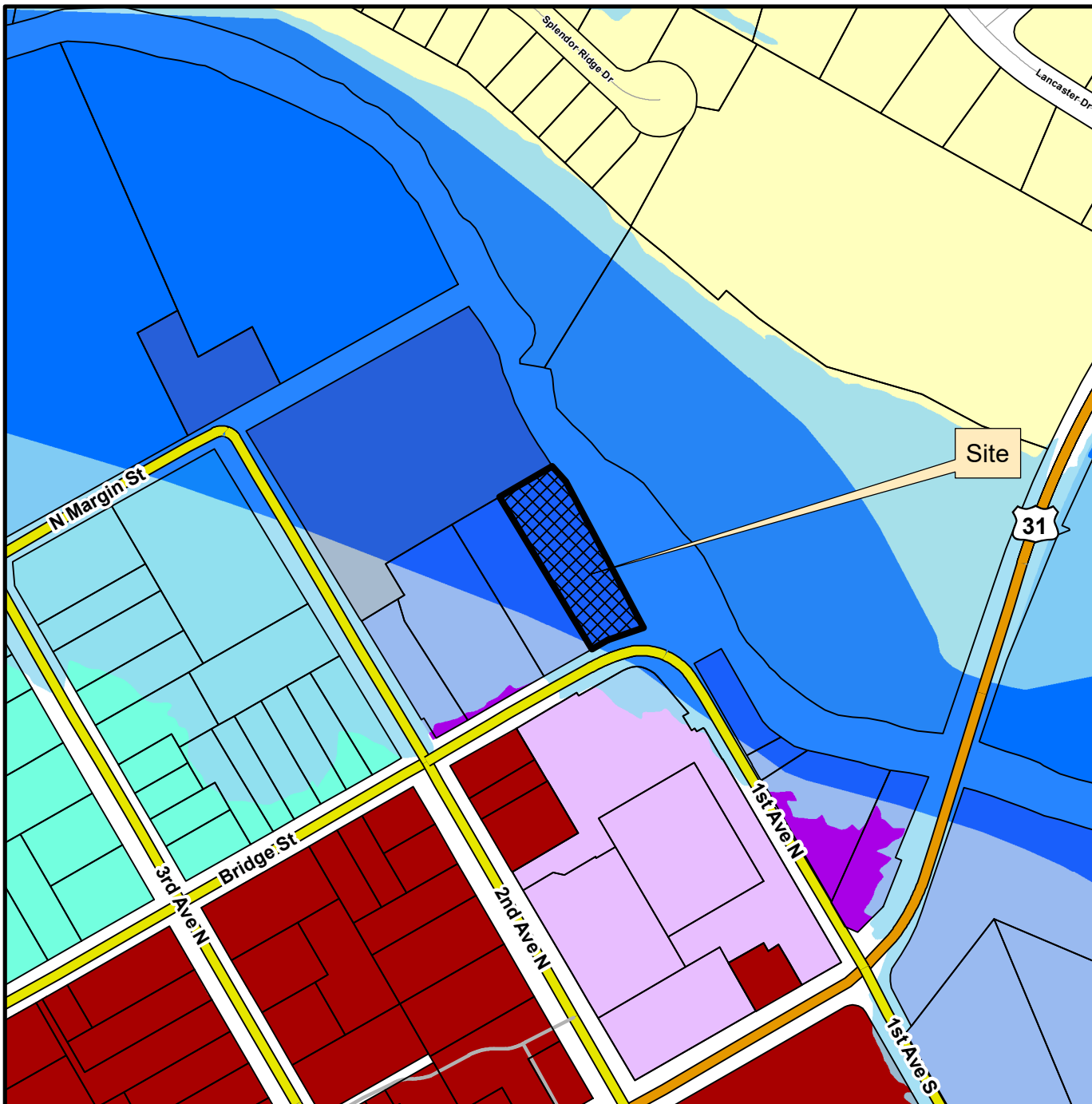
Approve the Variance Request to Waive The Substantial Improvement Requirement To Raise The First Floor Elevation Of A Historic Structure Above The Base Flood Elevation (To Remain In Place) Located Within The Historic Preservation Overlay, Central Franklin Overlay, And The Floodway Fringe Overlay, Because The Criteria For Granting A Variance Have Been Met And
Deny A Variance Request To Reduce The Minimum Parking Requirement To 0 Spaces For The Property Located At 106 Bridge Street, because the criteria for granting a variance have not been met.

106 BRIDGE STREET
TAX MAP 063N, GROUP B, PARCEL 06200
BOARD OF ZONING APPEALS
FEBRUARY 6, 2025

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

Legend

-  106 Bridge Street
-  Floodway Fringe Overlay
-  Floodway 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 District
-  CC Central Commercial District
-  DD Downtown District
-  1ST Avenue District
-  5TH Avenue District
-  RC4 Regional Commerce 4 District
-  RC6 Regional Commerce 6 District
-  RC12 Regional Commerce 12 District
-  GO General Office District
-  LI Light Industrial District
-  HI Heavy Industrial District



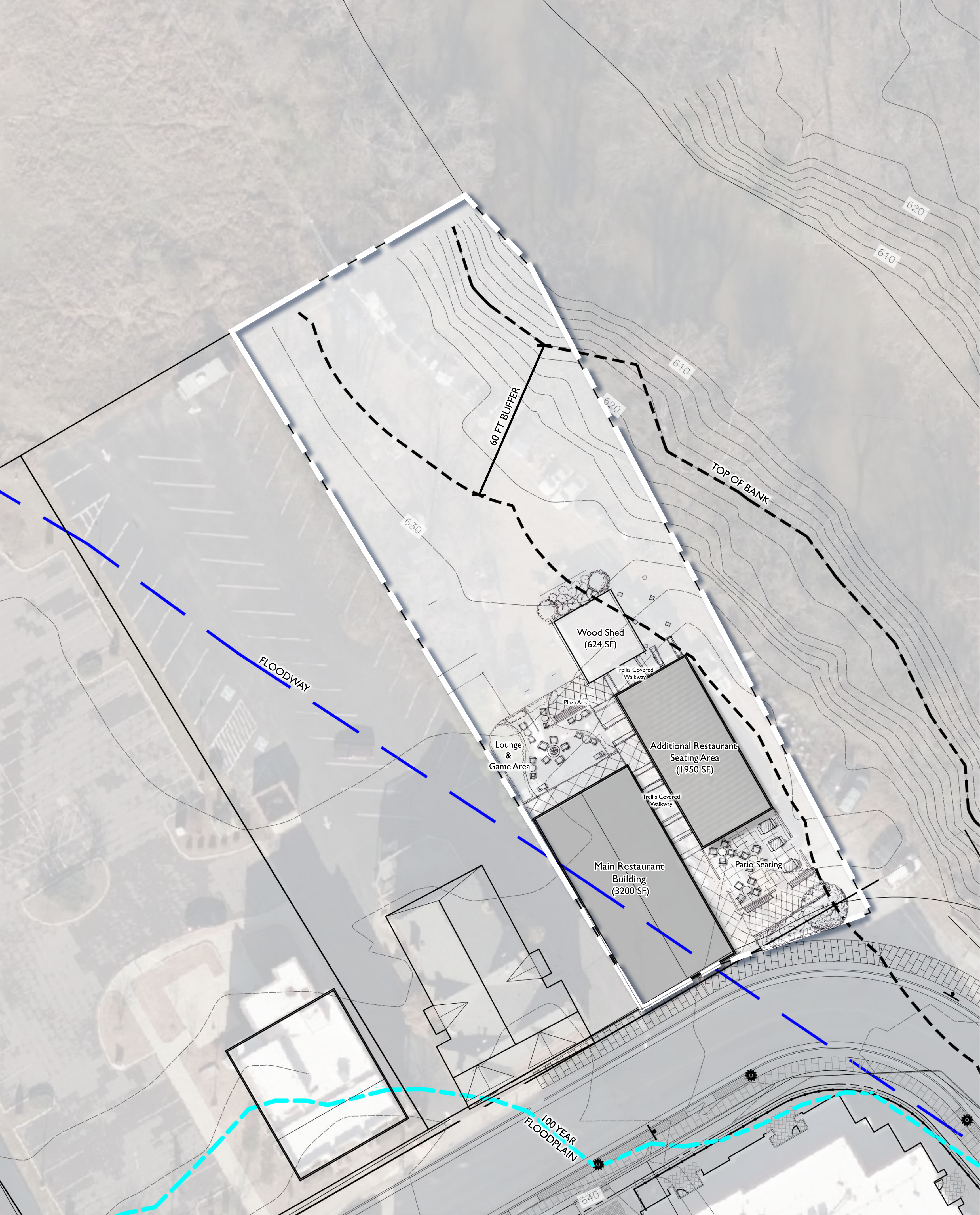
This map was created by the Franklin Planning Department.
It was compiled from the most authentic information available.
The City is not responsible for any errors or omissions contained herein.
All data and materials (c) copyright 2025. All rights reserved.



0 250 500 1,000
Feet



HISTORIC
FRANKLIN
TENNESSEE





106 BRIDGE STREET

FRANKLIN, TN

BOARD OF ZONING APPEAL
01/13/2025

1. A Variance Request to waive the Substantial Improvement Requirement to floodproof or raise the first floor elevation of a historic structure above the base flood elevation for the property located at 106 Bridge Street.
2. A Variance Request to waive the requirement for new parking for a change of use that will result in increased vehicle trips.





106 Bridge Street, previously Anderson's Garage, is currently owned by South Miller Street, LLC. GDC is requesting the Historic Zoning Commission make recommendations to the Board of Zoning Appeals on two requests.

- 1.A Variance on Flood Plain Regulations
- 2.A Variance on Required Parking



OVERVIEW

The Chioli family, owners of South Miller Street, LLC, purchased the property located at 106 Bridge Street in early 2024. They are proposing a change of use for these structures. The previous owner operated an auto mechanic shop and utilized these buildings for storage, mechanic space, and office. The Chioli's would like to convert these buildings to a casual dining restaurant with outdoor seating.

- Existing Zoning: First Avenue District
- Zoning Overlays: Floodway Overlay District, Floodway Fringe Overlay District, Historic Preservation Overlay District, and Central Franklin Overlay District

HISTORIC STRUCTURES

There are three existing structures on the property. They include one concrete block building (Principal Building) dating back to the 1930's, a Quanza Hut structure utilized for shop work and storage dating back to the 1970's, and a wooden storage shed dating back to the mid-1800's.

The concrete block Principal Building is a contributing structure on the National Resister District. All three of the buildings are considered a part of the Local Historic District, and are a part of the local historic resources.

United States Department of the Interior
National Park Service / National Register of Historic Places Registration Form
NPS Form 10-900 OMB No. 1024-0018

National Register Listed
December 17, 2019
RS72001254

Franklin Historic District-
Additional Documentation
Name of Property

Williamson, TN
County and State

2. 106 Bridge Street – Contributing

This is a ca. 1930 concrete-block commercial building with a gable-front roof of asphalt shingles and a stepped parapet with terra-cotta coping on the façade (SE). It has an original wood-panel garage door with a row of light panels. Windows are eight-light metal casement. This building once housed the City Sanitation offices. It is now an auto repair shop.



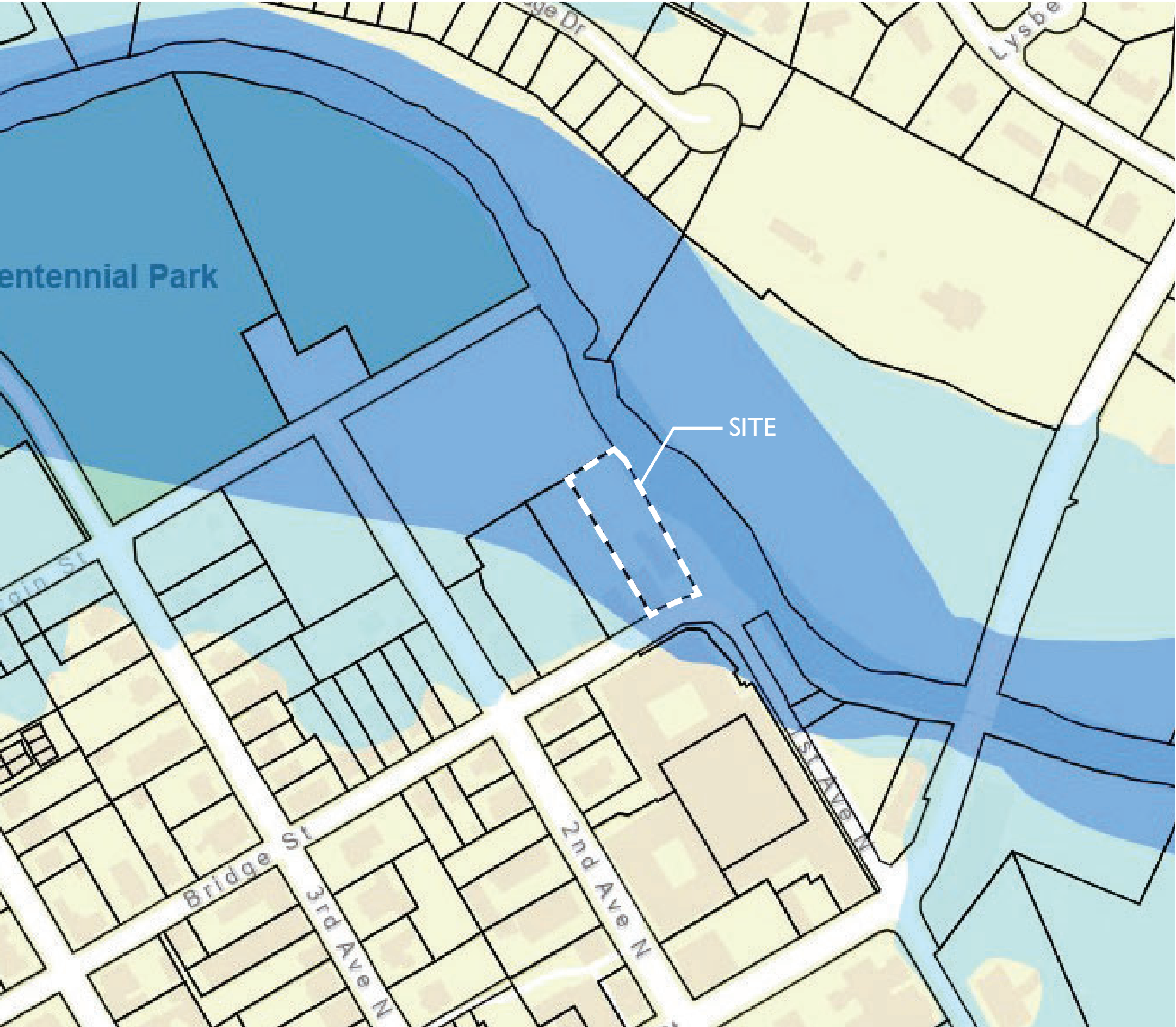
ANDERSON'S GARAGE



QUANZA HUT



WOODEN STORAGE SHED



BACKGROUND

The entirety of the property located at 106 Bridge Street is at an elevation below the 100 year flood plain (Floodway Fringe Overlay), and is encumbered by the Floodway (Flood Way Overlay) as documented by FEMA.

The owner is not proposing to add square footage to these structures and is only intending to change the use of the buildings from Vehicle Service Facilities, which is not an approved Principle Use within the First Avenue District, to Restaurant, which is an approved Principle Use.

The Zoning Ordinance requires an entire building to come into compliance with the floodplain regulations when the amount of the proposed investment into the building triggers substantial improvement value. This includes a requirement for commercial buildings to raise the finished floor elevation to at least one foot above the Base Flood Elevation.

Regardless of the proposed use, the existing buildings are not in compliance with the zoning regulations, and no parking is provided on the property. The area behind the buildings is located in the floodway and no parking is permitted to be constructed by a private owner in the floodway.

A Variance Request to waive the Substantial Improvement Requirement to floodproof or raise the first floor elevation of a historic structure above the base flood elevation for the property located at 106 Bridge Street.

The applicant is requesting a variance from the Board of Zoning Appeals (BZA) to keep the current buildings finished floor elevation to maintain the building’s historic status. **If the buildings are raised to comply with the regulations, they will lose their historic status and will no longer qualify as contributing structures within the Historic District.** Section 17.6.5 of the Zoning Ordinance states that the BZA may hear and decide requests for variances from the requirements of Section 17.6, Floodplain Protection, and specifically, variances may be issued for the repair and rehabilitation of historic structures upon a determination that the proposed repair or rehabilitation will not preclude its continued designation as a historic structure and the variance is the minimum necessary deviation from the requirements of the Zoning Ordinance in order to preserve the historic character and design of the structure.

BUILDING ELEVATION AND FLOOD ELEVATION			
BUILDING	BUILDING FLOOR ELEVATION	FLOODPLAIN ELEVATION	REQUIRED FFE
PRINCIPAL BUILDING (ANDERSON’S GARAGE)	636	639	640 (+4’)
QUANZA HUT	635	639	640 (+5’)
WOODEN SHED	631	639	640 (+9’)

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 located within the local Historic District, and National Registry shows that these structures on the property are contributing to the Historic District. The strict application of the floodplain regulations would require these structures to be raised to one foot above the floodplain and would require that the structures be rebuilt which would cause them to loose their contributing status.

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.

The owner proposes to keep the historic structures as they are constructed and not floodproof the buildings to maintain their contributing status as historic structures within the district. Altering the historic character of the buildings would amount to exceptional hardship for the owner of the property.

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.

The structures on this property contribute to the historic significance of Franklin, and the preservation of these structures does not increase the flood heights. They do not add additional threats to public safety, extraordinary public expense, create nuisance, cause fraud on or victimization of the public, or conflict with existing local laws.







A Variance Request to waive the requirement for new parking for a change of use that will result in increased vehicle trips.

The applicant is requesting a variance from the Board of Zoning Appeals to reduce the parking required in Section 10.1.6 Minimum Parking to zero.

Chapter 10 in the Zoning Ordinance states that parking is required for a change in use that will result in increased vehicle trips. The parking needed to convert to a restaurant use with outdoor seating is approximately 25 - 30 spaces.

Section 7.6 Urban Frontage is the only frontage type permitted in the 1st Avenue District for Commercial/Mixed-Use building types. This frontage type requires that all parking for new uses be located to the rear of the existing buildings. Due to the location of the historic structures and due to the curvature of Bridge Street and First Avenue, a driveway to parking located at the rear of the property is not possible for any use within the First Avenue District.

Section 4.2 Floodway Overlay District (FWO), lists parking areas for public parks that are City owned and operated as Permitted Uses within the FWO. Any new parking space constructed at 106 Bridge Street would be privately owned and would not be permitted in the Floodway Overlay District.

There are currently no constructed parking spaces on the property. If the variance is granted, no additional parking spaces would be provided nor permitted on the property. Instead, the patrons of the new use would park in on-street spaces, in pay-for parking lots, or in the Harpeth Square parking garage.

Directly to the south of 106 Bridge Street is the Heritage Foundations parking lot where they offer pay-for parking, and directly across the street from the property is Harpeth Square where they offer pay-for parking in a parking structure. Due to the proximity of these parking opportunities, 106 Bridge Street has convenient access to available parking for future patrons of the restaurant.

There are currently 1,127 parking spaces within 1,320 feet of the property that are pay for parking or are on-street parking.

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.

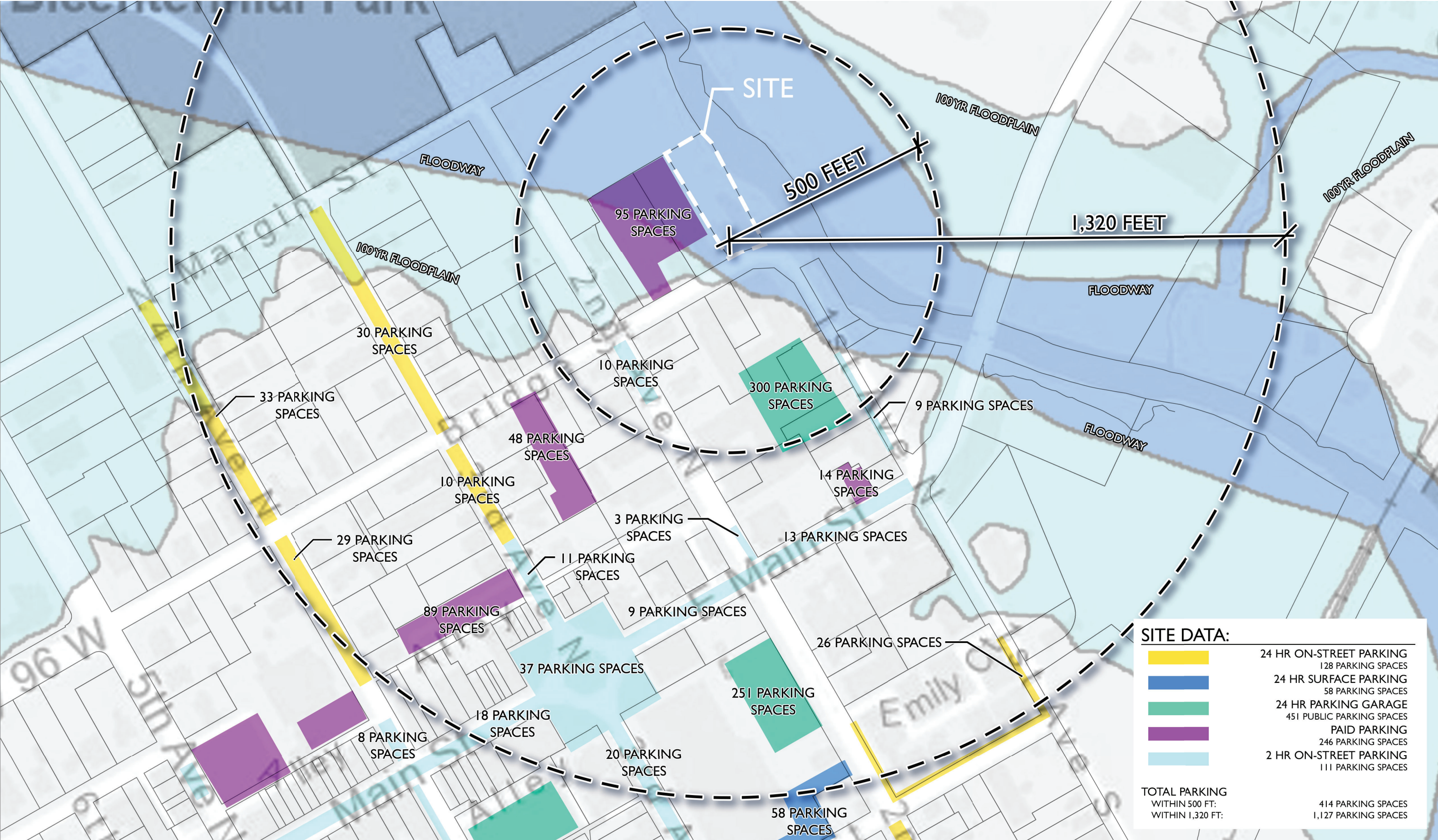
This property is not able to accommodate site alterations to meet the parking requirements without a variance due to the existence of the floodway on the property and the location of the historic structures. A parking lot is not permitted to be constructed by private property owners in the floodway. **There are no other areas on the property to provide parking, and this is the only property in the historic downtown core and in the City of Franklin, that we could identify, where existing buildings are constructed on a property without constructed parking spaces.**

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.

If the variance is not granted, and parking is required on-site, the building use would have to remain Vehicle Service Facility. In addition, although Remote Parking is an alternative to the variance, the owner has contact multiple property owners within the 1,320 foot maximum radius for Remote Parking, and has not been able to find a opportunity to purchase property or purchase a permanent easement for parking. These emails rejecting the offers are included. Without the variance, the owner would not be able to restore and protect the historic structures in a timely manner.

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.

Parking is available within immediate proximity to the property in fee parking lots at Harpeth Square and the Heritage Foundation. Both parking areas have ample parking available. The Harpeth Square garage hosts approximately 300 parking spaces available to the public, and the Heritage Foundation’s parking lot has approximately 95 parking spaces available. Both have sidewalk connections to the property and its future uses. The granting of the variance would not create additional threats to public safety, extraordinary public expense, create nuisance, cause fraud on or victimization of the public, or conflict with existing local laws or Ordinances.



SITE DATA:	
	24 HR ON-STREET PARKING
	128 PARKING SPACES
	24 HR SURFACE PARKING
	58 PARKING SPACES
	24 HR PARKING GARAGE
	451 PUBLIC PARKING SPACES
	PAID PARKING
	246 PARKING SPACES
	2 HR ON-STREET PARKING
	111 PARKING SPACES
TOTAL PARKING	
WITHIN 500 FT:	
414 PARKING SPACES	
WITHIN 1,320 FT:	
1,127 PARKING SPACES	

Fwd: 106 Bridge Street

DC

David Chioli <david@southmillerstreet.com>
To ● Greg Gamble

You replied to this message on 11/1/2024 9:38 AM.

Morning! See below....

Thank you,

David Chioli
321.663.2448

Begin forwarded message:

From: Leanne Portzel <lportzel@williamsonheritage.org>
Subject: Re: 106 Bridge Street
Date: November 1, 2024 at 9:50:41 AM EDT
To: David Chioli <david@southmillerstreet.com>
Cc: Bari Beasley <bbeasley@williamsonheritage.org>

Good morning-

I wanted to let you know that our Executive Committee decided that at this time, we are unable to share the parking lot at 108 Bridge Street.

Thank you for your patience.

Leanne

Property

SM

Sondra Morris <sondra7512@att.net>
To ● Greg Gamble
Cc ○ Office Llc

You forwarded this message on 11/19/2024 2:54 PM.

Greg,

As I indicated earlier I am not interested in selling my property on N. Margin nor granting an easement.

Sondra Morris

Sent from my iPhone

Parking Request

SB

Steve Bacon <steve@hamiltonyoung.com>
To ○ david@southmillerstreet.com
Cc ● Greg Gamble

David

Per your request for Harpeth Associates to provide for parking for your property at 106 Bridge Street in Franklin, we respectfully decline. Our parking is for all the different uses at Harpeth Square and for any future uses that might come up with our buildings. We do look forward to you repurposing the building and hopefully parking can be figured out.

Steve Bacon,CCIM
Partner
Hamilton Young, LLC
www.hamiltonyoung.com

198 E Main Street
Suite 101
Franklin, TN 37064
(615) 490-4680

