HISTORIC FRANKLIN TENNESSEE

City of Franklin

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Franklin, TN 37064
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Meeting Minutes

Work Session

Tuesday, March 25, 2025 | **5:00 PM** | **Board Room**

CALL TO ORDER
Mayor Ken Moore called the meeting to order at 05:00 PM

Board Members Present: Greg Caesar, Brandy Blanton, Clyde Barnhill, Beverly Burger, Matt Brown, Patrick Baggett, Ann Petersen, Jason Potts

Board Members Absent: None

Staff Present: Eric Stuckey, Mark Hilty, Kristine Brock, Vernon Gerth, Shauna Billingsley, Angie Skarp

CITIZEN COMMENTS

Comments on agenda items may be made in person or by emailing recorder@franklintn.gov before noon on the day of the meeting. Comments will be submitted for the record.
Milissa Reierson, Chief Communications Officer, introduced the Board to the new AI-generated chatbot integrated into the City website.

WORK SESSION DISCUSSION ITEMS

1. **Consideration Of Event Permit For Franklin On The Fourth Sponsored By The Franklin Lions Club In Downtown Franklin On July 4, 2025**

    Sponsors: Milissa Reierson, Monique McCullough

    The item was acknowledged and is planned for the April 8, 2025 Board of Mayor and Aldermen Meeting for consideration.

2. **Consideration Of Event Permit For The Rodeo Parade Sponsored By The Franklin Noon Rotary Club In Downtown Franklin On May 10, 2025**

    Sponsors: Milissa Reierson, Monique McCullough

    The item was acknowledged and is planned for the April 8, 2025 Board of Mayor and Aldermen Meeting for consideration.

3. **Discussion Regarding The Franklin Rodeo's 75th Anniversary And Sculpture**

    Sponsors: Alderman Baggett, Lisa Clayton, Monique McCullough, Jerry Hatcher

    Alderman Baggett introduced the item and proposed the commemoration of the 75th Anniversary of the Franklin Rodeo with a statue at Jim Warren Park.

    Ms. Clayton, Parks Director, explained that in order to accomplish this, the City is proposing a public-private partnership with the Franklin Noon Rotary Club to designate a space in Jim Warren Park to honor the tradition and community spirit of the Franklin Rodeo. The chosen site holds special significance as the location of the rodeo before its relocation to the Williamson County Agricultural Center. The park continues to be a cherished part of the event, serving as the staging area for the iconic rodeo parade. Ms. Clayton further explained that should the City of Franklin and the Franklin Noon Rotary Club establish this public-private partnership, the City will collaborate closely with Rotary members to develop a detailed, itemized budget. This effort will support fundraising initiatives aimed at creating a permanent statue within Jim Warren Park, accompanied by interpretive signage to share the history and significance of the Franklin Rodeo. The project will also incorporate enhancements such as pedestrian pathways, thoughtful landscaping, and soft lighting to create a welcoming and reflective space for the community.

Mr. Stuckey emphasized that much of the work to be done by the City could be performed by the City staff and/or through existing "on call" contracts. He stated that staff is seeking guidance from the Board on whether to move forward with a detailed project plan, work plan, and budget. The goal would be to have the statue in place by May 2026 to align with the 75th anniversary of the Rodeo.

Alderman Blanton asked the Franklin Noon Rotary Club representatives if they are okay with this location as it was initially proposed elsewhere.

They assured Alderman Blanton that they are in alignment with the City and are happy with the historical significance of the chosen location at Jim Warren Park.

Mr. Stuckey shared with the Board that staff would not have presented this project without full buy-in from the Franklin Noon Rotary Club.

4. Discussion Regarding The Development Of An Employee Housing Opportunity For City Of Franklin Employees

Sponsors: Eric Stuckey, Emily Wright, Dillon Gaster

Dorinda Smith presented her interest in dedicating six acres of her property at 1049 Carlisle Lane to workforce housing for City of Franklin employees. She expressed sadness in the knowledge that less than 20% of COF employees reside in Franklin due to affordability constraints, despite their dedication towards making it such a desirable community without reaping the rewards themselves.

Mr. Stuckey agreed that employee housing is a prevalent issue across the country and Franklin is no exception. As it stands, the property can sustain up to 20 housing units for city employees under existing policies, regulations, and land use standards. The Planning Department even drafted a conceptual plan for the property.

Ms. Wright, Planning Director, stated that this property is zone estate residential (ER). Her staff reviewed Envision Franklin to get a better understanding of how existing policies would guide the development of this land. She explained that this property is in the Neighborhood Green Design Concept, which calls for 60% open space. However, it also allows for a mixture of housing types. Annette Dalrymple and the City Planning Department drafted a conceptual plan, which allows for a maximum of ten townhome units and ten duplex units. For parking, each unit would have a single car garage, and there would be 40 parallel parking spaces on the street. The conceptual plan also features a pocket park and open space along the road where we have the scenic corridor overlay currently. Ms. Wright further noted that this development plan, as presented, would require a rezoning to Planned District (PD).

Mr. Gaster explained how other local governments have accommodated employee housing needs. He stated that there are two main solutions: rental unit opportunities provided by the city or deed-restricted housing units for only local government employees. Ms. Smith is interested in pursing the latter option with her land to aid in homeownership for city employees. This route would require a program administrator to find developer partnerships, seek financing opportunities, and act as a mediator in the sale and resale of these units once complete to avoid discourse in employer-employee relations. This route would also require actual site development; in other words, actual construction of the townhome and duplexes. With other similar programs across the country, Mr. Gaster explained that this approach allowed for the preservation of housing stock and the provision of homeownership opportunities to employees.

Mr. Stuckey asked the Board if there was an interest in moving forward with this project and dedicating more staff time towards fleshing it out. After administrative responsibilities are established and a developer is selected, the development of Ms. Smith's property would commence.

Alderman Petersen asked what happens if an employee purchases a unit and then leaves the City's employment? Or if an employee wants to sell a unit, how do we ensure it goes to another City employee?
Answer: Mr. Stuckey stated that this type of detail is what needs to be considered. We could consider a vesting period for maintaining homeownership, but we also need to discuss ideas like what it would mean to retire. There are still several unknowns to work through while still aligning with Ms. Smith's goal.

Alderman Barnhill expressed an interest in the project. He asked who would develop these?
Answer: Mr. Stuckey said that still needs to be determined. A letter of interest could hopefully identify a development partner.

To follow-up, Alderman Barnhill requested that an employee interest survey be conducted before investing too much employee time into this project.

Alderman Brown is optimistic that the landowner is the originator of this idea. It eliminates the typical hurdles associated with affordable workforce housing. He recognized that neighboring communities are also experiencing significant cost of living increases, so at some point, the City will likely be faced with an employee shortage as the commutes from affordable communities become impossible to justify.

Vice Mayor Potts supported moving forward with this project.

Alderman Burger also supported this project. She argued that more units should be considered, similar to the Grant Park development.

Alderman Baggett echoed his fellow board members' sentiments. There are many elements to flesh out, namely the legality of the project under the Fair Housing Act, but he is in favor of moving forward.

Alderman Caesar encouraged the Board to consider why we would prioritize City employee housing over other people who live and work in the community that could also benefit from this development.

Alderman Blanton recognized that the success the attainable workforce housing projects often times comes down to the heart of the developer, or in this case, the heart of the landowner. She applauded Ms. Smith for her generosity.

In response, Ms. Smith stated that in her ideal world, this is just the first of projects of this kind. There are other landowners in the area that could be inspired to donate a portion of their land to a similar cause.

In response to Alderman Baggett's earlier concerns, Alderman Burger read from the Fair Housing Act that a city can build and sell housing units for its employees, but it cannot discriminate against any person based on race, color, religion, sex, national origin, or disability in the sale of rental of the units.

Mr. Stuckey added that Ms. Billinglsely's legal research indicated that there is a lot of latitude given to a private property owner choosing to put certain deed restrictions on their property as Ms. Smith is suggesting.

5. Presentation Of The Safe Streets And Roads For All (SS4A) Safety Action Plan

Sponsors: Adam Moser, Paul Holzen

Adam Moser, City Traffic Engineer, introduced the item. Last year, the City received a federal USDOT grant for the Safe Streets and Roads for All (SS4A) Safety Action Plan. These action plans are required to create a roadmap and prioritize transportation safety projects, such as improving roadway geometry, roadway lighting, traffic safety technologies, pedestrian facilities, and any other transportation components that improve vehicle and Vulnerable Road Users (VRUs) safety. Mr. Moser explained that once the city's safety action plan is implemented, we have the potential to earn more funding from that federal program.

Mr. Moser introduced Kevin Tilbury and Laura Beth Yates from Kimley-Horn, who presented the safety action plan (SAP).

The goal is to garner leadership buy-in for the SAP and the following commitment: "Due to expected growth in the City, the City of Franklin commits to making progress toward a long-term goal of zero traffic deaths and serious injuries with an interim goal of a 20% reduction in the fatal and serious injury crash rate by 2040 (from the 2023 rate)."

Mayor Moore expressed support for this initiative.

Mr. Stuckey clarified that this adoption will come before the Board for approval at the April 22, 2025 BOMA meeting.

Vice Mayor Potts was pleased to see the focus on the intersection of I-65 and Hwy 96 as it is a major safety concern.

After some Board discussion, Ms. Yates indicated that federal grant implementation funding can be used for any of the 30 projects identified in the SAP. However, Mr. Moser contended that the funding should ideally go to a top 5 project.

6. Discussion Of Including A Fiscal Impact Analysis As Part Of The Annexation Request and Plan of Services Process

Sponsors: Emily Wright, Kelly Dannenfelser, Andrew Orr, Katherine Harelson, Eric Conner

Emily Wright, Planning Director, and Eric Connor, Planner, introduced the item. They explained that Planning staff have started to evaluate the potential of a fiscal analysis that could be utilized as a tool when reviewing annexation requests and Plans of Services. The fiscal impact analysis would consider the one-time fees and reoccurring revenue that developments would generate, as well as, the anticipated costs to the City. Staff presented the concept at the March 4, 2025 Development Services Advisory Commission meeting and is seeking the BOMA's guidance on the creation of a financial tool to help evaluate the fiscal impacts of future annexation requests.

Alderman Barnhill worried that utilizing this tool could lead to us covering infrastructure costs typically allocated to the developer.

Alderman Baggett expressed wariness in allowing this tool to guide decision-making for the Planning Commission. He emphasized that the Board should be in charge of determining funding as a factor for approval, not the Planning Commission.

Ms. Wright added that the Development Services Advisory Commission was in alignment with Alderman Baggett's concerns. She further clarified that the Planning Commission is typically provided information at the same level as the Board, noting that FMPC is a recommending body and BOMA is the decision-making body.

7. Discussion Regarding The 2025 Water And Sanitary Sewer Cost Of Service Study And Rate Plan

Sponsors: Mark Hilty, Michelle Hatcher

Mr. Stuckey introduced the item by recapping the proposed rate structures for water and sewer as discussed at previous meetings. The chosen rate structure for both the water management utilities will need to support operations and capital investment needs while also meeting debt service coverage requirements. Mark Hilty, Michelle Hatcher, and Fernando Aranda, Utility Finance and Rates Consultant with Hazen and Sawyer, presented the cost of service study and reintroduced the proposed rate structure:

- Water rates - 6% annual increase
- Sewer rates - 5.7% increase through 2027 and 4.3% increase thereafter
- Sewer Impact Fee - 5-year phase-in to $12,000 with a review in 2028
- Review rate plan and fees after year 3 (mid FY2028 for January 2029 implementation)

Vice Mayor Potts asked about the impact of a drought state.
Answer: Mr. Aranda stated that a drought rate analysis would need to be completed; however, it is not uncommon to raise rates and reduce usage for a drought period to prevent overall revenue loss for the utility.

Ms. Hatcher assured the Board that the City has never had to implement drought rate structures, but it is something to consider in the event of prolonged drought periods. Irrigation does peak in the summer during periods of low rain.

Mr. Stuckey noted that he would anticipate recommending to the Board the adoption of three years of water and sewer rates as a part of the longer-term rate plan. This would align with the Board's review after year 3.

8. Follow-Up Discussion Regarding Possible Funding Options For The Purpose Of Assisting Franktown Open Hearts With Required Stormwater Improvements In Conjunction With The Development Of A New Facility Proposed For The Northeast Corner Of Johnson Circle And Granbury Street

Sponsors: Eric Stuckey, Vernon Gerth

In response to the interest expressed at the March 11, 2025 BOMA meeting in supporting the Franktown Open Hearts funding request of up to $900,000, Mr. Stuckey explained there are three feasible funding sources.

1. Community Development Block Grant (CDBG) funds
2. County Adequate Facilities Tax funds
3. General Fund dollars; the City could spread that cost out over several years.

Mr. Gerth walked through the CDBG funds that have been awarded to the City between 2022 and 2024, as well as the projected funds to be received from 2025 to 2027. He explained that if the Board decides to support the Franktown funding request, a development agreement that specifies the desired funding, the timing of construction of the stormwater improvements, the reimbursement process, and the timing of the dedication of the Johnson Circle right-of-way would be drafted and presented to the Board for consideration during an upcoming BOMA meeting.

Mayor Moore expressed concern about the total project cost as it seems to keep fluctuating. Additionally, he never got an answer to how much money Franktown needed upfront to start the project. Lastly, he asked who is imposing the October 2025 deadline as it is not Williamson County, according to Mayor Anderson.
Answer: Since the project is still in the design process, the total cost is subject to fluctuate, but the latest estimate puts the total project cost at about $9M. However, the stormwater improvements to Johnson Circle are still projected at ~$790,000. Additionally, the October 2025 construction start deadline is a lease requirement from Williamson County.

Alderman Barnhill asked how Franktown interfaces with the Boys and Girls Club and other similar organizations because he is still hesitant about how these services differ (i.e. what makes Franktown different). He further inquired about the discrepancy between the number of eligible kids versus kids served as identified last meeting as well.
Chris Barnhill, Executive Director of Franktown Open Hearts, reiterated that there are 1700-1800 children eligible for the Franktown Programs. However, they are currently limited to the capacity of borrowed spaces,

like churches, libraries, the Ag Center, etc. Additionally, their programs are limited to available transportation. Right now, there are only 8 buses on hand. He also stressed that the waiting lists are not 1700 people long because the paperwork to be a program participant is very involved, so if they know there is limited capacity, they won't do it. They anticipate plenty of need to fill the space allotted at the new facility.

Alderman Barnhill candidly asked: what about your organization justifies $900k in support from the City, when other organizations are in need of funds as well?
Answer: The Franktown program is more comprehensive. It provides not only school assistance, but also vocational training, music, dance, cultural studies, etc. It is a holistic experience.

Steve Scott, Franktown board member, spoke in support of the organization. He added that the Board collaborated on a letter that addressed the mayor's specific capital campaign and financing questions from the end of the March 11, 2025 BOMA meeting.

Alderman Baggett spoke in support of funding via the County Adequate Facilities Tax.

Alderman Burger asked Mr. Stuckey if reserve funds could be allocated towards this project.
Answer: Mr. Stuckey said that should be a last resort because the other two funding options (CDBG and County Adequate Facilities Tax funds) can fulfill this request in full.

9. **Consideration Of Ordinance 2025-08, An Ordinance To Clarify Regulation Of, And Restrictions On, Visible Possession Of Open Alcohol Containers And Consumption Of Alcohol, Other Than Beer, In Public**

Sponsors: Bill Squires

The item will be on a future Work Session for discussion.

10. **Consideration Of Procurement Award To Calgon Carbon Corporation Of Moon Township, Pennsylvania In The Total Lump-Sum Amount Of $115,000.00 For Granular Activated Carbon (GAC) Water Filtration Media Exchange For The Water Treatment Division Of The Water Management Department (Purchasing Office Procurement Solicitation No. 2025-014; $150,000.00 Budgeted In 421-89230-52103 For Fiscal Year 2025; Contract No. 2025-0081)**

Sponsors: Kristine Brock, Michelle Hatcher

The item will be on a future Work Session for discussion.

11. **Capital Investment Plan - Round Two Prioritization Update**

Sponsors: Eric Stuckey, Paul Holzen, Lisa Clayton, Michael Walters Young

The item will be on a future Work Session for discussion.

OTHER BUSINESS

ADJOURN

Meeting Adjourned @ 7:17 PM

Dr. Ken Moore, Mayor

Minutes Prepared by Sarah Schilling, Assistant Deputy City Recorder, City Administrator's Office - 4/1/25, 2:38PM