



Meeting Minutes

Work Session

Tuesday, May 13, 2025

5:00 PM

Board Room

CALL TO ORDER

Mayor Ken Moore called the meeting to order at 05:08 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, 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.

WORK SESSION DISCUSSION ITEMS

1. **Discussion Of The Draft Master Plan For Creekside Property With Kimley-Horn And Associates, Inc**

Sponsors: Lisa Clayton, Torrey Barnhill, Alisha Eley

Lisa Clayon, Park Director, and Alisha Eley, Landscape Architect and Associate with Kimley-Horn, introduced the item and presented the master plan for the Creekside Property. Ms. Barnhill explained that the Creekside property is located directly off of Franklin Road and is surrounded by City of Franklin-owned property, providing opportunities for future connectivity and passive recreation opportunities. Three existing structures exist on the Creekside property and one existing structure on the adjacent property to the south. Thomas Shute House, constructed in 1845 by Thomas Shute, stands as a prominent example of mid-19th century architecture with Greek Revival influences.

The City of Franklin and Friends of Franklin Parks collaboratively funded the development of this high-level comprehensive master plan to evaluate the potential of transforming the property into a city park. This initiative aims to assist the Board of Mayor and Aldermen in determining the value of acquiring the property to enhance the parks' system while preserving this historically significant gateway.

Public Comment:

Torrey Barnhill, Executive Director for Friends of Franklin Parks, expressed excitement about the project.

Bob Ravener, 221 Third Ave South, Franklin, TN, also expressed excitement and overall support for the project as a board member of Friends of Franklin Parks and Franklin's Charge, as well as a member of Preservation Partners. He views this as another piece of the puzzle to preserving the historic gateway in the downtown corridor.

Mr. Stuckey added that the acquisition of the Creekside property was included in the City's Comprehensive Capital Investment Plan, and staff should have an idea of final financial impact from Preservation Partners soon.

Alderman Baggett expressed support for this project, and the plan to preserve the property and connect it to

Franklin's greenway. He noted that the city does not own many of the historic assets in Franklin, so this acquisition is a step in the right direction.

2. Development Activity Report

Sponsors: Michael Walters Young, Katherine Harelson

Katherine Harelson, Development Services Operations Analyst, presented the Development Activity Report for the first quarter of 2025 (January through March 2025). She stated that overall, activity has been strong during the start of 2025. Permitted projects in the first quarter increased for the second year, with notable projects being the In-N-Out fast food restaurant and the Westhaven Active Adult Community. Permitting fees and impact fee collections have also either increased or held steady for the second year. This is a good start to the calendar year, but more data will need to be gathered to see a trend.

3. Consideration Of COF Contract No. 2025-0125, With Toll Brothers, Inc. For Parkland Impact Fee And Construction Agreement For Magnolia Green Subdivision

Sponsors: Lisa Clayton, Heather Eusebio

The item was acknowledged and is planned for the May 27, 2025 Board of Mayor and Aldermen Meeting for consideration.

4. Consideration Of Resolution 2025-31, A Resolution Adopting The 2024-2029 Consolidated Plan And The First Year, Annual Action Plan, And Authorizing A Request For Housing And Urban Development Community Development Block Grant Funding

Sponsors: Tom Marsh, Kathleen Sauseda

The item was acknowledged and is planned for the May 27, 2025 Board of Mayor and Aldermen Meeting for consideration.

5. Consideration Of Resolution 2025-24, A Resolution Adopting A Plan Of Services For The Annexation Of Property Located West Of Hillview Lane And North Of Coleman Road, At 1247 Hillview Lane By The City Of Franklin, Tennessee. Establishing A Public Hearing On June 24, 2025

Sponsors: Emily Wright, Amy Diaz-Barriga, Joseph Bryan

Joseph Bryan, planner, introduced the item. Mr. Bryan explained that the Plan of Services outlines how infrastructure will need to be provided to serve the property of 311.21 acres. He noted that no additional personnel or equipment will be necessary for either Fire, Police Protection, or Sanitation. For the annexation, Mr. Bryan stated that the property is noncontinuous to City limits, but is within the southern portion of the Franklin Urban Growth Boundary (UGB). For the zoning, this is in the Village Green Design Concept in Envision Franklin. For the development plan itself, the Harlin PUD subdivision includes a variety of housing types including single family, townhouse, duplex, and small-scale multifamily with a maximum of 12 units per building. Also included is more than 200 acres of open space and a variety of both active and passive uses of this preserved area. For this property, Envision Franklin provides a special consideration regarding hospitality uses. It states that, "Hospitality uses are appropriate as a Secondary Use within Village Green if sized appropriately and the building massing is in keeping with the location and design as indicated on the Development Plan." A boutique hotel may include traditional hotel suites and rooms within an inn, or could include stand-alone cottages (cottages could be a single unit or could include up to 4 suites per building) for a total of up to 80 keys. The hotel complex is located in the central part of the development and meets the recommendations for this special consideration for the property.

There are fifteen Modification of Standards requests in this plan that address building elements, open spaces, signage, parking, and sidewalks. Mr. Bryan explained each MOS to the Board in detail.

Alderman Burger discussed MOS #2 (porch, stoop, and balcony alternatives), MOS #5, MOST #9 (rural paths versus sidewalks), and MOS #12 (retention ponds versus detention ponds).

Public Comment:

Gene Lovell, 1175 Hillview Lane, Franklin, TN, expressed concern about lack of egress and ingress for this development. He did not want traffic influx on Hillview Lane.

Rob Dodson, 1178 Hillview Lane, Franklin, TN, expressed concern about using Hillview Lane, a country road that ends in a cul-de-sac, as the primary access for the Harlin Subdivision.

Blair Garner, 1159 Hillview Lane, Franklin, TN, expressed concern about using Hillview Lane, a country road that ends in a cul-de-sac, as the primary access for the Harlin Subdivision. He was told by developers that Coleman Road would be the primary ingress and egress.

Angela Lovell, 1175 Hillview Lane, Franklin, TN, noted that Hillview Lane is too windy to accommodate more traffic before posing a danger to residents and thru-traffic. She stated that while the Village Green design concept aims to preserve open space, the Hillside Overlay is already preserving this land. Hence, without the preservation piece, it is just adding density before the surrounding roads can support it.

Adam Ballash, present on behalf of the applicant, applauded the city's goal to put infrastructure before growth. However, when that is not the case, his developers work with the city and the state to improve roadways in tandem with building out developments in Franklin, like Berry Farms. Mr. Ballash added that the applicant has been working very closely with the Harlin family, who are excited about the potential for less density than is even proposed by Williamson County (1 unit per acre). This project's net density is .67 units per acre as proposed. Boyle (the developer) supports all the conditions of approval set forth by staff with only a couple modifications to MOS #1, MOS #2, and MOS #3.

Greg Gamble, present on behalf of the applicant, spoke about the roadway improvements being proposed in this area as part of the Harlin property master plan. Specifically, he outlined the plan to improve Henpeck Lane, Coleman Road, Columbia Avenue, and Mack Hatcher Parkway. Additionally, he discussed the developer's intent to partner with the city in their preservation efforts. In fact, the property is currently in Williamson County, so the request for annexation would trigger the HHO guidelines, which places preservation at the forefront.

Board Comments:

Alderman Petersen asked about the timeline for Coleman Road improvements.

In response, Mr. Gamble stated that an engineering staff condition of approval was the Coleman Road improvements, and it is the developer's intention to construct them in Phase 1.

Mayor Moore asked Mr. Gamble to clarify how much the Mack Hatcher Parkway and Hillview Lane intersection is anticipated to be used for Harlin access.

Mr. Gamble stated that completion of improvements at that intersection are required prior to the issuance of the residential certificates of occupancy. He stated that they expect for pedestrians, bicycles, and cars to use that road and adjacent multi-use trail to access the commercial spaces in Harlin. The traffic study indicated that the AM peak hour contribution was 40 vehicles.

Vice Mayor Potts followed up by asking if the multi-use trail is expected to run the entire length of Hillview Lane. Additionally, explain the use of Coleman Road for construction access.

Mr. Ballash explained that utilities for this project have to come from Coleman Road. Hence, they will build a roadway to grade to house these facilities, and then also serve as the primary construction access point for the project.

Mayor Moore asked: once the project is fully constructed, how do they anticipate it impacting Hillview Lane?

He does not think it's reasonable to divert all residential and commercial traffic south to Coleman Road, so there will be an increase in traffic on Hillview Lane inevitably.

Mr. Ballash added that he is correct that there will be increased traffic on Hillview Lane; however, there have been no capacity issues identified through traffic studies to indicate that Hillview Lane, as it is, cannot handle the anticipated influx from the development. In fact, Engineering has required that Boyle improve the road with guardrails and fill in the ditch alongside portions of the roadway. This is where the multi-use trail would be constructed as well to improve pedestrian and biker safety.

Alderman Blanton supported the development of the Harlin property and the improvements to Coleman Road, but she will not support access from Hillview Lane.

Alderman Barnhill requested assurances from the developer that they would refrain from using Hillview Lane as access for the Harlin development.

Alderman Baggett expressed concern about the impact this development would have on the Hillview Lane and Mack Hatcher intersection. He stated that he does not want this to be a cut-through road, especially during PM traffic.

In response, Mr. Ballash indicated that the Traffic Impact Analysis does not suggest that Hillview Lane will become a cut-through road.

Alderman Baggett hoped that the Board could find a way to preserve the rural character of Hillview Lane as they did with South Berrys Chapel Road.

Alderman Brown discussed the unintended consequence of improving a road too much - it could encourage travel where there might not have been otherwise. With the Tractor Supply, Kroger, and Target in the shopping center near the Hillview Lane and Mack Hatcher intersection, we could prime Hillview Lane for cut-through traffic unintentionally. Additionally, he was concerned that the timing of this proposed road construction could align with the improvements planned for Mack Hatcher and Columbia Ave making these major construction projects simultaneous.

Alderman Caesar stated that the proposed traffic plan would cause him some frustration as a driver. He also reiterated that this Board focuses on preservation, and he believes that Hillview Lane is a space worthy of being preserved. He was excited about this development, but he stressed that the Board cannot let growth come before infrastructure. In the case of the Harlin project, the shortcomings of Mack Hatcher and Columbia Avenue were limiting factors, which caused him to hesitate about granting approval for this project. However, if this moves forward, Coleman Road access needs to be completed as soon as possible.

Alderman Petersen asked about the timeline for the Mack Hatcher improvements.

Mr. Stuckey explained that TDOT's 10-year plan has Mack Hatcher slated for 2032. The city will analyze the project and attempt to move elements forward as we can to speed up this process. He added that Columbia Avenue is fully funded by federal and state funds.

Alderman Burger agreed that the development is top-tier, but the timing is just not right. We need to put the infrastructure before growth.

Vice Mayor Potts heard the concerns of his fellow board members and agreed that the infrastructure issues are glaring, but he argued that the annexation could help preserve the natural beauty of the landscape better than if it stayed in the county.

The item is planned for the June 24, 2025 Board of Mayor and Aldermen Meeting for consideration.

6. ***Consideration Of Resolution 2025-25, A Resolution To Annex One Property, Consisting Of 311.21 Acres, Located West Of Hillview Lane And North Of Coleman Road At 1247 Hillview Lane, And Not Adjoining The City Limits Within The Southern Part Of The Franklin Urban Growth Boundary (UGB). Establishing A Public Hearing On June 24, 2025**

Sponsors: Emily Wright, Amy Diaz-Barriga, Joseph Bryan

The item was heard concurrently to Item 5. This item is planned for the May 13, 2025 Board of Mayor and Aldermen Meeting for consideration on First Reading. Public Hearing is planned for June 24, 2025.

7. ***Consideration Of Ordinance 2025-06, An Ordinance To Zone 311.21 Acres To Planned (PD 0.78/32,000/80) District, And Hillside Hillcrest Overlay (HHO) District, For The Property Located West Of Hillview Land And North Of Coleman Road At 1247 Hillview Lane (Harlin PUD Subdivision). Establishing A Public Hearing On June 24, 2025**

Sponsors: Emily Huffer, Amy Diaz-Barriga, Joseph Bryan

The item was heard concurrently to Item 5. This item is planned for the May 13, 2025 Board of Mayor and Aldermen Meeting for consideration on First Reading. Public Hearing is planned for June 24, 2025.

8. **Consideration Of Resolution 2025-26, A Resolution Approving A Development Plan For Harlin PUD Subdivision With 15 Modifications Of Development Standards (Building Elements, Parking, Glazing, Open Space) For The Property Located West Of Hillview Lane And North Of Coleman Road, At 1247 Hillview Lane. Establishing A Public Hearing On June 24, 2025**

Sponsors: Emily Wright, Amy Diaz-Barriga, Joseph Bryan

The item was heard concurrently to Item 5. This item is planned for the June 24, 2025 Board of Mayor and Aldermen Meeting for consideration.

9. **Discussion Of DRAFT COF Contract No. 2025-0158, With Boyle Nashville, LLC For A Road Impact Fee Offset Agreement For An Amount Not To Exceed \$4,647,999 And Interlocal Agreement With Williamson County**

Sponsors: Paul Holzen, Jimmy Wiseman

Paul Holzen, Engineering Director, introduced the item. He outlined the offsite road improvements for Hillview Lane, Mack Hatcher Parkway, Columbia Avenue, Columbia Pike, Coleman Road, and Henpeck Lane.

The development shall be capped at 50 units until the following conditions of approval are satisfied:

- Offsite improvements must be designed with the first site plan.
- Columbia Pike improvements must be built in Phase 1.
- Right-of-way acquisition is the applicant's responsibility.
- Emergency access gate is required at Coleman Road until key road upgrades are completed.
- Construction traffic cannot use Coleman Road until improvements are finished.
- Turn lanes on Coleman Road and site access must be completed before opening to the public.
- Columbia & Hillview Lane/Mack Hatcher improvements must be finished before issuing occupancy permits.

It is important to note that the proposed enhancements involve state routes and county-maintained roadways currently under the jurisdiction of the Tennessee Department of Transportation (TDOT) and Williamson County. Hence, he also reviewed the road impact fee reimbursement agreement and the interlocal agreement with Williamson County. Staff needs Board input on whether road impact fee funds should be prioritized for projects outside the city limits but within the UGB as these funds are currently allocated primarily for in-city improvements.

Alderman Brown requested clarification on the 50% assumption on the Traffic Impact Analysis.

Mr. Holzen responded that it is up to the discretion of the traffic engineers.

Alderman Baggett inquired about gating Hillview Lane to discourage traffic outside of residents and emergency access.

Mr. Holzen stated that the city always aims to promote connectivity. There is not really a precedent for gating a public city road, and staff would not recommend doing that here.

Vice Mayor Potts asked about the possibility of reducing the speed limit on Hillview Lane.

Mr. Holzen explained that this road does have the potential to be reduced to 20 or 25 MPH. We could also try to restrict truck access with signage.

The item is planned for the June 24, 2025 Board of Mayor and Aldermen Meeting for consideration.

10. Consideration Of COF Contract No. 2025-0110, With Boyle Investment Company For Parkland Impact Fee And Construction Agreement For Harlin PUD

Sponsors: Lisa Clayton, Heather Eusebio

The item was acknowledged and is planned for the June 24, 2025 Board of Mayor and Aldermen Meeting for consideration.

11. FY26 Proposed Budget Update

Sponsors: Eric Stuckey, Michael Walters Young

Mr. Stuckey explained that this year's budget has several moving pieces, including:

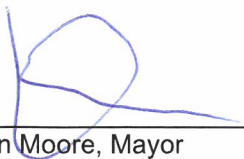
- Periodic revaluation of assessed property and its impact on the Property Tax Rate
- Proposed changes to Property Tax and Hotel/Motel Occupancy Tax Rates
- Implementation of results of the latest Market Compensation Study
- Additional Program Enhancements Requests

The proposed FY 2026 Operating Budget will be formally presented by Mr. Stuckey at the Budget & Finance Committee Meeting on Thursday, May 15, 2025. At that time, he will be seeking Board guidance on where to set the property tax rate, especially after learning where TDOT landed for their 10-year plan. These changes will need to be solidified before budget goes to public hearing on June 10, 2025.

OTHER BUSINESS

ADJOURN

Meeting Adjourned @ 7:08 PM


Dr. Ken Moore, Mayor

Minutes Prepared by Sarah Schilling, Assistant Deputy City Recorder, City Administration's Office - 5/12/25, 9:36 AM