HISTORIC
FRANKLIN
TENNESSEE

City of Franklin

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Meeting Minutes

Work Session

Tuesday, August 26, 2025	5:00 PM	Williamson County Auditorium

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

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

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.

WORK SESSION DISCUSSION ITEMS

1. **Development Services Advisory Commission Report**

   Sponsors: Vernon Gerth, Katherine Harelson

   The item will be discussed at the September 9, 2025 Work Session.

2. **Development Activity Report**

   Sponsors: Michael Walters Young, Katherine Harelson

   Katherine Harelson, Budget & Performance Analyst, presented the development activity throughout the first two quarters of the 2025 calendar year and Fiscal Year 2025. She explained that in the second quarter, development activity was steady, with permitting numbers tracking closely to those recorded in 2024. Impact fee collections also increased compared to the same period last year, reflecting steady growth in both residential and commercial developments. This positive trend has continued into FY25, with development activity remaining stable and notable growth in commercial projects. While impact fees remained consistent, they were slightly lower than in FY24, due to their variability based on the type of development.

   Additionally, the Board of Mayor and Aldermen requested quarterly updates on staff's progress in implementing recommendations from the Development Customer Survey. Since the beginning of the year, staff has held numerous discussions internally and in collaboration with the Development Services Advisory Commission. These efforts have resulted in several key initiatives, including: the development of a draft customer satisfaction survey to be distributed at various stages of the development process; a redesign of development maps to improve public accessibility; and the formation of a focus group dedicated to evaluating all development-related processes for accessibility, efficiency, and overall effectiveness.

   Alderman Barnhill requested that staff compare the old impact fees to the new impact fees on the FY25 development activity. He wanted to confirm that the new impact fees are having the intended effect of bringing in more revenue for the city.

3. **Consideration Of Addendum 2 To COF Contract No. 2013-0041, With Williamson County And Chartwell Hospitality For Conference Center Operating Agreement For Cool Springs Conference Center**

Sponsors: Eric Stuckey, Kristine Brock

Kristine Brock, Assistant City Administrator, introduced the item. She explained that in 1997, Williamson County, the City of Franklin and the initial owner of the Marriott Cool Springs Hotel entered into an agreement for the management of the to-be-built Cool Springs Conference Center. Hotel management is the most feasible operator of the adjoining conference center for many reasons, including the joined nature of the mechanical systems, kitchen, laundry, parking areas, etc. as well as the shared business interests of booking hotel rooms with attendees at the conference center. The conference center opened in 1999. The operating agreement was amended by COF Contract No. 2013-0041 with the term of the operating agreement extended through October 15, 2027.

At this time, all three parties (Williamson County, the City of Franklin and Chartwell Hospitality, the current owner of the Marriott Cool Springs Hotel) wish to extend the agreement through October 15, 2037. The hospitality and convention business is a long-term operation and having management of the conference center established for an extension of 10 years is conducive to booking the conference center as well as the business needs of Chartwell as the hotel owner.

There are no changes to the operator's compensation in this addendum. The operator's compensation, the FY 2026 amount is $262,560, is paid as part of the operating expenses of the conference center. Since its opening in 1999, the conference center has generated profits to the City of Franklin of $4,673,332. For FY 2025 (unaudited), the City's proceeds were $355,434. From FY 2022-FY 2025, the average annual return to the City was $365,192. In 26 full years of operation, excluding the partial year of 1999, the center ended the year with a loss in only 3 years, which is very good for government owned conference centers. Williamson County intends to consider the same agreement at their September 8, 2025 Commission meeting.

Alderman Burger asked when the Board is slated to vote on this? She had questions for Chartwell Hospitality.
Answer: Ms. Brock explained that the vote is planned for the September 9, 2025 BOMA Meeting for consideration, the day after Williamson County intends to consider the same agreement. Mr. Stuckey added that this is a continuation of the existing operating agreement.

Alderman Burger expressed some hesitation about the 10-year contract extension. She noted that while the conference center is currently booked, busy, and operating well, we miss out on significant revenue due to the size limitations of the center today. She does not want to limit the potential growth of the conference center due to the legalities of this agreement.
Mr. Stuckey clarified that nothing in this agreement precludes us from any future expansions to the conference center. Any updates to the conference center would necessitate a new operating agreement.

Alderman Barnhill asked if the conference center is indeed booked and busy as Alderman Burger stated?
Answer: Ms. Brock explained that there is an inherent seasonality to the conference business, so some months do operate at a loss. However, in the 26 years of operation, the center has only ended the year with a loss three times. While adapting the facility could boost bookings, the current center with its seasonality has not kept us from seeing positive results.

The item is planned for the September 9, 2025 Board of Mayor and Aldermen Meeting for consideration.

4. **Consideration Of Event Permit For Porchfest Sponsored By The Westhaven Foundation In Westhaven On September 20, 2025**

Sponsors: Milissa Reierson, Monique McCullough

The item was acknowledged and is planned for the September 9, 2025 Board of Mayor and Aldermen Meeting for consideration.

5. **Consideration Of Event Permit For City Farmhouse Popup Fair At Bicentennial Park On November 7 - 8, 2025**

Sponsors: Milissa Reierson, Lisa Clayton, Monique McCullough

The item was acknowledged and is planned for the September 9, 2025 Board of Mayor and Aldermen Meeting for consideration.

6. **Consideration Of Resolution 2025-62, A Resolution To Approve May Me The Mule At Carter's Hill Park At 1221 Columbia Avenue**

Sponsors: Lisa Clayton, Milissa Reierson, Monique McCullough

Lisa Clayton, Director of Franklin Parks, and Laurie McPeak, Chief Development Officer for Battle of Franklin Trust, were present to introduce the item and answer any questions from the Board. Ms. McPeak explained that the Battle of Franklin Trust has proposed the installation of a statue at Carter's Hill Battlefield Park (1221 Columbia Avenue). May Me, the Mule, was the lead draft animal for the 6th Ohio Calvary while they were in Franklin during the Civil War. The statue will be life-sized, made of bronze, and mounted on an aggregate base. It is the latest piece to the Artillery Exhibit east of Columbia Avenue. The proposed statue has been reviewed by the Civil War Historical Commission, the Historic Zoning Commission, and the Franklin Public Arts Commission, who have all recommended its approval.

The statue will be created by local artist Janel Maher. All funds needed to create and install the statue have been raised. Maintenance and upkeep will be provided by the City of Franklin.

Mr. Stuckey asked Ms. McPeak to clarify where May Me will be located at Carter's Hill Battlefield Park.
Answer: Ms. McPeak explained that the hope is for the statue to be on the grassy knoll north of the cotton gin foundation. The goal is for this exhibit to pull people further into the park.

Mayor Moore asked when May Me will be installed?
Answer: The goal is to have it installed for the new Carter House Visitor's Center grand opening scheduled for mid-2026.

The item is planned for the September 9, 2025 Board of Mayor and Aldermen Meeting for consideration.

7. **Consideration Of Resolution 2025-63, A Resolution Assigning Naming Rights To Noon Rotary Rodeo Plaza**

Sponsors: Lisa Clayton, Milissa Reierson, Monique McCullough

Ms. Clayton and Mr. Stuckey highlighted the city's excitement to have a dedicated space in Jim Warren Park to recognize the legacy of the Franklin Rodeo. The chosen site was the location of the rodeo for 51 years before its relocation to the Williamson County Agricultural Center. Jim Warren Park continues to be a cherished part of the event, serving as the staging area for the iconic rodeo parade.

The item is planned for the September 9, 2025 Board of Mayor and Aldermen Meeting for consideration.

8. ***Consideration Of Resolution 2025-55, A Resolution Authorizing The Execution Of COF Contract No. 2025-0253 With Civil Constructors, LLC For The Liberty Hills Pond Stream Restoration Project (COF Project No. 2022-020) In The Amount Of $2,376,791.10 And To Establish A Project Contingency In The Amount Of $150,000**

Sponsors: Paul Holzen, Jeff Willoughby

Paul Holzen, Engineering Director, introduced the item. He explained that the City has been working with the HOA on this restoration project. Mr. Holzen reminded the Board that the City received a grant through the State as part of the America Rescue Plan Act (ARPA) to convert the Liberty Hills Pond into a stream. For the construction, the City will receive approximately $1.33M in grant funding. Chris Franklin, Budget & Performance Analyst, is seeking additional funding to cover any unforeseen costs over and above the anticipated budget. Mr. Holzen explained that they are allotted 12 months to complete the project under ARPA guidelines, so pre-construction meetings will be underway shortly.

The item is planned for the August 26, 2025 Board of Mayor and Aldermen Meeting for consideration.

9. ***Consideration Of Resolution 2025-59, A Resolution To Award The Construction Contract (COF Contract No. 2025-0232) For The "SR96 Murfreesboro Road Access Control Improvements And Royal Oaks Improvements Project" To Nickell Company, LLC With A Bid Amount Of $753,190 And To Authorize The City Administrator To Execute The Contract**

Sponsors: Paul Holzen

Mr. Holzen introduced the item. He explained that this construction contract is for the median work on SR-96 as an access control improvement. In addition to the medians, the plan is to take the shoulders on the east side of the interstate and convert those to through lanes and turn lanes to try to increase capacity on SR-96 based on recommendations from a new traffic impact study. Furthermore, there will be minor turn lane modifications on Royal Oaks. He stated that Nickell Company is qualified to do the work effectively and within the four-month construction timeframe.This project will start shortly in attempt to complete before asphalt plants close. Mr. Holzen further explained that this work will all be done at night, with the exception to the work on Royal Oaks.

Alderman Burger asked where the Royal Oaks improvements would be exactly?
Answer: Mr. Holzen stated that it is near Aldi.

Vice Mayor Potts asked staff to restate the construction timeline.
Answer: Mr. Holzen explained that it is a four-month construction contract, so they plan to issue the notice to proceed in early September and hope to be done in December. However, Nickell is optimistic that the work can be expedited, and they may be finished by November.

Alderman Barnhill asked staff to clarify what the original cost of the temporary delineators were compared to the permanent median? He expressed support for the delineators which have the same outcome with a much cheaper solution.
Answer: The delineators were between $70,000 and $80,000, and the temporary median was projected at just under $500,000. The consensus from the Board was to move forward with the median as a traffic control solution due to the aesthetic and permanence it provided. There have since been other traffic-improving projects lumped into this contract which explain the proposed bid amount.

Alderman Burger urged the Board to support these traffic control improvements because this is the highest-incident-rate intersection in the City. She did not agree that delineators would have solved the problem.

In response, Alderman Barnhill stated that he will not support this contract. He reiterated that this is a throwaway project because both solutions are ultimately temporary. The delineators and the median accomplish the same thing. Hence, we should go with the cheaper option. Additionally, he questioned adding other projects into this contract because it makes it difficult to pinpoint how much each costs individually.

Mr. Holzen responded that staff determined that the additional milling and paving in this contract would substantially help traffic flow in the SR96 corridor. He approved it without bringing it back before the Board because he thought it was a no-brainer to improve that road however possible.

Alderman Baggett supported the median as a traffic control solution. He believes that the I-65/SR-96 improvements are still 10+ years down the road; otherwise, he would support the more temporary delineators. Regarding the other add-on projects, he asked staff to explain how they will improve traffic as well.
Mr. Holzen explained that by adding or improving lanes, it aids the overall traffic flow.

Vice Mayor Potts supported the median as a safety measure because this area is where we see the most accidents in the city. He confirmed with staff that the new signalization will activate the U-turn traffic at the proper location.

Alderman Caesar expressed concern about spending this much money on a road improvement project; however, he believes this is a primary corridor into our city. It deserves to look better than temporary delineators would allow. He also confirmed that the median would have a mountable curb for emergency vehicle access. Additionally, Alderman Caesar noted that there was initially push-back from business owners in this area regarding how this would affect access to their establishments. He asked staff if there had been any follow-up with them since we decided to move forward.
Mr. Holzen noted that business owners now seem to be onboard with the assurance that the U-turn signalization will help accommodate their traffic as much as possible. They will be notified of the upcoming work as well.

Alderman Burger stated that the priority should be improving the through-traffic of emergency vehicles on SR-96 in any way we can. She believed the proposed improvements will help create space for cars to move in peak-hour times when an ambulance is trying to get through.

Alderman Barnhill clarified that he agreed that safety in this corridor is a major concern; however, he thinks road improvements, with the same traffic-control effect, can be made for less money.

The item is planned for the August 26, 2025 Board of Mayor and Aldermen Meeting for consideration.

10. ***Consideration Of COF Contract No. 2025-0210, With Williamson County, Tennessee And The City Of Franklin, Tennessee For An Interlocal Agreement To Provide Assistance To Williamson County's Solid Waste Department During Adverse Conditions**

Sponsors: Mark Hilty, Nate Ridley

Nate Ridley, Sanitation and Environmental Services Director, introduced the item and was present to answer any questions from the Board.

The item is planned for the August 26, 2025 Board of Mayor and Aldermen Meeting for consideration.

11. ***Consideration Of COF Contract No. 2025-0225, With Erickson Living Properties, LLC For Developer Reimbursement Agreement Of Expenses ($65,851.00) Related To The Installation Of A Sanitary Sewer Interceptor**

Sponsors: Michelle Hatcher

Michelle Hatcher, Water Management Director, explained that as part of the Erickson Senior Living PUD Development Plan, they were required to upgrade the sanitary sewer pipe diameter from 8-inches to 12-inches.

The item is planned for the August 26, 2025 Board of Mayor and Aldermen Meeting for consideration.

12. ***Consideration Of Amendment 1 To COF Contract No. 2022-0163, With Ulliance, Inc. For Life Advisor Employee Assistance Program**

Sponsors: Kevin Townsel

Kevin Townsel, Human Resources Director, explained that this contract is asking for a one-year extension for the city's Employee Assistance Program (EAP).

The item is planned for the August 26, 2025 Board of Mayor and Aldermen Meeting for consideration.

13. ***Consideration Of Resolution 2025-49, A Resolution Authorizing The Use Of A Competitive Sealed Proposal Procurement Method For Choosing The Service Provider For Flexible Spending Account Services**

Sponsors: Kevin Townsel

Mr. Townsel was present to answer any questions from the Board.

The item is planned for the August 26, 2025 Board of Mayor and Aldermen Meeting for consideration.

14. **City Hall Block Redevelopment Update**

Sponsors: Chris Koeper, Kelly Dannenfelser

Chris Koeper, owner's representative, and Kelly Dannenfelser, Assistant Director of Planning & Sustainability, were present to introduce the item and answer any questions from the Board. Ms. Dannenfelser shared new design progress pictures which included: exterior lighting plans, the boardroom interior, and first glimpses of the community park. Mr. Koeper shared the following construction update:

- Excavation work is complete
- Utility work near 2nd Avenue Garage
- 3rd Avenue Utility Preparation
- Foundations

Vice Mayor Potts asked: now that we have finished excavation, did we run into any water table issues?
Answer: No. We are currently drilling piers that are going down roughly 14 feet to hit bearing, and the first two did not have any water in them. That is not to say that we will not hit any in the future, but we do not have groundwater concerns at this stage.

Mr. Koeper continued that early release packages (ERP) 1 and 2 were estimated at approximately $30.7M, but we actually came in at $27.5M.

Hence, Mr. Stuckey summarized that the project is tracking ahead of schedule and under budget.

Alderman Baggett noted that we thought we would encounter rock in the excavation process which would require blasting, but there was not. How did that impact the cost of the first ERP?
Answer: Mr. Koeper clarified that we did not anticipate a need for blasting, but we did designate a $300,000 contingency fund for unsuitable soils and conditions. Mr. Stuckey added that we will not need to touch that allowance.

Alderman Baggett asked for an update on projected soft costs (furniture, etc)?
Answer: The estimate is still about $3.5M to furnish the entire project. Mr. Stuckey noted that we can make specific decisions about cost-saving measures in this area once we get closer to that stage in the project.

Alderman Burger asked if the upcoming utility work is in our existing ROW?
Answer: Yes.

15. ***Consideration Of Resolution 2025-71, A Resolution Authorizing The City Administrator Or Assistant City Administrator - Public Works To Execute COF Contract No. 2025-0326 With Truist Bank, Which Is An Incumbency And Client Notice Agreement To Provide Retainage Portfolio Access To The City For The City Hall Block Redevelopment Project**

Sponsors: Mark Hilty

Mr. Stuckey explained that this is a system access agreement working with our construction manager for the City Hall Block Redevelopment Project. Mark Hilty, Assistant City Administrator - Public Works, added that this is an agreement with Truist Bank, Skanska's partner in developing the retainage agreement. This allows us portfolio access as is customary with City construction projects.

The item is planned for the August 26, 2025 Board of Mayor and Aldermen Meeting for consideration.

16. **Consideration Of Resolution 2025-75, A Resolution Authorizing City Of Franklin To Join The State Of Tennessee And Other Local Governments In Amending The Tennessee State-Subdivision Opioid Abatement Agreement And Approving The Related Settlement Agreements**

Sponsors: Shauna Billingsley

Shauna Billingsley, City Attorney, introduced the item and explained that this is related to the Purdue settlement agreement approved at the last Board meeting. There are now subsequent vendors under Purdue that have entered into the main settlement agreement, but it requires you to enter into a new settlement agreement with those sub-vendors.

The item is planned for the September 9, 2025 Board of Mayor and Aldermen Meeting for consideration.

17. **Real Estate Infrastructure Development Districts In Tennessee - Policy Discussion Regarding Community Benefit Project Criteria, Transparency And Disclosure, And Maximum Assessments**

Sponsors: Eric Stuckey, Kristine Brock, Shauna Billingsley, Vernon Gerth

Mr. Stuckey re-introduced the Real Estate Infrastructure Development Districts policy and explained that there are three components to consider throughout this presentation regarding policy structure: the public benefit component, the related transparency and disclosure, and consideration of assessment caps. He discussed the urgency of getting a policy in place because of the way the state law is structured. Franklin will receive requests regarding this policy soon. Developments can approach the City, make the request, and we must respond within a certain timeframe. Having a policy in place will provide a clear framework for the Board and staff to work through requests, but it will also provide clarity for the development community. This is a benefit to developers as it helps them finance work they want to do in Tennessee communities, so as a community, it is critical for us to determine how we will benefit as well.

Vernon Gerth (Assistant City Administrator) introduced Kristine Brock (Assistant City Administrator), Betsy Knotts (Bass, Berry, & Sims), and Shauna Billingsley (City Attorney), who aided him in the presentation. Guidance is requested from the Board on the Community/Public Benefit Project Criteria section that will provide measurable criteria when the BOMA considers applications for establishing an Infrastructure Development District (IDD). Staff also seeks guidance on the Transparency and Disclosure section that states how and the type of information to be presented to initial and future property owners who are taking ownership of property located within an IDD, prior to closing. The last topic of discussion is Assessment Caps. Guidance is requested on the aldermen's expectations for the maximum assessment to be assigned to a property.

Board Comments:

	Comments
Alderman Petersen	She is against the IDD because property taxes within the district would be astronomical.
Alderman Caesar	What is ultimately the city's responsibility here? Is it collecting the bond if the developer defaults? Answer: Ms. Brock explained that there is the debt to contend with, but just like with property taxes, if the developer fails to pay the assessment, the City will navigate the steps set forth by state law and the developer could face losing their property. Who collects on behalf of the IDD? Answer: Ms. Brock explained that it is the city tax collector. Right now, it is the county, but it would be our responsibility to collect it. There is a risk of general exposure. Ms. Knotts added there is also reputational exposure.
Alderman Blanton	She commended the service access design, public art, and attainable housing aspects, but overall felt as if the policy as written was very cumbersome.
Alderman Barnhill	He agreed that the policy feels overly restrictive. This tool intends to encourage innovative, high-quality development. With so many criteria, we could end up with low-quality products because a development is just trying to hit every box. We need to avoid that.
Vice Mayor Potts	He agreed with Alderman Barnhill in that he did not want this strict rubric to come back and haunt us because a developer was trying to hurry up and check all the boxes to get to the end. Furthermore, he resonated with Ms. Knotts' comment on reputational exposure. He does not want anything to impact the city's AAA bond rating. The goal is to set up this tool as a long-term solution for developments within the city, not just for 1 or 2 partnerships. He valued the focus on public safety, connectivity with greenways, and public art. He was concerned about the imposed burden on the end user, as Alderman Petersen noted in her property tax comment.
Alderman Burger	Alderman Burger echoed the rest of the Board's sentiments. She felt that this policy got too in the weeds and was way too overdone. Regarding market caps, she believed that the free market can determine caps. She did not want to impose any additional caps beyond what the state requires.
Alderman Brown	He worried that the proposed policy was way too much, to put it simply. His goal when bringing this to the Board was to get a policy in place that aligned with the state law and enabled this board to drive certain factors that we want to see in our community, such as workforce housing, redevelopment, and good design/placemaking. Each development should provide different levels of value to Franklin. He feels like this policy, as it is written, stops us from even seeing any good ideas for development because the criteria are too restrictive and developers would abandon pursuit before even getting their foot in the door. He urged the Board and staff to go back to the core of why we wanted to introduce this policy in the first place. He urged the market to decide the assessment cap.
Alderman Baggett	He stated the chief goal of this policy should be to encourage development to pay for itself. He stated that developers, and people who live in said development, would pay for the infrastructure improvements (and other elements) rather than the entire city. He did not want to stray too far from this beacon, but there is still more work to do to refine this policy. He expressed opposition to the assessment caps.
Mayor Moore	He thanked staff for working on this. Ultimately, this is a financing tool for developers. In the long term, he wants to be able to leverage this to get infrastructure that the city needs.He expressed that this also could be an opportunity to get the "missing middle" housing that the city so desperately needs. He needed more clarity on the mechanics of the assessment caps.

Citizen Comments:

Rachel Blackhurst, PO Box 3141, Brentwood, TN, (NAIOP) thanked staff for their progress on this but did express concerns about the restrictions imposed by the policy. NAIOP is concerned that this policy is not very workable, and developers are going to opt not to use it because it is too cumbersome. She noted that the

Board spoke about wanting good design and infrastructure improvements, but urged the Board to consider how to incentivize developers to use the tool. She reminded them that, in the end, the Board can approve or deny any development request through this tool.

Craig Hoover, 1740 Hwy 96 W, Franklin, TN, (Developer of Armistead PUD), believed the intent of the policy is on track, but it is very restrictive as it was presented tonight.

Rick Rosenberg, Austin, TX, stated that this developer tool has no cost to the city. While it is a benefit to the developer, he also reminded the Board that this is not "free money." He summarized that the city should be careful because policies are objectives not prescriptions.

OTHER BUSINESS

ADJOURN

Meeting Adjourned @ 07:26 PM

Dr. Ken Moore, Mayor

Disclaimer: The above minutes should be used as a summary of the motions passed and issues discussed at the meeting. This document shall not be considered a verbatim copy of every word spoken at the meeting.

Minutes Prepared by Sarah Schilling, Assistant Deputy City Recorder, City Recorder's Office - 9/3/25, 2:00PM