



## City of Franklin

109 3<sup>rd</sup> Ave S  
Franklin, TN 37064  
(615) 791-3217

## Meeting Minutes

### Franklin Municipal Planning Commission

---

Thursday, August 28, 2025

7:00 PM

Williamson County  
Auditorium

---

*Notice is hereby given that a meeting of the Franklin Municipal Planning Commission will be held on the date, time and at the location listed above. Additional information can be found at [www.franklin.tn.gov/planning](http://www.franklin.tn.gov/planning).*

*The typical process for discussing an item is as follows:*

1. Staff Presentation
2. Public comments
3. Applicant presentation, and
4. Motion / discussion / vote

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

*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.*

#### **CALL TO ORDER**

Chair Roger Lindsey called the meeting to order at 07:02 PM

Board Members Present: Marcia Allen, Roger Lindsey (chair), Michael Orr, Nick Mann, Alma McLemore, Jenny Williamson, Ann Petersen

Board Members Absent: Scott Harrison, Jimmy Franks

**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 a non-consent agenda item, the Chair will hold your comment until the public comment period associated with the item. As provided by law, the Planning 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 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 Roger Lindsey asked for citizen comments. There were none.

**Comments on agenda items may be made in person at the meeting or by emailing [planningintake@franklin.tn.gov](mailto:planningintake@franklin.tn.gov) before noon on the day before 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 July 24, 2025 FMPC Minutes.

**Sponsors:**

**Attachments:** 1. DRAFT FMPC minutes 07.24.2025

A motion was made by Commissioner Orr, seconded by Commissioner Petersen to approve the Minutes from the July 24, 2025, meeting. The motion carried 6-0 (N. Mann abstain).

**ANNOUNCEMENTS**

Ms. Emily Wright asked the Commissioners to let staff know, by email or in person, if they will be attending the half-day Urban Plan workshop on October 1, 2025. Ms. Wright stated that she is hopeful that all the members can attend as it will be a fun interactive simulation of a development review, creation of a plan, and then going through the review process with a mock city council. Additionally, Ms. Wright noted that she encourages the Commissioners to attend as the workshop will serve as the four hours of annual training credit required.

Ms. Wright also announced that the Tennessee Chapter of the American Planning Association Conference will be held in Franklin, October 20th-22nd. During the conference there will be an opportunity for four hours of training for BZA members and FMPC members. More details will be available once the agenda is set. Also, if any of the Commissioners wish to attend the full conference, Ms. Wright said to let her know so that she could check how much she budgeted for conference registrations. Since the conference is local, Ms. Wright thought it would not be an issue.

Ms. Wright noted that the Urban Plan workshop would be from 8am-12pm, October 1st at the Eastern Flank Battlefield Event Facility.

**CONSENT AGENDA**

2. Consideration Of Approval Of Items 4-6 And 8-13 On The Consent Agenda.

**Sponsors:**

**Attachments:** None

A motion was made by Commissioner Mann, seconded by Commissioner Allen to approve items 4-6 and 8-13 as presented on the Consent Agenda. The motion carried 7-0.

**SITE PLAN SURETIES**

3. Andover Park PUD Subdivision, Final Plat; Declare The Agreement To Be In Default, Authorizing The Release Of 50% Of Surety And The Calling Of The Other 50% Of The Surety For The Green Infrastructure Improvement.

**Sponsors:** Melodie Brady

**Attachments:** 1. PA

STAFF PRESENTATION: Melodie Brady. Ms. Brady stated that in 2015, the Board of Mayor and Alderman approved the Andover Park PUD subdivision. The five homes were subsequently constructed shortly thereafter. All the required site improvements have been satisfactorily completed except for a portion of the green infrastructure. While the green infrastructure improvement amount was reduced by 75% in 2016, attempts by the developer, Tennessee Valley Homes and staff to complete the green infrastructure improvement resulted in the residents modifying some of these improvements that were previously installed. Based on the age of this subdivision and that minimal stormwater from this site enters the

Liberty Hills pond across the street to the south, which the city will be restoring, staff recommends that 50% of the \$3,250.00 cash performance surety (\$1,625.00) be returned to the developer and 50% be deposited in the City's Stormwater Fund for use on the Liberty Hills pond restoration project that will be getting underway soon. This recommendation is based on the Andover Park stormwater presently funneling into the Liberty Hills pond. Releasing 50% of the surety and calling the remainder of the surety will allow the City to close out this project, avoid further disruption to the property owners (some of which may not be the original owners), and utilize funds towards needed stormwater improvement in the immediate area.

RECOMMENDATION: Staff recommends that the FMPC declare the agreement to be in default, release 50% of the \$3,250.00 cash performance surety (\$1,625.00), and call the remainder of the surety (\$1,625.00) due to modifications to the originally approved green infrastructure improvements and resulting stormwater flows to the Liberty Hills pond, which will be improved and restored by the City project in the near future.

Citizen Comments: None

Applicant: None

#### **MOTION**

Commissioner Mann motioned to declare the agreement to be in default, release 50% of the \$3,250.00 cash performance surety (\$1,625.00), and call the remainder of the surety (\$1,625.00) due to modifications to the originally approved green infrastructure improvements and resulting stormwater flows to the Liberty Hills pond, which will be improved and restored by the City project in the near future, seconded by Commissioner McLemore.

Commissioner Mann thanked staff and Mr. Gerth for their attention to the sureties as it requires a lot of inspections and follow-up with developers. The commission spends a lot of time reviewing plans, including proposed landscaping that consists of photos. Landscaping is critical to the aesthetics of the project and, in this case, critical to the functionality of the retention pond. Commissioner Mann stated that there will always be an opportunity for the developer to respond before calling the surety, and it is important that the city continues to follow through with this process, otherwise the Commission spends a lot of time approving plans for no reason.

There being no further discussion, the motion carried by a vote of 7-0.

4. Gateway Village PUD Subdivision, Final Plat, Section 3, Lot 136, Revision 6; Extend The Performance Agreement For Green Infrastructure Improvement To August 27, 2026. (CONSENT AGENDA)

**Sponsors:** Melodie Brady

**Attachments:** None

The item was Approved on Consent Agenda.

5. Highlands At Ladd Park PUD Subdivision, Final Plat, Section 18; Accept The Streets Improvement, Release The Performance Agreement And Establish A One-Year Maintenance Agreement. (CONSENT AGENDA)

**Sponsors:** Melodie Brady

**Attachments:**

1. Highlands at Ladd Park FP, sec 18 streets action request
2. Highlands at Ladd Park FP, sec 18 streets inspection result

The item was Approved on Consent Agenda.

6. Highland At Ladd Park PUD Subdivision, Final Plat, Section 37; Extend The Performance Agreement For Green Infrastructure Improvement To August 27, 2026; Accept The Drainage Improvement, Release The Performance Agreement And Establish A One-Year Maintenance Agreement. (CONSENT AGENDA)

**Sponsors:** Melodie Brady

**Attachments:**

1. Action request - green infrastructure 8-2025
2. 08-2025 - Engineer Department 15

The item was Approved on Consent Agenda.

7. Lakeview Commercial Park Subdivision, Site Plan, Lot 20, Revision 1; Declare The Agreement To Be In Default, Authorizing The Calling Of the Surety For The Green Infrastructure Improvement.

**Sponsors:** Melodie Brady

**Attachments:**

1. PA
2. Agenda letter - 5-2025
3. 08-2025 - Engineer Department 16

STAFF PRESENTATION: Melodie Brady. Ms. Brady stated that the Lakeview Commercial Park Subdivision was approved with conditions on February 19, 2020. The performance was signed on June 5, 2020. The cashier's check was issued on June 5, 2020. The City received an action request for May 21, 2021, asking to be released from performance and establish a one-year maintenance agreement. The request was granted, and the surety was reduced from \$11,000.00 to \$2,500.00. Every year since 2021, the green infrastructure improvement has been inspected, but release of the maintenance agreement has been denied because of deficiencies. On May 16, 2025, agenda, the inspector could not release the maintenance agreement because of deficiencies, and the developer was given three months to correct the issue, or the surety would be recommended to be called by the FMPC. A letter was mailed, and an email was sent to Dan Brazzell with Master Plans, LLC, with no response.

RECOMMENDATION: Staff recommend that the FMPC declare the performance agreement for Lakeview Commercial Park Subdivision, Site Plan, lot 20, revision 1 to be in default and authorize the calling of the agreement and surety for the completion of the improvement.

Citizen Comments: None

Applicant: None

#### **MOTION**

Commissioner Mann motioned for the FMPC to declare the performance agreement for Lakeview Commercial Park Subdivision, Site Plan, lot 20, revision 1 to be in default and authorize the calling of the agreement and surety for the completion of the improvement, seconded by Commissioner Orr. There being no discussion, the motion carried by a vote of 7-0.

8. Westhaven PUD Subdivision, Final Plat, Section 15, Lots 4032 And 4034-4040; Accept The Drainage Improvement, Release The Performance Agreement. (CONSENT AGENDA)

**Sponsors:** Melodie Brady

**Attachments:**

1. Westhaven FP, sec 15, lots 4032 and 4034-4040 drainage action request
2. Westhaven FP, sec 15, lots 4032 and 4034-4040 drainage inspection result

The item was Approved on Consent Agenda.

9. Westhaven PUD Subdivision, Site Plan, Section 25; Accept The Drainage Improvement, Release The Performance Agreement. (CONSENT AGENDA)

**Sponsors:** Melodie Brady

**Attachments:**

1. Westhaven SP, sec 25 drainage action request

2. Westhaven SP, sec 25 drainage inspection result

The item was Approved on Consent Agenda.

10. Wynfield Village Subdivision, Site Plan; Extend The Performance Agreement For Streets Improvement To August 27, 2026. (CONSENT AGENDA)

**Sponsors:** Melodie Brady

**Attachments:** None

The item was Approved on Consent Agenda.

### **SITE PLANS, PRELIMINARY PLATS, AND FINAL PLATS**

11. Westhaven PUD Subdivision, Final Plat, Section 67, Creating 72 Single-Family Lots, 3 Open Space Lots, Dedicating Public Right-Of-Way, Granting Easements, And Abandoning Lot 5098 And Any Associated Easements Within it, On 29.24 Acres, Located Near The Intersection Of Fairmore Court And Drummond Street. (CONSENT AGENDA)

**Sponsors:** Emily Wright, Amy Diaz-Barriga, Chelsea Randolph

**Attachments:**

1. MAP Westhaven PUD Subdivision, Final Plat, Section 67
2. Westhaven PUD Subdivision, Final Plat, Section 67 Conditions of Approval\_01
3. FINAL PLAT COF 8882 Westhaven PUD Subdivision, Final Plat, Section 67

The item was Approved on Consent Agenda.

12. Franktown Open Hearts Center Subdivision, Site Plan, Developing 15,800 Square Feet Of Institutional Space, On 1.28 Acres, Located At 215 Granbury Street. (CONSENT AGENDA)

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

**Attachments:**

1. MAP Franktown Open Hearts Center Subdivision, Site Plan
2. 8890 Franktown Open Hearts Ctr Sub SP\_Conditions of Approval\_01
3. 1 thru 6 Pages from Franktown
4. 7 thru 12 Pages from Franktown -2
5. 13-18 Pages from Franktown -3
6. 19 thru 24 Pages from Franktown -4
7. 25 thru 30 Pages from Franktown -5

The item was Approved on Consent Agenda.

13. The Factory At Franklin PUD Subdivision, Final Plat, Revision 1, Creating 2 Commercial Lots, Revising And Adding Easements, And Dedicating Right-Of-Way, On 20.15 Acres, Located At 230 Franklin Road. (CONSENT AGENDA)

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

**Attachments:**

1. MAP The Factory at Franklin PUD Subdivision, Final Plat, Revision 1
2. 8885 Factory at Franklin PUD FP Rev1\_Conditions of Approval\_01
3. COF 8885The Factory Final Plat Stamped and signed 8-7-25

The item was Approved on Consent Agenda.

### **ZONING ORDINANCE TEXT AMENDMENTS**

14. Consideration Of Ordinance 2025-25, An Ordinance To Amend As Part Of An Annual Update Various Chapters Of The Franklin Zoning Ordinance Text, Including Signage, Uses, Streetlights, Performance Agreements, Floodplain Regulations, State Law Changes, And To Amend The Zoning Map, Including Rezoning Of 171 Hillhaven Lane and 370 Franklin Road To The Civic Institutional District And 171 Hillhaven Lane And The Parcel Southwest of Mack Hatcher Parkway And Aldersgate Way To The Historic Preservation Overlay District.

**Sponsors:** Emily Wright, Kelly Dannenfesler

**Attachments:**

1. ORD\_2025-25\_AmendZO\_Combined\_LawApproved
2. FMPC 2025 08 28 ZO Update Presentation

STAFF PRESENTATION: Kelly Dannenfesler. Ms. Dannenfesler explained that this ordinance is part of the annual zoning ordinance update. Discussions regarding the proposed changes began in March 2025 during the Joint Conceptual Workshops. This presentation is an overview of the text amendments and several rezonings.

There are several sign changes in this year's update. The first change is to allow for Halo illumination, which provides for soft backlit lighting that is behind the sign itself. The next sign change is to allow canopy signs above the canopy, and it is more of a modern approach. Additionally, the next sign change is to allow for irregular shapes for those hanging projecting arm signs to be any shape.

After much discussion about flags and based on input, what is proposed is to create an exemption in residential districts and on residential lots in the PD district. For up to 90 days per calendar year, flags up to 40ft (standard American flag size) shall be exempt from the quantity and placement requirements. This means there could be an unlimited number of flags, and the flags could be placed anywhere on the lot. Other amendments include adding a minimum setback for ground-mounted flagpoles of ten feet so that the flag itself isn't flying over other properties, and adding a maximum size for wall-mounted flagpoles of a five by eight for flag size.

One use change, not discussed during the joint conceptual workshop, is to propose for a wrecker service use type to be an allowable use in the Light Industrial district, which is currently only permitted in the Heavy Industrial district. This proposed use came about out of a notice of violation situation but after further research, there are a series of wrecker services in the Light Industrial district and are complaint free.

Next, relating to performance bonds, is to allow performance bonds as an option in addition to letters of credit and cashier's checks to secure the surety for improvements related to a development project.

Next, a proposal to add language that when streetlights are owned and maintained by Middle Tennessee Electric. The city would prefer light fixtures designs Arlington, Granville (post-top with full cover), plain Granville with Lunar Optics or the Town and Country to be used to reduce light pollution.

Moving on to State Law changes that affect the city's Zoning ordinance, Ms. Dannenfesler explained that disputes in the zoning district boundaries are typically handled by the BZA for ruling and interpretation. The state law change allows staff to have an initial interpretation and ruling on the disputes, removing the approval required by the BZA. This will primarily impact letters of map revision and the floodplain that required BZA approval even though already approved at the FEMA level. The second state law change involves changes to vesting and language changes. Currently, the vesting period starts when a plan is approved. The state law change includes that vesting will begin when the plan is submitted and determined to substantially comply with the local development ordinance and regulations.

Shanna McCoy. Ms. McCoy explained that changes in reducing the cumulative timeframe from five years to one year for substantial improvement or substantial damage in the floodplain came about from a request from an Alderman to address routine maintenance in the floodplain and were discussed in the joint conceptual workshop. The purpose of the change is to gain compliance and have safer, more sustainable buildings. The change will also reduce future flood risk by preventing repeat losses, control long-term costs, saving money overtime, ensure fair and consistent enforcement with equal treatment across properties, maintaining NFIP participation for access to flood insurance/aid, and encouraging resilient rebuilding with stronger structures after disasters. Because the state of Tennessee is considering an update to the state's model ordinance within the next two years and expects that the new state model will be a five-year cumulative timeframe,

staff recommends keeping the five-year cumulative timeframe until the state model is updated and released.

Kelly Dannenfelser. Ms. Dannenfelser stated that there are several rezonings, with the first one being a proposal to add the triangular property owned by the city with frontage along Mack Hatcher to the Historic Preservation Overlay (HPO). The property is adjacent to the Franklin Road Historic District and is adjacent to Harlinsdale Farm. Earlier this month, the Historic Zoning Commission (HZA) recommended approval to add the property to the HPO. The second rezoning update is to include the Creekside House to the Civic Institutional (CI) District. The property is also owned by the city and would match the surrounding zoning district. The last rezoning request is for a property off Hill Haven Lane, owned by Franklin's Charge, but will be transferred to city ownership in the future. The property is intended to be a future trailhead for the park at Ropers Knob. Staff are recommending the Hill Haven property be included in the HPO and the CI district and was favorably recommended by the HZA. Ms. Dannenfelser explained the anticipated timeline moving forward to include three readings and a public hearing from September 9 through November 25, 2025, with an effective date of January 1, 2026.

Commissioner Allen expressed her concerns about the flag recommendation and stated that she is shocked that a resident could display unlimited flags for up to 90 days. Ms. Allen stated that she did not feel that was the consensus of the flag discussion, and she cannot support that part of the recommendation. Secondly, Commissioner Allen stated that reducing the cumulative timeframe from five years to one year for substantial improvements in the floodplain places a burden on the homeowner. First, the homeowner has experienced damage to the property and then having one year to make repairs seems unfair. If the state chooses to update the timeframe, that is one thing. Commissioner Allen stated that she agrees that the city should not require the homeowner to make improvements in a single year and in good consciousness cannot support any changes to the current five-year requirement.

#### **MOTION**

Commissioner Mann moved to approve Ordinance 2025-25, An Ordinance To Amend As Part Of An Annual Update Various Chapters Of The Franklin Zoning Ordinance Text, Including Signage, Uses, Streetlights, Performance Agreements, Floodplain Regulations, State Law Changes, And To Amend The Zoning Map, Including Rezoning Of 171 Hillhaven Lane and 370 Franklin Road To The Civic Institutional District And 171 Hillhaven Lane And The Parcel Southwest of Mack Hatcher Parkway And Aldersgate Way To The Historic Preservation Overlay District, seconded by Commissioner Orr.

#### **Amendment**

Chair Lindsey amended the motion to include staff's recommendation to keep the five-year cumulative timeframe for substantial damage and substantial improvement and strike the language regarding a change to one year, seconded by Commissioner Allen.

Chair Lindsey further stated that it is a complicated process as revisions regarding this topic, at the state level, are ongoing along with new documents from the International Building Code that recommend even more stringent standards for things well beyond substantial damage determination. For example, a homeowner can experience substantial damage from a hailstorm, fire, tornado, or flood. Typically, substantial damage is described, with respect to flooding, as damage of more than 50%. Chair Lindsey explained that part of his day-to-day job is writing letters of substantial damage that declare property to be more than 50% damaged. This determination allows property owners to qualify for increased cost of compliance insurance. Substantial improvement or voluntary improvement of the home also plays into the allowable improvements a property owner may make. If the cumulative period is just one year, one can make substantial improvements up to 49% of the value of the home without bringing it into compliance with the floodplain ordinance. If one is out of compliance for floodplain requirements and subject to flooding, Chair Lindsey explained that a property owner may place themselves in a bad situation. Also, if the property is sold, an innocent victim may come along to purchase the home, thinking he or she has a good opportunity only to find out the home is out of floodplain compliance. Chair Lindsey explained that this is the reason that FEMA requirements exist.

Commissioner Mann asked about the distinction between residential versus commercial buildings regarding floodplain compliance.

Chair Lindsey stated that commercial buildings are permitted, under FEMA, to use a floodproofing process.

Ms. McCoy explained that the McDonald's on Highway 96 was completely torn down, rebuilt, and instead of elevating the building, the building went through the floodproofing method. Also, the city has more residential buildings residing in the floodplain than commercial buildings.

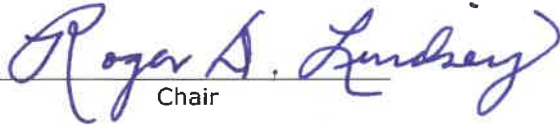
There being no further discussion, the amendment to the motion carried by a vote of 7-0.  
The main motion, as amended, carried by a vote of 7-0.

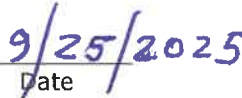
Commissioner Mann stated that earlier when he made comments regarding the performance agreements, he was wearing apparel branded by his employer and wanted to make clear that his comments and opinions are those of his own and not that of his employer.

**ANY OTHER BUSINESS**

**ADJOURN**

There being no further business, Commissioner Orr motioned to adjourn the meeting, seconded by Commissioner Allen. The meeting adjourned at 07:41 PM.

  
Chair

  
Date