



City of Franklin

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

Meeting Agenda

BOMA & FMPC Joint Conceptual Workshop

Thursday, October 23, 2025

6:00 PM

Williamson County
Auditorium

MEETING LOCATION

Williamson County Auditorium
1320 West Main Street

Notice is hereby given that a joint, non-voting workshop of the Board of Mayor and Aldermen and the Franklin Municipal Planning Commission will be held on the date, time and in the location stated above. Additional information can be found at www.franklintn.gov/planning. For accommodations due to disabilities, contact the Human Resource Department at 791-3216, at least 24 hours prior to the meeting.

The typical process for discussing an item in this workshop setting is as follows:

- 1. Applicant / staff presentation, and*
- 2. BOMA and FMPC comments*

CALL TO ORDER

NEW BUSINESS

1. (6:00 - 6:05 PM) Subdivision Regulations Update
2. (6:05 - 6:30 PM) Annual Zoning Ordinance Update: Process Updates, Amendments, and Potential Vape Shop Regulation

OTHER BUSINESS

ADJOURN

Subdivision Regulations

MINOR UPDATE

Timing of Pins set

Current Regs assume all pins for new lots have been set prior to plat recording

Grading sometimes delays setting of pins

Update to surveyor signature and general notes to address both situations

Updated Language

5.3 Certificate of Survey

I (we) hereby certify that the subdivision plat as shown hereon is correct and that all of the monuments shown hereon have been placed as indicated, **or are clearly designated on this plat as "To Be Set"**. This subdivision plat correctly represents a survey made under my supervision on the _____ day of _____, 20____.

Surveyor

Date

*Also, general note added to plat requiring surveyor to define when pins will be set, if not set at time of plat recording

Vesting

Also update to Vesting section, addressing changes to State Law

Changed timing of vesting establishment from “approval” to “submittal, once it has met substantial compliance”.

Identical language/update as in Zoning Ordinance update

Joint Conceptual Workshop

October 23, 2025

Annual Zoning Ordinance Update: Process Update, Amendments, and Potential Vape Shop Regulations

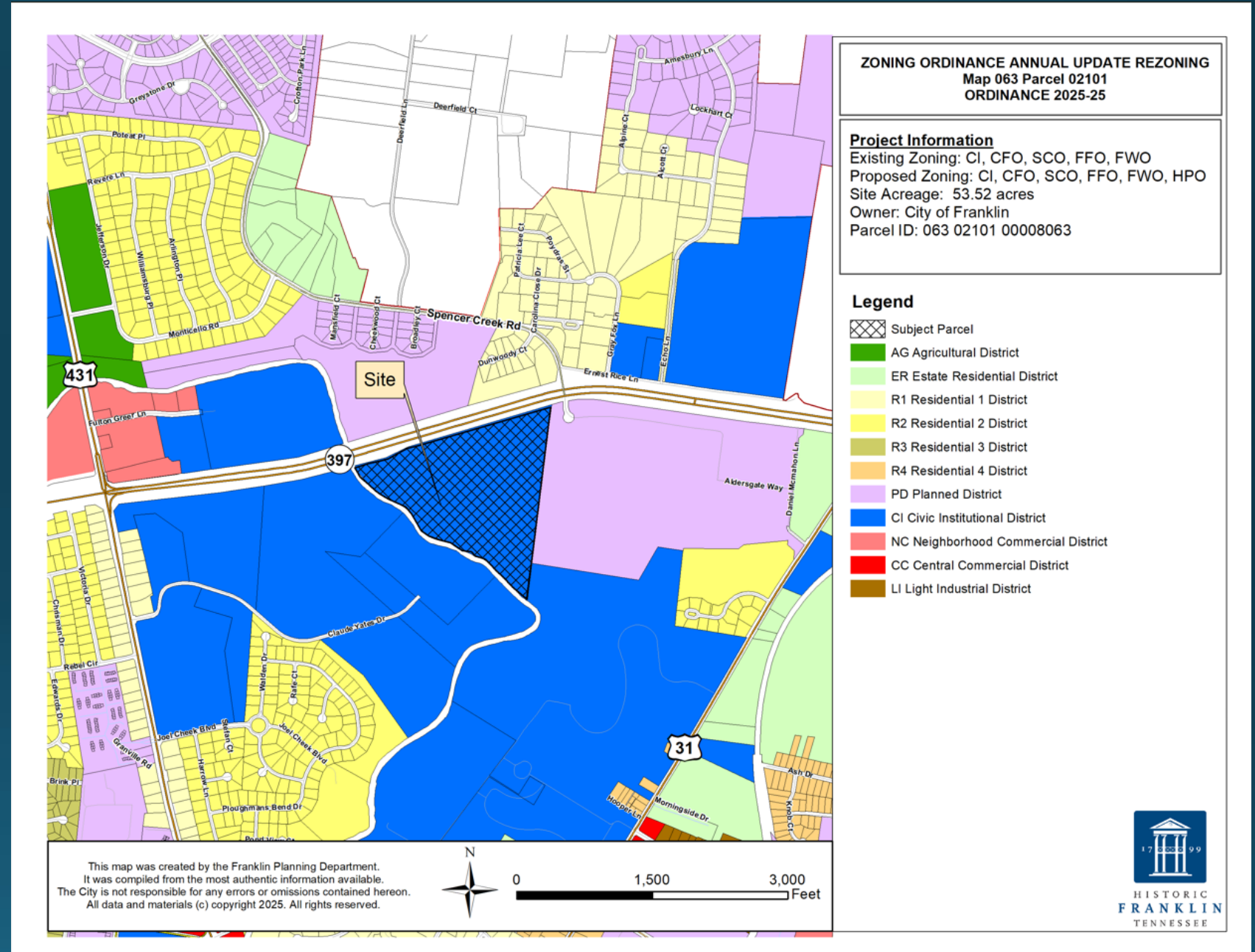
Timeline for Adoption

- HZC HPO Nomination August 11
- FMPC Recommendation August 28
- BOMA Work Session September 9
- BOMA 1st Reading September 23
- Joint Conceptual Workshop October 23
- FMPC review of any amendments October 23
- BOMA 2nd Reading and Public Hearing November 11
- BOMA 3rd Reading November 25



BOMA Amendment: Rezoning

- At the BOMA 1st Reading in September, the BOMA amended ordinance to keep the City-owned property outside of the Historic Preservation Overlay.
- This change requires FMPC review.
- The amended ordinance is on the October 23 FMPC voting meeting (tonight).



BOMA Amendment: Cumulative Timeframe in the Floodplain

- At the BOMA 1st Reading in September, the BOMA also amended the ordinance to include the change for cumulative timeframe from five years to one year for substantial damage and substantial improvement.
- Since this text amendment was previously reviewed by the FMPC, no action by the FMPC is required for this amendment.



Envision Franklin Plan Amendment

- At the September FMPC meeting, the FMPC passed an amendment to Envision Franklin for an applicant request to allow three stories with a 10-foot stepback on the third floor.
- This means that the Columbia Avenue Overlay District in the Zoning Ordinance should be amended to reflect the new building heights.
- At the October 23 FMPC meeting (tonight), staff will have a prepared amendment for FMPC to propose to amend ordinance 2025-25.



Potential Amendment

Vape Shops or
“Specialty Smoke Shops”

Background

- In Franklin and other TN communities, there has been a recent increase of vape shops.
- Vape or “specialty smoke shop” businesses are opening near sensitive locations including:
 - Schools
 - Daycares
 - Churches
 - Residential neighborhoods
 - Certain commercial or historic areas
- Residents across the region have raised concerns regarding its negative influence on adolescent groups, public health, and impact from signage and lighting.
- Staff very recently learned that other communities have been moving to limit these shops in various ways, usually following a new vape shop opening in a sensitive location.

Background cont.

- Per the Zoning Ordinance, vape shops are currently permitted anywhere that retail is permitted.
- September 9 BOMA WS, this use was brought up to see if there was interest in studying it further.
- Initial feedback was supportive to do further research to identify some options.

What is a vape shop?

- A vape or “specialty smoke shop” is a place that sells vaping, e-cigarette, and nicotine and or cannabinoid products, accessories, liquids, and delivery devices, to customers.
- Products typically found at convenience stores, gas stations, as a shop in neighborhood shopping centers, or as a stand-alone retail shop.
- Each shop is unique, but typically known for offering range of products, ease of access, and bright lighting/signage advertisements.







VAPE TIME SMOKE SHOP

TOBACCO • CIGAR • VAPE • GLASS





What is being done in other TN communities?

TN Communities that have recently *passed* ZO updates related to vape shops:

1. Goodlettsville
2. Murfreesboro
3. Nashville
4. Lebanon
5. Columbia
6. Memphis

TN Communities that are currently *proposing* ZO vape shop regulations:

1. Hendersonville
2. Tullahoma
3. Soddy Daisy

MIDDLE TN

Lebanon passes regulations to limit smoke and vape shops

by: [Kendall Ashman](#)
Posted: Mar 10, 2025 / 05:48 PM CDT
Updated: Mar 10, 2025 / 05:48 PM CDT

MIDDLE TN

Hendersonville exploring new zoning for smoke shops

by: [Sam Chimenti](#)
Posted: Sep 11, 2025 / 06:19 PM CDT
Updated: Sep 11, 2025 / 06:19 PM CDT

Why are communities regulating this use?

Triggered by a new vape shop locating in a sensitive area that did not align with their community character and public welfare goals

1. Protecting schools and youth exposure
2. Public health & welfare
3. Over concentration or “clustering”
4. Community character and aesthetic



What is being done in other TN communities?

Example regulations include:

- Defining vape or specialty smoke shop for these stand alone uses
- Prohibiting the use in specific zoning districts
- Establishing buffer distances between new and existing shops and sensitive locations
- Putting a specific cap based on city population from latest US Census

Options to Consider

Define Vape Shop

Comprehensively define vape shop, based on peer community definitions, and differentiate it from convenience store

- ***Proposed definition:*** A store that devotes at least 25% of its floor area to the display, sale, distribution, delivery, offering, furnishing, or marketing of products intended for recreational/ non-prescription use including but not limited to cigarettes, smokeless tobacco, pipe tobacco, vapes, products made from cannabinoid derivative plants (e.g., CBD or THC products), or other nicotine or cannabinoid delivery devices, components, products, liquid nicotine or cannabinoids, or liquid nicotine or cannabinoid containers.

Option 1: Regulate like Adult Oriented Establishments

Only permitted in the **Heavy Industrial Zoning District**.

Adult-oriented establishments shall not be permitted on any lot within **500 feet** of any lot containing the following:

- a. Any use in the civic and institutional use classification or property zoned CI;
- b. Any dwelling or residential lot;
- c. Any use in the recreation use classification;
- d. A day care center;
- e. A funeral home;
- f. A packaged liquor store; or
- g. Another adult-oriented establishment.

2. An adult-oriented establishment lawfully operating as a conforming use shall not be rendered a nonconforming use by the location subsequent to the commencement of operations of said establishment, of a use listed in Clause 5.1.4.B.1.

Option 2: Regulate with Buffer Distances in Commercial Districts

Allow in any zoning district where retail is permitted

1. Vape shops shall not be permitted on any lot within **1000 feet** of any lot containing the following:
 - a. Any use in the civic and institutional use classification or property zoned CI;
 - b. Any dwelling or residential lot;
 - c. Any use in the recreation use classification;
 - d. A day care center;
 - e. A funeral home;
 - f. A packaged liquor store; or
2. Vape shops lawfully operating as a conforming use shall not be rendered a nonconforming use by the location subsequent to the commencement of operations of said establishment, of a use listed in Clause above

What proposed text changes to ZO will do:

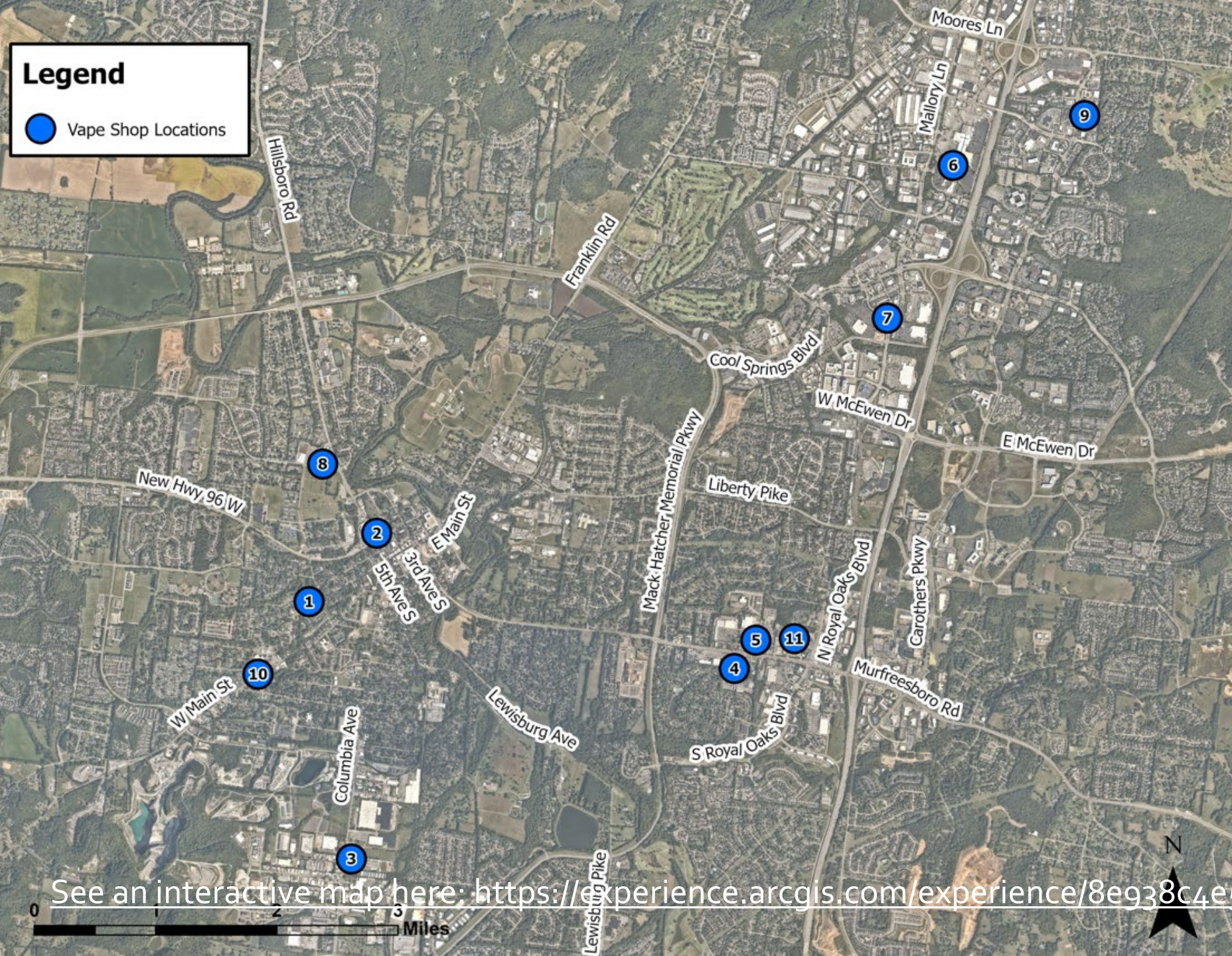
Any proposed ZO amendment will impact only new retail vape shop uses. Or if existing vape shop is discontinued for 30 months, new use will have to comply.

Current existing vape shops in Franklin would be grandfathered and could continue to operate.

How many are in Franklin today?

Existing Vape Shops in Franklin

*Representative of the known vape shops



If this is something the FMPC/BOMA would like to address now, it would need to be an amendment to Ordinance 2025-25 at the October 23, 2025 FMPC meeting (tonight).

This topic could come back next year with the next annual update with the understanding that the number of these uses could continue to increase in the meantime.

On-going developments at the state level – staff will continue to monitor any new legislation.

Questions?

Subject: Vape Shop Regulations of Peer Communities

Murfreesboro, TN	
Use	Retail Shop, Tobacco, and Dispensary
Definition	A store that devotes at least 51% of its floor area , or earns at least 51% of gross sales , to the display, sale, distribution, delivery, offering, furnishing, or marketing of products intended for recreational/ non-prescription use including but not limited to cigarettes, smokeless tobacco, pipe tobacco, vapes, products made from cannabinoid derivative plants (e.g., CBD or THC products), or other nicotine or cannabinoid delivery devices, components, products, liquid nicotine or cannabinoids, or liquid nicotine or cannabinoid containers.
Regulations pertaining to Vape Shop	<p>Only permitted in following districts:</p> <ul style="list-style-type: none"> • Commercial Highway (CH) • Light Industrial (LI), General Industrial (GI), Heavy Industrial (HI) <p>Prohibited in City Core Overlay District (CCO)</p> <p>Where permitted shall be subject to following standards</p> <ul style="list-style-type: none"> • Minimum 1,000 foot separation from another vape shop, public or private school, city park, daycare center, or church • Minimum 250 foot separation from properties zoned or use for residential purposes • Required distance shall be measured from property line to property line

Lebanon, TN	
Use	Specialty Smoke and Vape Shop
Definition	Specialty shops as defined in this section include smoke vaping, and similar materials and accessories. Specialty smoke and vape shops are defined as any retail shop that includes more than 25% of the shop's sales area dedicated to the stock and sale of tobacco, vaping and similar materials and accessories. One specialty shop as defined in this section will be permitted per each 10,000 population of the City of Lebanon, Tennessee. The population is determined by the latest completed United States Decennial Census.
Regulations pertaining to Vape Shop	<p>Permitted as conditional use in following districts:</p> <ul style="list-style-type: none"> • Commercial Neighborhood (CN), Commercial General (CG) <p>Permitted in following districts:</p> <ul style="list-style-type: none"> • Planned Industrial Park (IP), Heavy Industrial (IH) <p>Prohibited in Downtown Mixed Use (DMU), Commercial Downtown (CD)</p> <p>Where permitted shall be subject to following specific standards:</p> <ul style="list-style-type: none"> • Shops must be 500 feet from a school, church, or daycare • Shops must be 1,320 feet from another Specialty smoke and Vape shop

Goodlettsville, TN	
Use	Specialty Smoke and Vape Shops and Similar Materials
Definition	Include smoke, vaping, and head shops that stock and sell tobacco, vaping, edibles, concentrates, cannabis, cannabidiol oil, kratom, and similar materials and accessories. Specialty shops are defined as any retail shop that includes more than 25% of the shops public customer sales floor area dedicated to the stock and sale of the defined product materials and accessories defined in this section.
Regulations pertaining to Vape Shop	Permitted by right, and where permitted subject to following standards: <ul style="list-style-type: none"> • One specialty shop as defined in this section will be permitted per each 5,000 population of the City of Goodlettsville, Tennessee • The specialty shops as defined in this section shall not be located within a minimum 2,640 feet of another specialty shop as defined in this section within the Goodlettsville City Limits to <i>prevent the collective location of the specialty shops in one area or on one street of the City.</i> • The specialty shops shall also not be located within 500 feet of a public or private school, day care, public park property as measured in a straight line between the closest proximity of the specialty shop building corner or section or tenant space building corner to the closest proximity property corner of a property containing a public or private school, day care, public park.

Columbia, TN	
Use	Tobacco, Vape, and Cannabinoid Retailers
Definition	Devotes at least 51% of its floor area to the display, sale, distribution, delivery, offering, furnishing, or marketing of products intended for recreational/non-prescription use including but not limited to cigarettes, e-cigarettes, smokeless tobacco, pipe tobacco, vapes, products made from cannabinoid derivative plants (CBD or THC products) or other nicotine or cannabinoid delivery devices, components, products, liquid nicotine or cannabinoids, or liquid nicotine or cannabinoid containers or Earns at least 51% of gross sales from sale distribution, delivery, or marketing of products intended for recreational/non-prescription use including but not limited to cigarettes, e-cigarettes, smokeless tobacco, pipe tobacco, vapes, products made from cannabinoid derivative plants (CBD or THC products) or other nicotine or cannabinoid delivery devices, components, products, liquid nicotine or cannabinoids, or liquid nicotine or cannabinoid containers.
Regulations pertaining to Vape Shop	Permitted by right, and where permitted subject to following standards: <ul style="list-style-type: none"> • Tobacco, Vape, and Cannabinoid retailers shall be located no less than 1,000 feet from an existing TVC retailer • Tobacco, Vape, and Cannabinoid retailer shall be located no less than 500 feet from: private school of grades k-12, city or county park, daycare center, or church • Tobacco, Vape, and Cannabinoid retailer shall be located no less than 200 feet from any property zoned CD-2, CD-3, CD-3L, SD-MHP, or PUD-R • Tobacco, Vape, and Cannabinoid retailer shall be located no less than 50 feet from any property used as Single-Family or 2 Family or Townhouse • The hours of operation for a Tobacco, Vape, and Cannabinoid retailer shall be no earlier than 6am and no later than 10pm