



Meeting Minutes

Work Session

Tuesday, November 11, 2025

4:30 PM

Williamson County
Auditorium

CALL TO ORDER

Mayor Ken Moore called the meeting to order at 04:30 PM

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

Brandy Blanton arrived at 4:46PM

Board Members Absent: None

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

CITIZEN COMMENTS

Comments on agenda items may be made in person or by emailing recorder@franklin.tn.gov before noon on the day of the meeting. Comments will be submitted for the record.

WORK SESSION DISCUSSION ITEMS

1. Development Activity Report

Sponsors: Michael Walters Young, Katherine Harelson

Katherine Harelson, Budget and Performance Analyst, presented third quarter development activity from July 1, 2025, to September 30, 2025, and year-to-date development activity through September 30, 2025. In the third quarter, 246 building permits, 1,350 trade permits, and 112 fire permits were issued. Year to date, 823 building permits, 4,075 trade permits, and 320 fire permits were issued.

The permit and impact fees for the third quarter were as follows: permit fees, \$494,275; road impact fees, \$621,264; water impact fees, \$39,194; sewer impact fees, \$574,305; and facilities tax, \$237,606. The permit and impact fees year-to-date were as follows: permit fees, \$1,933,463; road impact fees, \$4,355,867; water impact fees, \$905,158; sewer impact fees, \$2,962,137; and facilities tax, \$1,409,743. Ms. Harelson shared the impact fees and construction value trends from 2016 to 2025.

In the third quarter, there were 48 single-family homes and 22 townhomes under construction, with construction values of \$53,258,139 for residential and \$67,822,206 for non-residential, for a total of \$121,080,345. Year-to-date, the city of Franklin has permitted construction projects with a total value of \$649.3 million.

A brief customer satisfaction survey was added to the development survey in early October 2025. Seven responses have been received, each with five stars. Regarding the development process focus group, staff is continuing to discuss process elements internally and plans to bring new ideas to the Development Services Advisory Commission in 2026. Staff is continuing to investigate ways to display current development data in a more digestible format and has received preliminary feedback on the design concept from the Development Services Advisory Commission. Staff is exploring ways to include additional data to provide a more comprehensive picture of development in Franklin.

Alderman Baggett thanked the staff for the survey and expressed confidence that additional feedback would come.

Alderman Burger suggested that the report include the breakdown of commercial versus non-commercial impact fees.

Alderman Caesar noted the statement regarding the healthy development pipeline and suggested an indicator for projects that have been entitled but not developed so that the Board of Mayor and Aldermen (BOMA) could better support the development of entitled projects.

Alderman Barnhill asked when the new road impact fees would take effect.

Ms. Harelson responded that they went into effect on July 1, 2025. Eric Stuckey, City Administrator, added that projects that were approved before July 1, 2025, were grandfathered into the old rate, but it will be escalated.

Then, Alderman Barnhill noted the difference between water and sewer impact fees.

Mr. Stuckey responded that there are approximately 27,000 sewer customers and approximately 18,000 water customers.

2. ***Consideration Of Liquor License For Baam Franklin, LLC, DBA Corner Wine & Spirits, Owned By Aldon McGaugh (Managing Agent) 1110 Hillsboro Road Ste A120, Franklin, TN 37064**

Sponsors: Angie Skarp

The item was acknowledged and is planned for the November 11, 2025 Board of Mayor and Aldermen Meeting for consideration.

3. ***Consideration Of Liquor License For Franklin Bottle Shop, LLC, DBA Franklin Bottle Shop, Owned By Bhupinder Tung (Managing Agent) 1556 West McEwen Dr Ste 102, Franklin, TN 37067**

Sponsors: Angie Skarp

Public Comment:

Ryan Mercurio, Franklin, TN, was present on behalf of the applicant to answer any questions from the Board.

The Board had no questions regarding the license.

The item is planned for the November 11, 2025 Board of Mayor and Aldermen Meeting for consideration.

4. **Consideration Of Certificate Of Compliance For Liquor License For The Whiskey Wonderland, Owned By Hiral Patel & Pareshkumar Patel (Managing Agents) 595 Hillsboro Road, Suite 327, Franklin, TN, 37064**

Sponsors: Angie Skarp

The item was acknowledged and is planned for the November 25, 2025 Board of Mayor and Aldermen Meeting for consideration.

5. ***Consideration Of Revised 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

The item was acknowledged and is planned for the November 11, 2025 Board of Mayor and Aldermen Meeting for consideration.

6. ***Consideration Of Ordinance 2025-25, AS AMENDED, An Ordinance To Amend As Part Of An Annual Update Various Chapters Of The Franklin Zoning Ordinance Text, Including Overlay Districts, 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 To The Historic Preservation Overlay District**

Sponsors: Emily Wright, Kelly Dannenfelser

Kelly Dannenfelser, Assistant Director of Planning & Sustainability, summarized the amendments discussed at the last meeting of the Franklin Municipal Planning Commission (FMPC). The Board previously amended the ordinance to keep a city-owned property outside the Historic Preservation Overlay. The FMPC voted to amend the Columbia Avenue Overlay District (CAO1) along the west side of Columbia Avenue and south of Plaza Street, and north of West Fowlkes Street to increase the maximum building height to three stories with a 10-foot building setback on the third floor of the H.G. Hill Property.

Joel Aguilera, Planner, described the portion of the amendment intended to regulate new vape shops. He noted that there has been an increase in vape shops in sensitive locations, and concerns have been raised regarding community character, lighting and signage, public health, and negative influence on youth. The FMPC passed amendments to recommend to BOMA to regulate vape shops.

Mr. Aguilera defined vape shops and showed examples of the bright lighting associated with them. He shared a list of Tennessee communities that have recently passed zoning ordinance updates related to vape shops or are currently proposing vape shop regulations. Such regulations include prohibiting their use in specific zoning districts, establishing buffer distances between new and existing shops in sensitive locations to prevent clustering, and setting a specific cap on vape shops based on city population.

One recommended amendment was to comprehensively define a vape shop based on peer community definitions and differentiate it from a convenience store. Another recommended amendment was to regulate vape shops like adult-oriented establishments and only permit them in the heavy industrial zoning district. The proposed text amendments will impact only new retail vape shops. There are currently 11 vape shops in Franklin. Staff will continue to monitor any new legislation at the state level and can revisit this topic next year as needed.

Alderman Baggett asked how the amendment would impact vape shops operating without a CO. Ms. Dannenfelser responded that if the property does not have a CO, it has not been legally established.

Alderman Barnhill asked how many vape shops would exist if they were permitted in the heavy industrial zoning district.

Mr. Aguilera shared a map showing the 11 existing vape shops and the heavy industrial zoning districts in Franklin, which are in the southern portion.

Alderman Blanton noted that items sold in vape shops can also be purchased in convenience stores, and signage is already regulated. Prohibiting vape shops next to liquor stores makes no sense because they are subject to similar regulations. She noted that the regulations are not comprehensive enough and that some individuals use such items for medical purposes.

Vice Mayor Potts expressed agreement regarding the existing signage and lighting regulations but noted that existing regulations regarding backlit signs allow an unlimited number of them as long as they are not within 12 inches of the exterior window on the interior, and this should be reviewed. He expressed agreement that a vape shop should be allowed to open next to a liquor store and asked why the definition included "at least 25% of its floor area to products described." Mr. Aguilera responded that the peer communities consulted used between 25% and 50%, and that 25% is less likely to result in confusion.

Alderman Burger expressed agreement with limiting vape shops to one area and asked whether vape shops carry cannabis for medical use and what the legislation was regarding such products.

Mr. Aguilera responded that vape shops carry cannabis products such as CBD and THC, which are under the legal requirement to be classified as an illicit substance.

Shauna Billingsley, City Attorney, added that as of January 1, 2026, the Tennessee Alcoholic Beverage Commission (TABC) will regulate these products, and there will be a new permitting scheme.

Alderman Caesar noted that clustering may occur if vape shops are limited to the heavy industrial area. He also noted that there are establishments in Franklin that sell cannabis products but are not vape shops.

Ms. Billingsley responded that the draft form of the TABC regulations appears to require everyone selling such items to have a permit, similar to a liquor permit. The TABC will leave regulations regarding the location of vape shops up to local jurisdictions.

Alderman Baggett asked whether Delta-8 would be permitted.

Ms. Billingsley responded that Delta-8, Delta-9, and Delta-10 would be permitted as long as the THC content is under 0.3%.

Alderman Baggett noted that vaping materials can be purchased at gas stations, but unsightly signs in residential areas are not wanted. He expressed support for the regulation of vape shops, noting that one existing vape shop in a residential area has resulted in many calls to law enforcement and unhappy residents.

Mayor Moore expressed agreement regarding the signs, noting that they are designed to appeal to underaged individuals.

Shanna McCoy, Zoning and Floodplain Administrator, summarized the FMPC's request for BOMA to reconsider the proposal to keep the current five-year cumulative timeframe for substantial damage and substantial improvement, as the state of Tennessee will update the State Model Floodplain Ordinance and has indicated a five-year cumulative timeframe will be used. She explained the background and shared the definitions of substantial damage and substantial improvement. If substantial damage or improvement is triggered, a building must be brought into compliance with current floodplain regulations. The overall policy goal is to gain compliance and have safer, more sustainable buildings.

Staff recommends keeping the five-year cumulative timeframe until the State model is updated and released. Ms. McCoy shared the timeline for adoption; the next step is a BOMA third reading on November 25, 2025.

Alderman Petersen noted that there is no point in adopting a one-year timeframe.

Alderman Caesar asked what the length of the timeframe entailed.

Ms. McCoy responded that, for example, if a homeowner wishes to perform renovation at 50% of the structure's value, and there is a flood or fire in the next five years from the date the permit was issued, the requirement for compliance will be triggered.

Alderman Caesar asked whether the valuation would also be cumulative, as properties have appreciated.

Ms. McCoy responded that the value would be based on the value at the time of the first permit. Mr. Stuckey added that the one-year timeframe provides a workaround so that regular maintenance actions can be performed without triggering a requirement to raise one's home.

Alderman Caesar asked whether it was accurate that the amendment was to protect homeowners and first responders and not penalize them.

Ms. McCoy responded that this was correct.

Alderman Baggett noted that the regulations have not resulted in any properties being raised and improved. Homeowners have not been able to improve their properties due to the cumulative rule because if they spend more than 50% of the value of the structure to replace the roof or paint, they will end up having to raise the structure 10 feet, and no one wants to do that. Tenants are unwilling to occupy the structures because they do not want to spend that much money. The rule also results in homeowners declining to report substantial improvements. The rule has not made properties safer. If there was a one-year timeline, homeowners may be

able to improve their properties. This item has been under discussion for six months.

Alderman Petersen noted that the state will update its model ordinance within a two-year to a five-year timeline.

Alderman Baggett responded that Tennessee floodplain managers do not want structures in floodplains at all, but BOMA's job is to advocate for existing property owners.

The item is planned for the November 11, 2025 Board of Mayor and Aldermen Meeting for consideration on Second Reading and Public Hearing.

7. Consideration Of Resolution 2025-91, A Resolution To Initiate A Study At The Request Of The Property Owner For A Plan Of Services For A Potential Future Annexation Of 79.89 Acres, For Property Located South Of Hillview Lane And West Of Columbia Pike. Establishing A Public Hearing On December 9, 2025

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

Joseph Bryan, Planner, described the subject property. The owner has indicated no plans to further develop the property, and it will not form part of the Harlin PUD. The owner would like to bring the property within city limits to match their other property. Staff recommends approval of Resolution 2025-91.

Public Comment:

Rob Dodson, 1178 Hillview Lane, Franklin, TN, noted that the property is contiguous with the Harlin project, and the timing is unusual because the property owner has owned the rural property for 10 years without asking to be part of the city.

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

8. Consideration Of Resolution 2025-84, A Resolution Approving A Revised Development Plan For West Franklin Park PUD Subdivision, With One Modification of Development Standards (Parking), For The Property Located North Of McEwen Drive And East Of Interstate 65, At 6100 And 6700 Tower Circle. Establishing A Public Hearing On December 9, 2025

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

Mr. Bryan noted that the revised development plan included one modification of standards (MOS) to comply with current parking standards, which are less stringent than the previous parking standards incorporated in the development plan. Staff recommends approval of the MOS and development plan revision.

Alderman Burger asked if parking structures were planned.

Mr. Bryan responded that there were parking structures planned.

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

9. *Consideration Of COF Contract No. 2025-0164, An Interlocal Agreement Between Williamson County, Tennessee, And The City Of Franklin, Tennessee, To Establish The Terms And Financial Responsibilities For The Provision Of Firefighting And Emergency Response Services Located Outside The City's Boundary And Within The Surrounding Unincorporated Area

Sponsors: Glenn Johnson

Glenn Johnson, Fire Chief, summarized the contract in question. There were no questions from the Board.

The item is planned for the November 11, 2025 Board of Mayor and Aldermen Meeting for consideration.

10. ***Consideration Of COF Contract No. 2025-0216, With KFT Fire Trainer For Provision Of Recommended Repairs To The Burn Building At The Franklin, TN Fire Department Training Center**

Sponsors: Glenn Johnson

Mr. Johnson noted that the repairs to the aging burn building would enable the fire department to continue the level of training needed and comply with ISO ratings.

The item is planned for the November 11, 2025 Board of Mayor and Aldermen Meeting for consideration.

11. **Discussion Of Partnership Opportunity With Tennessee Department Of Transportation For The Intersection Improvements At Mack Hatcher Parkway And Royal Oaks Boulevard**

Sponsors: Eric Stuckey, Walter Denton, Vernon Gerth, Paul Holzen

Paul Holzen, Director of Engineering, noted that TDOT proposed a temporary solution at the intersection to add capacity before more substantial improvements are made much later. Mack Hatcher Parkway would be widened to add at least two additional southbound lanes and possibly two northbound lanes across the bridge. This could coincide with TDOT's resurfacing project. TDOT is asking the city to fund any side street improvements needed on Royal Oaks Court and South Royal Oaks Boulevard. Westbound double left turn lanes are proposed for South Royal Oaks Boulevard, and two right turn lanes are proposed for Royal Oaks Court. The design can be covered by the annual operating budget, and construction might be funded by the capital improvement program (CIP). The cost is estimated to be \$700,000.

Mr. Stuckey noted that there is capacity within the recently approved and updated CIP for the project. The southeast widening is in TDOT's 10-year plan and improvements to Royal Oaks Boulevard would roll into those improvements.

Mr. Holzen added that the improvements would help the traffic flow during peak hours.

Alderman Brown asked why improvements were planned at the intersection in question rather than at Lewisburg Pike.

Mr. Holzen responded that this was TDOT's proposal.

Vice Mayor Potts noted a slide showing where TDOT proposed to add another lane south of the intersection. Mr. Holzen responded that this is on Mack Hatcher Parkway, where improvements were previously not permitted because of the rock fall zone. The improvements will extend almost to the bridge. When resurfacing is performed, some improvements may be made at Lewisburg Pike, such as extending the turn lanes.

Alderman Burger noted that the city has been requesting improvements along Mack Hatcher Parkway for a long time, but TDOT did not give permission to use the shoulder. She asked whether the improvements would extend to the bridge or continue past it.

Mr. Holzen responded that the rock wall will not be touched. Construction in the area is scheduled for 2032. The improvements will extend to the bridge. During the traffic analysis, it will be possible to evaluate what can be done with pavement markings.

Alderman Brown asked whether the project would result in a delay of the Franklin Road and Hillsboro Road improvements.

Mr. Holzen responded that there would be no delay and noted different consultants are involved.

Mr. Stuckey noted that an interlocal agreement with TDOT may be brought before BOMA. This project is

expected to be completed as soon as summer of 2026.

Alderman Caesar expressed appreciation for the project but noted that it may not be feasible to improve traffic flow at the Mack Hatcher Parkway and Lewisburg Pike intersection.

12. *Consideration Of Ordinance 2025-48, An Ordinance To Establish All-Way Stop Control At The Intersection Of Spencer Creek Road, Wheaton Hall Lane And Clareece Park Lane

Sponsors: Paul Holzen

Mr. Holzen noted that the intersection has sight distance issues and trimming trees has not solved the issues.

The item is planned for the November 11, 2025 Board of Mayor and Aldermen Meeting for consideration on First Reading.

13. *Consideration Of Resolution 2025-87, A Resolution Authorizing The Execution Of COF Contract No. 2025-0262 With Grayco Constructors, LLC For Echelon/Lockwood Glen Site Infrastructure Project Completion - Grading Contractor Services

Sponsors: Paul Holzen, Jimmy Wiseman

Mr. Holzen introduced the item and noted that the sureties will allow the drainage improvements to be completed.

Vice Mayor Potts noted that the neighborhood HOA is in full support of the contract.

The item is planned for the November 11, 2025 Board of Mayor and Aldermen Meeting for consideration.

14. Discussion Concerning The Peytonsville Road Improvements Project

Sponsors: Paul Holzen, Vernon Gerth, Walter Denton

Mr. Holzen described three options to perform the Peytonsville Road improvements project in partnership with the Erickson Senior Living PUD subdivision. Option 1 is expected to cost approximately \$5.8 million. Option 2 represents an expanded scope and is expected to cost approximately \$10.75 million. Option 3 represents a full build at approximately \$12.5 million. The developer would be responsible for utility relocation. He requested approval to move forward with the full design, pursue the partnership with the developers, and bring the project back to the BOMA.

Mr. Stuckey noted that a portion of the project is funded in the CIP.

Alderman Baggett noted that it would be a good idea to perform the improvements at once, but if an extra unbudgeted amount is required, it could impact other capital projects.

Mr. Stuckey agreed to provide information about what was included in the CIP and noted that the cost depends on the investment of other developments in the area as well.

Mr. Holzen added that \$8 million is included in the financial model, and the project could help the city stay ahead of upcoming development.

Alderman Caesar noted that there is a substantial amount of development in that area and more is coming. He asked how much money in road impact fees would be generated by those projects. He noted that the impact fees could help fund the project, and that placing infrastructure in the area would be a good idea, as citizens have been asking the city to build infrastructure before development.

Alderman Blanton noted that the improvements would abruptly stop at Pratt Lane.

Vice Mayor Potts noted that it is good to see private-public partnership, and infrastructure should be built correctly the first time. He expressed interest in seeing each option's impact on traffic flow.

Alderman Baggett noted that campaign promises included catching up on infrastructure and then building infrastructure before growing, and that both parts of the promise should be remembered.

Alderman Burger noted that development builds roads. Beginning with infrastructure is often unrealistic. She noted that the partnership offered a good chance to build infrastructure.

15. Consideration Of Resolution 2025-69, A Resolution Endorsing The Creekside Master Plan And Supporting The Preservation, Interpretation, And Connectivity Of The Thomas Shute House Surrounding Property

Sponsors: Lisa Clayton, Heather Eusebio

The item was acknowledged and is planned for the November 25, 2025 Board of Mayor and Aldermen Meeting for consideration.

16. Consideration Of COF Contract No. 2025-0139, With Vermont Systems For Recreation Software, RecTrac

Sponsors: Lisa Clayton, Suzanne Carter, Janey Mason

Janey Mason, Recreation Supervisor, introduced the item and noted that the software would be used to manage facility reservations and program registrations. The IT team has vetted the payment process.

Alderman Caesar suggested that the utilization rate of reserved facilities be tracked, noting that online scheduling can dramatically increase utilization.

Ms. Mason responded that the utilization rate is tracked. In the last fiscal year, there were 307 reservations. She offered to provide more information later.

Alderman Burger requested the time period for the recurring fee of \$9,700 for the software.

Ms. Mason responded that the fee is annual and has been budgeted.

The item is planned for the November 25, 2025 Board of Mayor and Aldermen Meeting for consideration.

17. Consideration Of COF Contract No. 2025-0493, With LDA Engineering For State Revolving Fund Loan Assistance For The Design Of The Pearl Park Clean Water Facility And Assistance With Development Of SRF Funding For Collection System Piping Replacement

Sponsors: Michelle Hatcher

Brian Goodwin, Assistant Director of Water Management, summarized the contract. LDA Engineering will provide guidance and assistance for the design of the south wastewater plant for a fee of approximately \$70,000.

The item is planned for the November 25, 2025 Board of Mayor and Aldermen Meeting for consideration.

18. *Consideration To Grant Sanitary Sewer Availability For 1359 Caroline Circle (Map 890, Parcel 21.03)

Sponsors: Michelle Hatcher

The item was acknowledged and is planned for the November 11, 2025 Board of Mayor and Aldermen Meeting for consideration.

19. ***Consideration To Deny Sewer Availability For 1104 Ridgeway Drive (Map 79M, Parcel 2.00)**

Sponsors: Michelle Hatcher

The item was acknowledged and is planned for the November 11, 2025 Board of Mayor and Aldermen Meeting for consideration.

20. ***Consideration To Deny Sewer Availability For 2625 McLemore Road (Map 132, Parcel 6.01)**

Sponsors: Michelle Hatcher

The item was acknowledged and is planned for the November 11, 2025 Board of Mayor and Aldermen Meeting for consideration.

OTHER BUSINESS

ADJOURN

Meeting Adjourned @ 06:15 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 Lori Goshert of Minutes Solutions, Inc. and Reviewed by Sarah Schilling, Deputy City Recorder, City Recorder's Office — 11/20/25, 1:54 PM