



Meeting Minutes

Work Session

Tuesday, October 14, 2025

5:00 PM

Williamson County
Auditorium

CALL TO ORDER

Mayor Ken Moore called the meeting to order at 05:01 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, Walter Denton, Shauna Billingsley, Angie Skarp

CITIZEN COMMENTS

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

Mindy Tate, CEO of Franklin Tomorrow, announced the organization's participation with the City of Franklin in the National Civic League's "Building a Healthy Democracy" project, highlighting community engagement efforts around youth leadership, civic awareness, and cultural preservation, and invited the Board to the October 21, 2025 "Breakfast with the Mayors" event focused on youth and civic engagement.

WORK SESSION DISCUSSION ITEMS

1. **Consideration Of Resolution 2025-78, A Resolution To Initiate A Study At The Request Of The Property Owner For A Plan Of Services For A Potential Future Annexation Of 4.08 Acres, Located East Of Oxford Glen Drive And North Of Clovercroft Road. Establishing A Public Hearing On November 11, 2025**

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

Chelsea Randolph, Planner, introduced the item. Ms. Randolph explained that the subject property lies adjacent to planned single-family residential districts and is contiguous to the City of Franklin's limits, within its Urban Growth Boundary. Under Envision Franklin, the area falls within the Mixed Residential Design Concept, which encourages development that transitions appropriately from nearby neighborhoods. The applicant has expressed interest in developing a few single-family homes, though no formal development plan has been submitted. The accompanying Plan of Services outlines how the city could extend infrastructure, including water and sewer services, if annexation moves forward.

Ms. Randolph noted that the property lies within the Watson Creek drainage basin and the Milcrofton Utility District, and development feasibility is partially dependent on the Novara subdivision, located to the west. If Novara extends sanitary sewer service, the applicant's extension requirement may be reduced; otherwise, the applicant would be required to extend approximately 3,000 feet of sewer line to serve the property. The site also includes Clovercroft Road, identified as a future roadway in the Major Thoroughfare Plan.

Staff recommended approval of Resolution 2025-78 to allow the property to be studied further for potential annexation.

Alderman Burger, whose ward includes the area, supported moving forward with the plan of services but emphasized strong caution regarding future zoning. She stated that the property should be limited to single-

family residential use only, not mixed-use or higher-density housing. Alderman Burger noted that the applicant's intent appears to be for one to three homes for family use, which she found reasonable for the area. She reiterated her desire to keep density very low and ensure that any annexation or development aligns with surrounding neighborhoods.

Alderman Petersen agreed that the property, which totals roughly four acres, is most appropriate for single-family development. She concurred with Alderman Burger's assessment that the area should remain low-density and thanked Ms. Randolph for the presentation.

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

2. ***Consideration Of COF Contract No. 2025-0346, With Habitat For Humanity Williamson-Maury For Reimbursement Of Costs From Community Development Block Grant Funds Toward The Construction Of Two New, Affordable, Deed-Restricted Single Family Homes At 409 Natchez St And 1209 Mulberry St In An Amount Not To Exceed \$250,000.**

Sponsors: Tom Marsh, Kathleen Sauseda

This item was presented by Tom Marsh, Building and Neighborhood Services Director, and Kathleen Sauseda, Housing Development Coordinator. Mr. Marsh introduced the contract with Habitat for Humanity of Williamson and Murray Counties for the reimbursement of costs, not to exceed \$250,000, using Community Development Block Grant (CDBG) funds. The funds will support the construction of two new affordable, deed-restricted single-family homes located at 409 Natchez Street and 1209 Mulberry Street. Mr. Marsh noted that while the contract represents a routine expenditure of CDBG funds, it is particularly meaningful because it marks the first partnership with Habitat for Humanity since 2018. He explained that through the coordinated efforts of city staff, particularly Ms. Sauseda, and Habitat for Humanity, two properties were successfully identified and acquired within the city for development. Each home will carry a 30-year deed restriction, ensuring that the properties remain in the affordable housing category long-term, with an option for renewal at the end of the term.

Mr. Marsh added that the funding is being presented for approval on both the Board and Housing Commission agendas to allow for timely reimbursement of costs already incurred by Habitat for Humanity in connection with the projects.

Alderman Brown expressed strong support for the project and commended Ms. Sauseda and the housing team for their persistent work in advancing affordable housing initiatives. He encouraged the continued pursuit of similar opportunities, noting the importance of creating attainable housing options within Franklin's city limits.

Vice Mayor Potts also voiced appreciation for Mr. Marsh, Ms. Sauseda, and the Franklin Housing Commission, on which he serves as the mayor's appointee. He highlighted the significance of reestablishing an active partnership with Habitat for Humanity, emphasizing that this is the first project since 2018 and will result in two new affordable homes rather than one. The Vice Mayor conveyed excitement for the progress being made in expanding housing accessibility and extended gratitude to all involved for their commitment to this effort.

The item is planned for the October 14, 2025 Board of Mayor and Aldermen Meeting for consideration.

3. ***Consideration Of Procurement Award To Polydyne Inc. Of Riceboro, Georgia In The Total Amount Of \$172,273.59 Per Year For Sludge Polymer For Wastewater Sludge Dewatering For The Water Reclamation Division Of The Water Management Department (Purchasing Office Procurement**

Solicitation No. 2025-015; \$160,000.00 For Pre-polymer And \$300,000 For Post-polymer Budgeted In 431-83220-52213 For Fiscal Year 2026; Contract No. 2025-0322)

Sponsors: Michelle Hatcher, Brian Goodwin

Michelle Hatcher, Director of Water Management, presented the item recommending approval of a procurement award to Polydyne of Riceboro, Georgia, in the total amount of \$172,273.59 for sludge polymer. Hatcher explained that this bid came in lower than originally budgeted, which is a positive outcome for the City. She noted that with the implementation of the new thermal hydrolysis process, the department is now using less polymer than before, resulting in measurable cost savings. Staff will continue to refine and optimize the system to improve efficiency and maintain performance.

Alderman Brown commended staff and took a moment to specifically recognize Taylor Hopkins, Water Management Biosolids Manager, who had recently conducted a tour for a visiting German delegation. Brown praised Taylor's professionalism and communication skills, saying he did a fantastic job representing the City and should be involved in similar events in the future.

The item is planned for the October 14, 2025 Board of Mayor and Aldermen Meeting for consideration.

4. Consideration Of Amendment 1 To COF Contract No. 2025-0125, With Toll Southeast LP Company, Inc. For Parkland Impact Fee And Construction Agreement For Magnolia Green

Sponsors: Lisa Clayton, Heather Eusebio

Heather Eusebio, Research & Planning Specialist with the Parks Department, presented an amendment to the City of Franklin Contract 2025-0125 with Toll Southeast LP Company concerning the parkland impact fee and construction agreement for the Magnolia Green development. Ms. Eusebio explained that the amendment reflects a decrease in the total number of new dwelling units from 59 to 57. As a result, the required parkland impact fee will be adjusted from just under \$254,000 to just over \$245,000.

The Board briefly discussed the location of the Magnolia Green development, confirming it sits along Murfreesboro Road near where Ralston Lane will connect, identifiable by the distinctive green barn nearby. There were no other questions or concerns raised regarding the amendment.

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

5. Consideration Of Resolution 2025-73, A Resolution To Amend Certain Provisions Of Resolution 2018-65 Establishing Defined Contribution Retirement Plans Effective January 1, 2019, For Employees Hired On Or After January 1, 2017

Sponsors: Kristine Brock, Kevin Townsel

Kristine Brock, Assistant City Administrator/CFO, presented Resolution 2025-73, which amends provisions of Resolution 2018-65 establishing defined contribution retirement plans effective January 1, 2019, for employees hired on or after January 1, 2017. Ms. Brock explained that the proposal seeks to enhance employee retirement benefits by increasing participation in the city's voluntary deferred contribution matching program, designed for employees covered under the Tennessee Consolidated Retirement System (TCRS). She noted that as of summer 2025, the city now has more employees enrolled in the state plan than in the city's closed plan, marking a major transition point in workforce demographics.

Ms. Brock outlined two key proposed changes: first, to remove the two-year waiting period before employees become eligible for the city's 401(a) match; and second, to increase the city's matching contribution from 2% to 3% of salary. These adjustments are intended to encourage earlier participation—particularly during onboarding, when employees make benefit elections—and to strengthen long-term retirement savings habits.

Ms. Brock reported that approximately 35% of eligible employees currently participate in the plan, and that staff hopes to increase this number substantially over time.

The financial impact of the proposal was reviewed, with the current annual city match totaling \$132,410 in fiscal year 2025. If participation grows to 50% with the increased match, the cost could rise by approximately \$237,590, though Ms. Brock clarified that this would not occur in the current fiscal year. The Employee Pension & Trust Committee, chaired by Alderman Barnhill and including Mayor Moore, unanimously recommended approval of the proposed changes during its August 25th meeting. If adopted, the amendments would take effect January 2026. Ms. Brock and Mr. Stuckey both noted that the change also helps narrow the benefit gap between the older city plan and the newer state-managed plan, providing employees a stronger incentive to save for retirement.

Alderman Peterson voiced strong support for the proposed changes and praised the city's earlier decision to join TCRS. She expressed confidence that the system offers a more sustainable and beneficial approach than the city's former independent plan and commended staff for finding new ways to encourage continued participation and long-term savings.

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

6. Consideration Of Ordinance 2025-41, An Ordinance To Amend Title 6, Chapter 1, Sec. 109 Of The Franklin Municipal Code Relative To Arrests By Police Officers

Sponsors: Shauna Billingsley

Shauna Billingsley, City Attorney, presented Ordinance 2025-41, which amends Title 6, Chapter 1, Section 109 of the Franklin Municipal Code regarding arrests by police officers. Ms. Billingsley explained that the amendment aligns the city's ordinance with a recent change in Tennessee state law that expands the authority of police officers to make arrests for misdemeanor trespassing offenses based on probable cause, even if the officer did not personally witness the offense.

Previously, officers could typically only make arrests for misdemeanors if they observed the violation firsthand. The new state legislation creates an exception for misdemeanor trespass, allowing officers to arrest individuals if sufficient evidence or probable cause supports that the offense occurred. Ms. Billingsley emphasized that this authority is already in effect under state law, and the purpose of the ordinance is to formally update the city's code to ensure consistency and compliance.

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

7. Annexation Cost Analysis Calculator

Sponsors: Michael Walters Young, Katherine Harelson, Andrew Orr, Eric Conner

Michael Walters Young, Chief Budget and Performance Officer, presented the Annexation Cost Analysis Calculator (ACAC), a tool developed to help the Board of Mayor and Aldermen quantify the costs and financial impacts of proposed annexations and new developments. The tool was designed in collaboration with Katherine Harelson (Budget & Performance Office), Eric Conner (Planning & Sustainability), and Andrew Orr (Planning & Sustainability) to provide both recurring and one-time cost estimates, including personnel, infrastructure, and service requirements, alongside projected revenues from property taxes, fees, and other sources.

Mr. Walters Young emphasized that the calculator is not intended to price out specific developments, but rather to standardize cost estimates for city services such as roads, water, sewer, stormwater, sanitation, and public safety on annexed or infill properties. The tool also allows the city to calculate projected population, utility demands, and revenue generation from residential, multifamily, and commercial components of a

development. An illustrative example, Franklin Hills Estates PUD, was presented, showing a hypothetical 200-acre, mixed-use development. The tool estimated a net positive financial impact for the city when combining recurring revenues and one-time impact fees, though some funds, like stormwater, could experience short-term deficits that would be offset by developer contributions or future revenues.

Alderman Brown expressed strong support for continuing the ACAC initiative, noting that it effectively addresses community concerns. He suggested collaborating with county commissioners to assess potential school impacts and emphasized the importance of capturing long-term infrastructure costs, including roads and public works, which may not be fully reflected in the current analysis.

Alderman Burger recommended resuming regular meetings with schools to better coordinate on student impacts and highlighted the need for proactive planning around future growth and water and sewer system capacity.

Vice Mayor Potts praised the ACAC as a homegrown, tailored tool for Franklin. He stressed the importance of transparency, suggesting the ACAC information be published on the City website and shared in public workshops. He also recommended tracking water treatment plant utilization to guide capacity planning and proposed creating a simplified public version of the ACAC alongside the detailed internal tool.

Alderman Petersen clarified that water and sewer systems operate independently from the city and are not taxpayer-funded. She requested trend data comparing current development activity to previous years and stressed the importance of understanding what has actually been built versus proposed. She supported using quarterly reports to clearly track development trends and improve planning decisions, per the suggestion of Mr. Walters Young and Mr. Stuckey.

Alderman Baggett focused on revenue assumptions, particularly local option sales tax, and questioned the public safety assumptions used in the ACAC. He suggested separating one-time investments from recurring costs and highlighted the role of mutual aid in affecting both costs and benefits, including impacts on the county. He noted that sewer and water fees already account for planned plant expansions and emphasized the need for public confidence in the ACAC, recommending stakeholder engagement on key assumptions.

Alderman Barnhill suggested reviewing whether city fees could integrate or pass through county school impact fees to account for school system costs associated with new developments.

Alderman Caesar noted that while the ACAC will never be perfectly accurate, it is a strong starting point. He cautioned against using the tool solely to assess city revenue and encouraged sharing it with county stakeholders to support collaborative planning. Alderman Caesar highlighted the ACAC's value in synthesizing scattered information for more informed decision-making and advocated creating level-of-service standards for city services, including police and fire.

Alderman Burger reminded the board of the ongoing Williamson County school impact fee of \$10,000 per home and suggested including land donations for infrastructure in the metrics for large developments.

Mayor Moore viewed the ACAC as a tool to help quantify infrastructure needs and the value of proposed developments, and he recommended examining the effect of county impact fees on city development. He also cautioned against weaponizing the ACAC, noting that qualitative factors should be considered alongside the numerical analysis.

8. Presentation On The Liberty Pike & Mallory Lane Intersection Improvements Project's Updated Traffic Analysis And Proposed Scoping Change

Sponsors: Paul Holzen, Jonathan Marston, William Banks

Paul Holzen, Engineering Director, and Jonathan Marston, Assistant Director of Engineering, presented an update on the Liberty Pike and Mallory Lane Intersection Improvements project, which is part of the city's ten-year Capital Investment Plan. The presentation reviewed project history, traffic analyses, and proposed

scoping changes. Initially, the project was approved as a roundabout design at an estimated cost of \$22 million, following public input and consultant studies. However, updated traffic modeling and site constraints, including nearby buildings and property limitations, suggested that the roundabout may not perform adequately under projected traffic volumes. Staff recommended reverting to a signalized intersection, emphasizing the need for a long-term, functional, and safe solution while acknowledging that innovative roundabout designs could be considered if feasible.

Alderman Burger expressed concern about implementing a roundabout that could fail, noting property constraints and the importance of long-term performance. She stressed safety and proper traffic flow, supporting staff's caution in proceeding with the roundabout. She requested additional dialogue with consultants before the board makes a final decision to ensure all alternatives are thoroughly vetted.

Alderman Brown emphasized balancing traffic flow with pedestrian safety and community character, expressing a strong preference for roundabouts in general. He argued that adding excessive lanes prioritizes vehicles over people and streetscape character and expressed concern that a signalized intersection could compromise both aesthetics and safety in the long term.

Alderman Blanton focused on safety as the paramount concern, noting personal experience with the high number of students and drivers in the area. She agreed with staff that the revised signalized design is safer than the originally proposed roundabout and supported moving forward with a solution that mitigates risks for children and other community members.

Alderman Petersen agreed with Alderman Blanton's assessment that the revised signalized design is much safer.

Alderman Baggett reviewed traffic volumes and contextualized the project within city-wide traffic infrastructure, highlighting that the intersection carries peak volumes comparable to some major corridors. He expressed general support for the staff recommendation while acknowledging that roundabouts can work effectively in properly sized and designed contexts.

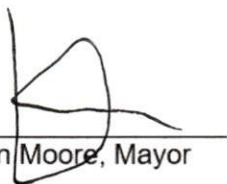
Alderman Caesar noted the benefits of roundabouts in other cities and stressed that failure often occurs due to traffic gaps rather than design alone. He raised questions about whether alternative geometries or minor shifts in layout could allow for a functional roundabout, underscoring the importance of exploring all design options before committing to signals.

Mr. Stuckey emphasized that this proposed change does not preclude roundabouts in other locations where constraints are less restrictive.

OTHER BUSINESS

ADJOURN

Meeting Adjourned @ 07:03 PM


Dr. Ken Moore, Mayor

Minutes Prepared by Sarah Schilling, Deputy City Recorder - City Recorder's Office — 11/3/25, 3:14 PM

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.