HISTORIC FRANKLIN TENNESSEE

# City of Franklin

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

## Meeting Minutes

## Work Session

**Tuesday, December 9, 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, Beverly Burger, Matt Brown, Jason Potts, Patrick Baggett, Clyde Barnhill

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@franklintn.gov before noon on the day of the meeting. Comments will be submitted for the record.**

Ned Dannenberg, 610 Dunbooke Court, Franklin, TN, discussed the functionality of the crosswalk and Mack Hatcher Parkway and Royal Oaks Boulevard on behalf of Bike Walk Franklin.

Anne Goetze, 4040 Carters Creek Pike, Franklin, TN, urged the Board to consider the repercussions of residential growth.

### WORK SESSION DISCUSSION ITEMS

1. **Franklin Tomorrow Healthy Democracy Update**

***Sponsors:*** Mindy Tate

Mindy Tate, CEO of Franklin Tomorrow, provided an update on the Healthy Democracy in Communities Project. The following themes were identified as goals to pursue:

- Establish a Franklin YouthCivic Advisory Council
- Develop a Digital "Civic Hub"
- Host Annual Community and Civic Engagement Events

Alderman Caesar stressed the importance of the Digital "Civic Hub" and appreciated the collaboration from the Board and other local organizations.

2. ***Consideration Of Resolution 2025-94, A Resolution To Approve Benjamin Franklin Statue At Williamson County Archives And Museum At 611 West Main Street**

***Sponsors:*** Milissa Reierson, Monique McCullough

Monique McCullough, Public Outreach & Special Events Specialist, introduced the item. She explained that

Williamson County is proposing the installation of a Benjamin Franklin statue at the Williamson County Archives and Museum located at 611 West Main Street.

The 500-lb bronze statue, created by Lundeen Sculpture in Loveland, Colorado, is a gift to Williamson County from former Franklin Alderman Ms. Pam Lewis. It will be placed and secured on colored and stamped concrete near the Veterans Memorial Park. The surrounding area will be landscaped, and the statue will be lit at night. The installation and future maintenance will be the responsibility of the Williamson County Property Management Department.

The Franklin Public Arts Commission and the Historic Zoning Commission voted to recommend approval of the statue to the Board of Mayor and Aldermen.

Kevin Benson with Williamson County was also present to answer any questions from the Board.

Alderman Burger expressed her support for the statue. However, she asked about the possibility of making it more visible by placing it closer to the Five Points intersection. She also inquired about the fate of statue if the Archives building ever gets redeveloped.
Answer: In response, Mr. Benson explained that the statue's placement was dictated by the boundaries of the veterans park already on that corner. He added that they can definitely move the statue at any point if needed. He noted that it weighs between 500 and 800 pounds.

Alderman Brown highlighted there are lots of plans to honor the nation's 250th celebration, including this statue. He asked if there was a designated committee that was working to organize these events?
Answer: Mr. Stuckey explained that there is not a committee in place currently. It has all happened organically.

Alderman Caesar asked what it would take to form a 250th Celebration Committee. He wanted to ensure collaborative efforts across all the city's organizations.
Answer: Mr. Stuckey said it was at the discretion of the Board. He would like to see clear direction for the committee as well.

Alderman Petersen stated that we could work in tandem with the county on this as well.

Alderman Potts supported the creation of the 250th Celebration Committee.

Alderman Blanton questioned the need for a committee. She asked if we would not just celebrate the nation's birthday on July Fourth, or at least enhance that already existing celebration.

Alderman Burger contended that there will be events across the nation in celebration all year long, so we need a comprehensive schedule of events in Franklin. Hence, she supported the creation of the committee.

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

3. ***Consideration Of Amendment 1 To COF Contract No. 2022-0191, With Williamson Medical Center For The Coordination Of Emergency Medical First Responder Services**

***Sponsors:*** Glenn Johnson

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

4. **Consideration Of Resolution 2025-98, A Resolution Of The Board Of Mayor And Alderman For The City Of Franklin Adopting Budget Goals For The Fiscal Year 2026-2027**

***Sponsors:*** Eric Stuckey, Michael Walters Young

Eric Stuckey, City Administrator, outlined the kickoff of the FY 2027 budget process, explaining that staff will develop a recommended budget aligned with the Board's goals and priorities for consideration in early May. He noted that the budget framework includes both long-standing, "evergreen" goals and targeted priorities for FY 2027, all tied to the City's updated strategic plan.

Mr. Stuckey reviewed the City's core priorities, including a safe and livable community, sustainable growth and economic vitality, fiscal responsibility, and quality of life, along with newer focuses on organizational health and operational excellence. He emphasized balancing the City's long-term planning horizon with a one- to three-year focus to achieve near-term progress. Key areas of emphasis include growth-related infrastructure investments, attainable and workforce housing strategies, alignment of growth and infrastructure planning, service enhancement, and community engagement. He also reaffirmed foundational principles such as maintaining a structurally balanced budget and compliance with reserve and debt policies.

The proposed goals will be presented for Board consideration in January, with the budget process continuing through Budget and Finance Committee review and concluding with a recommended budget in early May.

Alderman Matt Brown commented in support of the approach, highlighting the importance of near-term progress, organizational health, workforce competitiveness, and the inclusion of workforce housing as a stated goal.

Mayor Ken Moore also discussed organizational health, with Mr. Stuckey clarifying that the focus is on organizational culture, employee engagement, and supporting staff to strengthen service delivery to the community.

*The item is planned for the January 13, 2026 Board of Mayor and Aldermen Meeting for consideration.*

5. **Consideration Of Draft Policies And Procedures Relating To The Consideration Of Petitions For The Creation Of Real Estate Infrastructure Development Districts**

***Sponsors:*** Eric Stuckey, Vernon Gerth, Walter Denton, Shauna Billingsley, Kristine Brock

Mr. Stuckey provided an overview of the Infrastructure Development District (IDD) policy and the intended direction of tonight's discussion in that it should be driven by Board questions following a staff presentation at an earlier date. He explained that the proposed policy, developed with Board guidance, is intended to use the IDD tool to advance four primary objectives: exceptional design, attainable housing, significant infrastructure investment, and appropriate redevelopment.

Mr. Stuckey emphasized that the IDD process is designed to align with the City's existing development review timeline and would serve as a companion to the standard development approval process. He noted that the Board would consider a preliminary "not-to-exceed" IDD amount at the time of development plan approval, with reconciliation later in the process once final costs are known, providing clarity and consistency for both the Board and applicants.

He further explained that the application is intentionally flexible, allowing applicants to clearly demonstrate how their proposal meets the City's policy goals. He clarified that examples included in the policy materials are illustrative rather than prescriptive and are intended to guide, not limit, how applicants may satisfy the policy criteria.

Mr. Stuckey also encouraged the Board to set expectations that exceed minimum state requirements, including a target value-to-lien ratio of at least 3:1, noting that higher standards are consistent with development trends in Franklin and peer cities. He concluded by noting that staff and legal counsel were present to answer questions and support further discussion, and that staff would continue to refine the policy based on Board direction

Vernon Gerth, Assistant City Administrator for Community and Economic Development, presented the question and answer document attached for reference in the agenda packet.

***Board Comments:***

Alderman Baggett commented on the proposed IDD structure, questioning the need to withhold all funds until infrastructure is complete given that the bonds are collateralized by the property. He encouraged consideration of more flexible "hold back" approaches, used in other states, that allow partial reimbursement as infrastructure milestones are met, noting that overly conservative requirements could limit the tool's effectiveness for projects with significant infrastructure costs. He also emphasized the importance of evaluating IDD requests based on clear community benefit, similar to the Board's approach to vesting extensions, and encouraged alignment of IDD approvals with the existing development and zoning approval process. He urged staff to maintain flexibility as the policy is refined.

Alderman Petersen worried about the potential cost to the new residents of Franklin that are assessed fees in addition to their property taxes for living in an IDD.

Alderman Barnhill is not so much worried about future residents, but fails to see how it benefits current residents.

In response, Mayor Moore stated that this could be a tool to combat the affordable housing crisis, which would be a significant community benefit.

Alderman Burger expressed support for the IDD tool, noting that it aligns with long-standing community expectations that growth should better pay its own way and reduce the burden on existing taxpayers. She emphasized that the IDD framework allows developers and property owners within a district to fund needed infrastructure while providing the City with completed public improvements without shifting costs to current residents. Alderman Burger highlighted the built-in safeguards, required disclosures, and time-limited nature of assessments, noting the tool's successful use in other states under strict statutory guidelines. She also supported flexibility in implementation, including milestone-based fund releases and the absence of minimum project size thresholds, emphasizing that market forces and Board discretion would help guide appropriate use over time.

Alderman Brown emphasized that the IDD tool is intended to deliver exceptional community benefit, not to subsidize routine development or accelerate growth. He stated that the tool should be used only for projects that provide benefits beyond standard requirements, such as infrastructure improvements above and beyond what would otherwise be required, opportunities for attainable housing, or meaningful redevelopment. He stressed that IDDs should shift the cost of such investments to new growth rather than existing residents, with full transparency for property owners and market-driven outcomes. Alderman Brown encouraged flexibility in applying the tool, cautioning against overly prescriptive standards or checklist-based evaluations, and emphasized the importance of allowing the Board sufficient time to deliberate on what constitutes exceptional benefit in each case. He also raised questions about timing and feasibility, underscoring the need for early engagement and clear checkpoints so applicants and the Board can assess expectations before projects advance too far in the process.

Alderman Potts expressed appreciation for the discussion and emphasized the importance of early "gut check" opportunities in the IDD process to ensure clarity for both applicants and the Board. He raised concerns about potential challenges if staff recommendations differ from Board decisions and encouraged ongoing evaluation of staffing needs, training, and resources required to support the program effectively. Alderman Potts stressed the importance of clear, ongoing communication with property owners to ensure understanding of assessments, particularly in the early years of implementation. He supported the use of flexible hold back structures, noted the tool's potential to advance needed capital projects and infrastructure, and emphasized the importance of ensuring applicants understand infrastructure expectations and costs early in the process. He also highlighted the value of IDDs as a tool to support attainable and workforce housing and expressed support for maintaining a higher value-to-lien ratio to uphold strong fiduciary responsibility.

Alderman Caesar emphasized the importance of ensuring that IDD applications provide true community benefit and exceptional outcomes, rather than simply facilitating standard development. He stressed that the tool should be used thoughtfully, with clear transparency for property owners regarding assessments, and supported early engagement in the process to verify feasibility and alignment with the city's expectations. Alderman Caesar highlighted the need for flexibility in evaluating applications, allowing the Board to discuss and determine the level of exceptional benefit rather than relying solely on staff recommendations or rigid criteria. He also noted that the program should be monitored and refined over time to ensure it effectively supports infrastructure, housing, and redevelopment goals without placing undue burden on current residents.

***Public Comments:***
Janet Curtis, North Chapel Road, Franklin, TN, was opposed to the creation of the proposed IDDs.

Robert Iler, 4237 North Chapel Road, Franklin, TN, was opposed to the creation of the proposed IDDs.

Karen Smith, 4343 North Chapel Road, Franklin, TN, was opposed to the creation of the proposed IDDs.

Patrick Collins, 4458 North Chapel Road, Franklin, TN, was opposed to the creation of the proposed IDDs.

Jeff Goodspeed, 3408 Stagecoach Drive, Franklin, TN, was opposed to the creation of the proposed IDDs.

Rick Canada, 4349 North Chapel Road, Franklin, TN, was opposed to the creation of the proposed IDDs.

Craige Hoover, 1740 New Hwy 96W, Franklin, TN, was present on behalf of Armistead and expressed gratitude to the Board in their development of this policy. He shared that his development team would be submitting a petition for review with hopes to break ground in may 2026.

Mr. Stuckey summarized that the next steps are to update the policy to clarify alignment with the development process, approval at the development plan stage, potential holdback guidance, and transparency for participants. He noted that staff will incorporate the feedback and bring an updated draft for discussion at a January work session to address outstanding questions and refinements.

**OTHER BUSINESS**

**ADJOURN**
Meeting Adjourned @ 7:04 PM

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Dr. Ken Moore, Mayor

DRAFT Minutes Prepared by Sarah Schilling, Deputy City Recorder — City Recorder's Office - 12/26/25, 10:43 AM

**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.**