



City of Franklin

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

Meeting Minutes

Work Session

Tuesday, January 13, 2026

5:00 PM

Williamson County
Auditorium

CALL TO ORDER

Mayor Ken Moore called the meeting to order at 05:05 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.

WORK SESSION DISCUSSION ITEMS

1. ***Consideration Of Resolution 2025-100, A Resolution To Affirm Compliance With Federal Title VI Regulations**

Sponsors: Eric Stuckey

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

2. **Consideration Of Event Permit For Franklin Pride Festival Sponsored By Franklin Pride TN At The Park At Harlinsdale Farm On June 6, 2026**

Sponsors: Milissa Reiersen, Lisa Clayton, Monique McCullough

Monique McCullough, Public Outreach & Special Events Specialist, and Lisa Clayton, Parks Director, were present to answer any questions about the event.

Public Comment:

Charley Powell, 333 11th Ave N, Franklin, TN, 37064, expressed opposition to hosting the Franklin Pride Festival in general.

Alderman Burger expressed that while her personal beliefs do not align with this event, the Board is legally obligated to approve the special event permit.

Alderman Barnhill confirmed that Franklin Pride would be paying the fees codified by the Board for the park buyout.

Ms. Clayton confirmed that they were paying for the space as any other organization would, such as Pilgrimage.

Vice Mayor Baggett also explained that the City must approve of this event as it would any other after a

federal judge ruled in favor of the event in Murfreesboro in 2023.

The item is planned for the January 27, 2026 Board of Mayor and Aldermen Meeting for consideration.

3. **Consideration Of Event Permit For Boots and Buckles Ball Sponsored by the Franklin Noon Rotary At Bicentennial Park On March 28, 2026**

Sponsors: Milissa Reiersen, Lisa Clayton, Monique McCullough

Monique McCullough, Public Outreach & Special Events Specialist, and Lisa Clayton, Parks Director, were present to answer any questions about the event.

Alderman Caesar commended city staff for their work in fine-tuning how to safely and effectively host events at the new Bicentennial Park space.

The item is planned for the January 27, 2026 Board of Mayor and Aldermen Meeting for consideration.

4. ***Consideration Of Ordinance 2025-51, An Ordinance To Rezone 16.81 Acres From General Office (GO) District To Regional Commerce 4 (RC4) District For The Property Located South Of Liberty Pike And East Of Carothers Parkway, Located At 1211 And 1217 Liberty Pike. Establishing A Public Hearing On February 10, 2026**

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

Chelsea Randolph, city planner, introduced the item. She explained that these properties are two separate lots comprising 16.81 acres, both of which are currently vacant. These parcels were specifically zoned General Office (GO) District many years ago to implement a transition from intensive commercial uses along the I-65 corridor to adjacent single-family residential uses. Envision Franklin places both lots within the Regional Commerce Design Concept. Envision Franklin's height map recommends a maximum height of three stories for the property at 1217 Liberty Pike to help transition away from the Liberty Pike and Carothers Parkway intersection to the residential areas to the south. This request would not accommodate the recommendations of Envision Franklin for this property. Envision Franklin allows for six stories in height for 1211 Liberty Pike, assuming all the zoning requirements can be met. Envision Franklin could support the rezoning of 1211 Liberty Pike due to the guidance of the height map. Due to the request for rezoning only partially meeting the intent of Envision Franklin staff can't support the rezoning request for 1211 and 1217 Liberty Pike.

Franklin Municipal Planning Commission recommends disapproval of Ordinance 2025-51 by a vote of 9-0. Staff recommends that the Board of Mayor and Aldermen deny Ordinance 2025-51.

Alderman Burger supported the denial of Ordinance 2025-51.

The item is planned for the January 13, 2026 Board of Mayor and Aldermen Meeting for consideration on First Reading. Second Reading and Public Hearing will be on February 10, 2026.

5. **Consideration Of Ordinance 2025-50, An Ordinance To Rezone 7.01 Acres From Estate Residential (ER) District To Office Residential (OR) District For The Property Located South Of Long Lane And West Of Carothers Road, Located At 4325 Long Lane. Establishing A Public Hearing On February 24, 2026**

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

Joseph Bryan, city planner, introduced the item. He explained that the applicant is requesting to rezone the property at 4325 Long Lane from Estate Residential (ER) District to Office Residential (OR) District. The property consists of 7.01 acres. It is the applicant's intent to utilize the existing building as office and

administration space for the neighboring Refuge Center complex. Envision Franklin places this property in the Regional Commerce Design Concept. Regional Commerce supports a variety of uses including retail, office, restaurant, hotel and institutional, with higher, more intense uses being located closer to the Interstate-65 corridor. Envision Franklin supports the proposed rezoning as it supports the office use and requires minimal changes to the existing site. Any further development or additional uses on the property may require a new rezoning to a district that would support those changes.

Franklin Municipal Planning Commission recommends that the Board of Mayor and Aldermen approve Ordinance 2025-50 by a vote of 8-1. Staff recommends that the Board of Mayor and Aldermen approve Ordinance 2025-50.

Alderman Caesar expressed concern about the potential increase in traffic on an already congested Long Lane if it is rezoned to Office Residential. Therefore, he inquired about a potential traffic study associated with this rezoning request.

Mr. Bryan explained that the intent is to leave the existing structure. There are no plans to increase the square footage. If they submit a new site plan at a later date, the engineering department may require a traffic impact study.

Public Comment:

Greg Gamble was present on behalf of the applicant to answer any questions from the Board. In response to Alderman Caesar, he explained that the house currently does not have sewer access and runs on a septic tank. This significantly limits the usage capabilities of the existing structure. Office use would be less impactful on the septic system than residential use. The owner plans to rent the house to a small business, such as the Refuge Center.

The item is planned for the January 27, 2026 Board of Mayor and Aldermen Meeting for consideration on First Reading. Second Reading and Public Hearing will be on February 24, 2026.

6. Consideration Of Resolution 2025-93, A Resolution Amending The Madison At Franklin PUD Subdivision To Extend The Vested Rights, For The Property Located North Of Del Rio Pike And East Of Brink Place, Located At 801 Del Rio Pike. Establishing a Public Hearing on February 10, 2026

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

Mr. Bryan introduced the item. The request is to extend the vesting period by 36 months, from March 10, 2026, until March 10, 2029, for The Madison at Franklin PUD to allow the applicant to secure any necessary permits and commence site preparation. As a reminder, the development plan for the Madison PUD was approved by BOMA on March 10, 2020. The plan includes the existing Madison multifamily complex, and proposes the demolition of one existing building and the construction of three additional multifamily buildings. The proposed development increases the unit count by 64 units, to 254 units. The project had two Modifications of Standards. Staff recommended approval, with conditions, of the Development Plan.

The item is planned for the February 10, 2026 Board of Mayor and Aldermen Meeting for consideration and Public Hearing.

7. Acknowledgment Of Progress Report On Resolution 2025-12, A Resolution Adopting A Plan Of Services For The Annexation Of 4356 South Carothers Road By The City Of Franklin, Tennessee. Establishing A Public Hearing For February 10, 2026

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

Ms. Randolph introduced the item. She explained that this progress report addresses the Plan of Services for a property located east of South Carothers Road and south of Motspur Drive at 4356 South Carothers Road. This property was annexed on May 27, 2025. Currently, the property is zoned PD, and while no development applications have been submitted for this site specifically, the Colletta Park PUD was updated

with the annexation to include this property. At this time, the City has fulfilled any and all of its obligations as outlined in Resolution 2025-12. There will be no other reports given for this Plan of Services.

The item is planned for the February 10, 2026 Board of Mayor and Aldermen Meeting for Public Hearing.

8. ***Consideration Of COF Contract No. 2026-0005, With The Tennessee Department Of Environment And Conservation For An Asset Management Plan Grant In The Amount Of \$250,000**

Sponsors: Michelle Hatcher, Dillon Gaster

Michelle Hatcher, Water Management Director, explained that staff applied for a grant to update the City's asset management system, which is used to manage and maintain the City's vertical assets. She noted that after the City had already received its ARPA grant awards, it was discovered that having an asset management plan in place is now a requirement to receive certain remaining ARPA funds. In response, the City applied for this grant to strengthen its existing system and ensure compliance with ARPA requirements.

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

9. **Consideration Of Amendment 6 To COF Contract No. 2020-0012, With Hazen And Sawyer For Evaluation Of City Of Franklin's Southeastern Wastewater Capacity**

Sponsors: Michelle Hatcher

Ms. Hatcher explained that this contract amendment was for continued work at the Southeast Water Reclamation Facility. She explained that the City previously received a \$5.6 million competitive ARPA grant for a reuse system at the South Plant, which required a 20 percent local match. ARPA funds have been used for construction and operation of the pilot facility, and reimbursable funds remain available.

She stated that the proposed contract amendment totals \$766,000, with the City responsible for approximately \$153,000 after reimbursement. The amendment is separate from the future design contract and includes work such as influent flow characterization and evaluation of biosolids transfer from the South Plant to the Claudius (North) Plant. She noted the project is capacity-related and will be funded through impact fees, and clarified that the full amendment cost will not be borne by the City.

Vice Mayor Baggett requested an update on the progress to the Southeast Water Reclamation Facility. Mr. Stuckey agreed to update the Board at an upcoming meeting.

Alderman Potts commended staff for the advanced technology implemented at the Claude Yates facility and emphasized the importance of incorporating new technology to achieve long-term cost savings. He expressed interest in seeing a comparison between transporting biosolids to the Claude Yates facility versus processing them at the South Plant and emphasized the need to maximize available space in preparation for future construction.

The item is planned for the January 27, 2026 Board of Mayor and Aldermen Meeting for consideration.

10. ***Consideration Of Resolution 2026-01, A Resolution Establishing Policies And Procedures Relating To The Consideration Of Petitions For The Creation Of Real Estate Infrastructure Development Districts**

Sponsors: Eric Stuckey, Walter Denton, Shauna Billingsley, Kristine Brock

Eric Stuckey, City Administrator, provided an update on the proposed policy for Real Estate Infrastructure Development Districts (IDDs), noting that the Board has discussed the item multiple times over the past year, including an extensive work session in December. He stated that the policy has been revised to reflect the

Board's recent guidance and is intended to advance four primary goals: encouraging exceptional design beyond existing standards, supporting attainable housing, enhancing infrastructure and public services, and promoting redevelopment.

Mr. Stuckey outlined several minor policy revisions, including clarifying that IDD requests be submitted as part of the development or site plan review process, strengthening the connection between municipal benefits and IDD eligibility, and adding flexibility to administrative fee provisions to allow recovery of program administration costs if state law changes. He also noted clarifying language regarding coordination with Water Management and Engineering.

He advised the Board that a legislative cleanup at the state level may be needed to fully authorize program administration through the county trustee and suggested the Board consider deferring final approval until that issue is resolved. He noted that the resolution allows flexibility in timing and that the item was placed on the agenda to allow the Board to proceed or defer at its discretion.

Alderman Petersen expressed concern about the long-term effects on the property owners in an IDD, such as the annual fees.

Alderman Brown commented that the IDD policy appears to be fully refined at this stage, with the appropriate language in place. He expressed some uncertainty about how the process will work in practice, noting that clarity may come once an actual application is reviewed. He suggested the Board consider, as a future enhancement, requiring early community engagement for IDD applicants, citing the Armistead project as a strong example. He added that while the policy should be ready to proceed, it would be prudent to ensure the administrative process is fully implementable before moving forward.

Alderman Caesar expressed support for strengthening language requiring public engagement as part of the IDD process and stated he would not be comfortable moving forward without a clearly defined mechanism for receiving and administering funds. He asked for clarification that IDDs function as a one-time funding mechanism and requested an explanation of how infrastructure funded through an IDD would be maintained or replaced at the end of its useful life, expressing concern about long-term obligations for future boards.

In response, Mr. Stuckey explained that IDDs function similarly to impact fees in that they fund the upfront investment in infrastructure through development rather than taxpayers or ratepayers. He explained that once the infrastructure is installed, it becomes part of the City's public infrastructure inventory, after which ongoing maintenance, upgrades, and eventual replacement become a shared community responsibility through established capital planning, maintenance schedules, and utility rates.

Alderman Petersen expressed increasing frustration about the annual assessment to residential property owners for a period of up to 30 years.

Vice Mayor Baggett stated that the IDD policy provides a transparent and potentially lower-cost method of financing infrastructure that is already typically embedded in housing prices. He emphasized that IDDs do not create a new tax but instead allow infrastructure costs to be financed separately rather than rolled into home mortgages, while still ensuring that new development pays for the infrastructure it requires. He noted that participation is optional and that the tool helps deliver identified community benefits without shifting costs to the existing tax base. He also raised concerns about long-term maintenance of additional or specialized infrastructure and asked whether IDD agreements could include contractual, case-by-case maintenance requirements.

Shauna Billingsley, City Attorney, responded that no policy changes are needed to allow those discussions and that the IDD framework supports incorporating maintenance provisions where appropriate. She noted that maintenance agreements already exist for developments and can be extended or tailored depending on the infrastructure involved, including long-term or HOA-managed maintenance for certain features. She explained that once infrastructure is accepted as public, maintenance typically becomes a public responsibility, while

privately maintained features may remain with property owners or homeowners' associations on a case-by-case basis.

Public Comment:

Patrick Collins, North Chapel Road, Franklin, TN, expressed opposition to the adoption of the IDD policy.

Clive Grawe, 4240 Warren Road, Franklin, TN, expressed opposition to the adoption of the IDD policy.

Janet Curtis, North Chapel Road, Franklin, TN, expressed opposition to the adoption of the IDD policy.

Janice Williams, 1041 John Williams Road, Franklin, TN, expressed opposition to the adoption of the IDD policy.

Rachel Blackhurst, PO Box 3141, Brentwood, TN, was present on behalf of the Commercial Real Estate Development Association. She expressed optimism towards the IDD Policy.

In response to the public comments, Alderman Burger expressed her support for the IDD policy.

Alderman Potts noted that there may be an opportunity here to educate the public on the facts related to IDD's to hopefully alleviate some of the dissent towards the policy.

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

11. Consideration Of Resolution 2025-102, A Resolution Adopting The Re-Evaluation Of The Environmental Review And Regulations (ERR) For HUD-Funded Proposals Relating To The Disposition And Comprehensive Renovation At 114 Natchez Street, Franklin, TN

Sponsors: Tom Marsh, Kathleen Sauseda

Kathleen Sauseda, Housing Development Coordinator, explained that this item is a reevaluation of an Infrastructure Review Report (IRR) previously approved by the Board. She noted that the Franklin Housing Authority received additional funding, and the reevaluation is intended to ensure that the surrounding neighborhoods are not negatively impacted by the development.

The item is planned for the January 27, 2026 Board of Mayor and Aldermen Meeting for consideration.

12. Discussion Regarding The Update To The Parks And Recreation Master Plan And Affirming The City's Commitment To Providing Quality Parks, Greenways, Recreational Facilities, And Programs For Current And Future Generations

Sponsors: Lisa Clayton, Heather Eusebio

Lisa Clayton, Parks Director, explained that the City has an opportunity to apply for several state and federal grants in 2026, some of which require a five-year update to the Parks Master Plan, originally approved in 2018. She noted that staff is preparing text amendments to reflect new park inventory, conserved open space, and changing community needs, and encouraged Board members to share constituent suggestions to include in the plan's appendices. She emphasized that the update is being completed by staff without a consultant and is intended to ensure the Master Plan accurately reflects the current parks system.

The item will be on a future Board of Mayor and Aldermen Meeting for consideration.

13. Discussion Concerning Southern Land Company's Request For Funding Associated With Improvements To Boyd Mill Pike Between Stonewater Boulevard and Championship Boulevard

Sponsors: Walter Denton, Paul Holzen

Paul Holzen, Engineering Director, along with Ron Cryer and Matthew Shallcross of Southern Land Company, presented a request for the City to contribute to improvements on Boyd Mill Pike between Stillwater Boulevard and Championship Boulevard. Key points included:

- This section of Boyd Mill Pike is outdated, narrow, and does not meet current safety or city standards, though accident history is limited.
- The City had previously considered the road a heritage corridor, which influenced prior development approvals.
- Southern Land requested \$400,000 to upgrade the road to city standards, including widening, shoulder improvements, and stormwater infrastructure; the developers have already covered design costs.
- Staff outlined three options:
 - Option 1: Make no improvements; leave responsibility to the developer.
 - Option 2: Fund a standard mill-and-overlay project (~\$120,000), which would be required within two years regardless.
 - Option 3: Contribute \$400,000 for full city-standard upgrades.

The staff recommendation was Option 2 (fund the necessary overlay), but the developers and staff emphasized that Option 3 would address safety concerns, pedestrian access, and connectivity to nearby trails and residences.

Estimated timeline for Option 3: design, permitting, and construction could be completed in roughly 12–18 months. A capital improvement project alternative would take longer due to funding allocation needs.

Summary of Board Discussion:

- Safety concerns regarding the road's condition, proximity to Blue Line streams, pedestrian/cyclist use, and erosion.
- Several Aldermen noted that even without developer participation, the road would likely need significant capital improvements in the future.
- Clarifications were provided about road widening, ditch preservation, sidewalk placement, and the fact that the improvement would not extend beyond the proposed section near the golf course.
- Timeline and cost considerations were discussed; Option 3 (\$400,000) was acknowledged as unbudgeted but justified due to safety and efficiency, compared to waiting for a standard capital project allocation.

Board Recommendation:

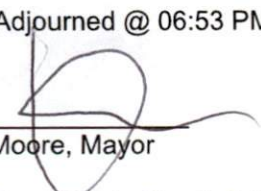
The Board recommended Option 3, contributing \$400,000 toward upgrading Boyd Mill Pike to city standards in coordination with Southern Land Company, prioritizing safety, connectivity, and long-term infrastructure improvements.

The item will be on a future Board of Mayor and Aldermen Meeting for consideration.

OTHER BUSINESS

ADJOURN

Meeting Adjourned @ 06:53 PM



Dr. Ken Moore, Mayor

Minutes Prepared by Sarah Schilling, Deputy City Recorder - City Recorder's Office - 1/21/26, 4:42 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.