



## City of Franklin

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Franklin, TN 37064  
(615) 791-3217

### Meeting Minutes

#### Work Session

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Tuesday, April 28, 2026

4:30 PM

Williamson County  
Auditorium

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#### 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, Patrick Baggett, Brandy Blanton, Matt Brown, Jason Potts

Board Members Absent:

Staff Present: Eric Stuckey, Mark Hilty, Kristine Brock, Walter Denton, Shauna Billingsley, Cayce Anderson

#### CITIZEN COMMENTS

Comments on agenda items may be made in person or by emailing [recorder@franklintn.gov](mailto:recorder@franklintn.gov) before noon on the day of the meeting. Comments will be submitted for the record.

#### WORK SESSION DISCUSSION ITEMS

1. **Presentation Of Housing Study By The Williamson County Association Of Realtors And Bowen National Research**

Sponsors: Patrick Bowen, Bo Patten

Patrick Bowen, President of Bowen National Research, presented findings from a housing study by the Williamson County Association of Realtors and Bowen National Research, noting that Franklin was compared with the rest of Williamson County on several metrics. He shared statistics on household growth trends, household heads by age, change in renter households by size, owner household growth by income, housing-cost-burdened households, commuting patterns, multifamily rental housing, market-rate and tax credit multifamily rental housing, non-conventional rentals, home sales, housing supply, senior care facilities, and development opportunities, restrictions, and costs.

Mr. Bowen noted a significant growth in seniors seeking housing in Franklin as well as a need for smaller units, including condominiums. A total of 76,533 people commute into Franklin for employment; many of these individuals would likely choose to live in Franklin if affordable housing were available. Additional senior care facilities will be needed. The total rental housing gap is 3,798, and the total for-sale housing gap is 6,238.

Mr. Bowen shared a chart showing the 35 most common occupations in Franklin, the annual wage ranges for each, and the maximum monthly rent and home purchase prices such individuals can afford, compared to those available in Franklin. He noted a significant lack in housing that workers can afford. There are vacant areas that can be developed for housing, and housing assistance can be offered. He provided a list of recommended housing strategies.

Mayor Moore noted that the commuter statistics provided by the Transportation Policy Board differed from those provided by Mr. Bowen; however, they were for Williamson County. Mr. Bowen responded that the Williamson County commuter statistics were more balanced than Franklin's. He noted that long commutes are difficult to sustain, especially for those with lower incomes, and this leads to high employee turnover. Franklin

employers have stated that insufficient affordable housing has affected their ability to attract and retain workers.

Vice Mayor Baggett requested creative strategies for addressing the cost of land, which is a significant contributor to housing costs in Franklin. Mr. Bowen responded that a variety of solutions exist, such as placing city-owned land on the market with stipulations that it must be used for affordable housing; encouraging businesses to purchase older homes, upgrade them, and rent or sell them to employees; lowering impact fees for affordable housing developments; and offering density bonuses, if legal in Tennessee.

Alderman Barnhill inquired whether the 76,533 commuters included workers living in Franklin. It was noted that these are individuals commuting from outside Franklin.

Alderman Burger suggested that infrastructure development districts (IDDs) be used for workforce housing, especially in redevelopment areas in the city and surrounding cities. She inquired how Asheville used density bonuses.

Mr. Bowen responded that Asheville implemented a tiered structure, whereby additional units are allowed if they are designated as affordable housing, and the project is expedited through the planning department and often approved administratively.

Mr. Bowen noted that the Board and staff were free to contact him with any questions, and he can then connect them with people from other cities who have accomplished certain goals.

Alderman Burger inquired whether other communities had developed partnerships with businesses in their towns. Mr. Bowen offered to send examples. He noted that approximately 60% of employers surveyed expressed a desire to be proactive regarding housing.

2. **Consideration Of Event Permit For The Heritage Ball Sponsored By The Heritage Foundation At Bicentennial Park On September 12, 2026**

**Sponsors:** Lisa Clayton, Milissa Reiersen, Monique McCullough

*The item was acknowledged and is planned for the May 12, 2026 Board of Mayor and Aldermen Meeting for consideration.*

3. **\*Consideration Of COF Contract No. 2026-0126, With ECG Wood Duck, LP For A Development Agreement Establishing Conditions For Issuance Of Building Permits**

**Sponsors:** Tom Marsh, Shanna McCoy

Shanna McCoy, Zoning and Floodplain Administrator, explained the background of the contract, noting that Wood Duck is awaiting the end of a 90-day public comment period, after which, the letter of map revision from the Federal Emergency Management Agency will be effective. The period ends on June 12, 2026, and public comments are not expected. Wood Duck requested permits to construct two additional buildings at-risk, with the understanding that if the letter is not issued, the construction would have to be demolished, and the land would need to be returned to its pre-construction state.

Alderman Potts noted that the project is in his ward, and no comments have been received to date. He inquired whether a letter of surety was in place in case the land needs to be returned to its pre-construction state.

Ms. McCoy responded that there is no letter of surety for this specific item. Bonds and sureties have been released to maintenance.

Alderman Potts inquired whether the city had any financial withholdings that could be kept.

Shauna Billingsley, City Attorney, noted that it likely did not.

Alderman Potts suggested that, if necessary, it may be possible to place a lien on the property and assign the

cost.

Ms. Billingsley responded that, in that case, the city would later need to take action to foreclose on the lien.

Vice Mayor Baggett noted that the risk of the letter not being issued is low. Further, the project would entail tax-credit housing, as previously discussed and recommended.

Alderman Petersen inquired whether the applicant had done something to the land to remove it from the floodplain.

Ms. McCoy responded that they had, and the other six buildings have been permitted.

Alderman Burger expressed agreement with Vice Mayor Baggett, noting that the developer would not be able to build a full structure within 40 days.

*The item is planned for the April 28, 2026 Board of Mayor and Aldermen Meeting for consideration.*

#### 4. **Presentation Of The New City Hall Redevelopment Block Guaranteed Maximum Price**

**Sponsors:** Mark Hilty, Kelly Dannenfesler, Chris Koeper

Eric Stuckey, City Administrator, noted that the new city hall should be completed within 16 or 17 months.

Chris Koeper, Senior Project Manager, Skanska USA, shared plans and renderings of the building and surrounding areas. He shared a list of projected construction costs, the total project cost, and value engineering items with costs. He shared an aerial view of the project as of April 16, 2026.

Mr. Stuckey noted that the team is working to secure private contributions for some elements of the public park, such as the fountain and seating areas.

Alderman Blanton recommended creating parameters for the sponsorship to avoid scenarios such as the fountain bearing the name of a store.

Mr. Stuckey responded that he will propose contributions that are commemorative in nature. Parameters are being developed.

Vice Mayor Baggett requested additional information on ERP-3, noting that there appears to be a significant increase in costs.

Mr. Koeper responded that he would need to review the information and report back. There may have been contingencies or tariffs involved.

Vice Mayor Baggett requested more mathematical details, including how the money set aside for tariffs was being used.

Mr. Koeper responded that he would report back with the variances. The GMP represents construction costs. Savings will be shared between the city and Skanska.

Alderman Caesar inquired regarding the cost of furniture, as it relates to the construction of the park.

Mr. Koeper responded that the furniture cost is included in the total construction cost. The tables and chairs are expected to cost approximately \$414,000.

Alderman Burger inquired whether back orders on materials are causing delays.

Mr. Koeper responded that there are currently no back orders.

#### 5. **\*Consideration Of Resolution 2026-16, A Resolution Authorizing The Execution Of COF Contract No. 2026-0155 With Hamilton Young For Commercial Brokerage Services And Property Management Services For The Commercial Tenant Spaces As Part Of The City Hall Redevelopment Block**

**Sponsors:** Mark Hilty, Kelly Dannenfesler

*The item was acknowledged and is planned for the April 28, 2026 Board of Mayor and Aldermen Meeting for consideration.*

6. **\*Consideration Of COF Contract No. 2026-0056, With Nashville Office Interiors For Furniture Distributor Services For The New Franklin City Hall**

**Sponsors:** Eric Stuckey, Mark Hilty, Kelly Dannenfelsler

Kelly Dannenfelsler, Assistant Director of Long Range Planning and Historic Preservation, summarized the contract, noting that staff will work to secure cost savings where possible.

Mr. Stuckey added that the cost shown was the maximum estimated and would likely decrease.

Alderman Burger suggested that staff not cut costs excessively on furniture, as poor-quality furniture leads to higher costs in the long term.

Vice Mayor Baggett expressed agreement with Alderman Burger and requested information on OMNIA Partners.

Ms. Dannenfelsler responded that it is a purchasing cooperative.

*The item is planned for the April 28, 2026 Board of Mayor and Aldermen Meeting for consideration.*

7. **Discussion Relating To The Potential Use Of An Infrastructure Development District For The Armistead Development Located At The Northwest Corner Of New Hwy 96 West And Mack Hatcher Parkway**

**Sponsors:** Walter Denton, Kristine Brock

Amy Diaz-Barriga, Assistant Director of Current Planning & Development, summarized the city's priorities for IDD and noted that the Armistead development met the quality development priority in full and partially met the enhancement of infrastructure, public service, safety, and sustainability priorities. The development does not meet the affordable housing priority, and the redevelopment priority does not apply.

Mr. Stuckey noted that the project targets a loan-to-value ratio of 2:1, which is required by the state; however, a ratio of 3:1 is recommended.

Michael Walters Young, Chief Budget and Performance Officer, shared aspects of the project entered into the city's annexation cost analysis calculator.

Craige Hoover, representative for ArmisteadTN LLC, briefly shared the presentation on Armistead development included in the meeting package and explained the IDD bond methodology and terminology.

Alderman Burger inquired regarding plans for pedestrian connectivity between Armistead and the nearby commercial areas, noting the importance of pedestrian safety for such a development.

Mr. Hoover responded that an omni-directional light and crosswalk are planned. A tunnel was considered and found to be costly; however, it may be possible to construct one if partnerships are secured.

Alderman Burger inquired whether turn lanes were planned for I-96.

Mr. Hoover responded that the development would involve widening I-96 in the area and adding eastbound and westbound turn lanes.

Vice Mayor Baggett and Mr. Hoover discussed the advantages of IDD loans. It was noted that without an IDD loan, the project would move more slowly and require investment from banks. The IDD loan, however, does not enable the developers to build more cheaply, and they must maintain caution regarding finances.

Vice Mayor Baggett inquired regarding affordable housing on the site.

Mr. Hoover responded that it may be possible to provide some, as there will be tiny homes and multifamily

buildings, and lot level density bonuses will be offered.

Alderman Brown noted that IDD's should be used for projects such as Armistead, which involves a local developer and a family farm, rather than projects built by large development firms from out of town. He acknowledged that market rates for the homes will be high as there will be a large demand to live in the development but suggested that the prices on some of the smaller units be capped.

Mr. Hoover noted that the budget for the development is tight, and profit would not be made for five years; however, farmhand housing will be provided. He expressed a hope that the development would serve as a positive example for other developers as well as residents who oppose this type of development.

Mayor Moore requested that the developer commit to providing affordable housing.

Alderman Caesar suggested that the developer, and future developers wishing to qualify for an IDD, attempt to qualify for more than one criterion.

Vice Mayor Baggett expressed agreement with Alderman Caesar and requested clarification on the next steps.

Mr. Stuckey responded that the formal aspect of the project has not been reached. There will eventually be a public hearing within the time frame provided for under state law.

8. **Consideration Of Resolution 2026-31, A Resolution For The City of Franklin Closed Employees' Pension Plan, Providing A Cost Of Living Adjustment To The Monthly Benefit For Retired Recipients, Effective July 2026**

Sponsors: Kristine Brock, Sara Sylvis

*The item was acknowledged and is planned for the May 12, 2026 Board of Mayor and Aldermen Meeting for consideration.*

9. **Consideration Of Ordinance 2025-54, An Ordinance To Rezone 202.60 Acres To Revise The Hillside Hillcrest Overlay (HHO) District Boundaries For The Property Located South Of Mack Hatcher Memorial Parkway And East Of Franklin Road, At 354 Franklin Road. Establishing A Public Hearing On May 12, 2026**

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

Joseph Bryan, Principal Planner, addressed concerns expressed during previous meetings regarding the HHO and Scenic Corridor Overlay (SCO), noting that an easement exists in the area where Cool Springs Boulevard meets Mack Hatcher Parkway, for which trees were removed. The new boundary line represents the current tree canopy. There is very little developable area in that location, which is zoned state residential.

Alderman Potts inquired whether there would have been a change in the percentage of grade to the area if the trees had not been removed.

Mr. Bryan responded that he was unsure.

Emily Wright, Director of Planning and Sustainability, noted that the particular area was amended through Envision Franklin's amendment process. Due to current conditions, staff recommended that the line be adjusted in this location and in a second area. Staff did not recommend adjusting the line in a third area, and the request was withdrawn.

Alderman Brown inquired whether the adjustment would allow for construction in the area where Cool Springs Boulevard meets Mack Hatcher Parkway.

Mr. Bryan responded that he does not believe there will be space to develop in that area once the SCO is applied. Ms. Wright added that staff would request that the applicant provide more information before the

public hearing.

Greg Gamble, Gamble Design Collaborative, representing the architect and property owner, noted that the team's intentions are summarized in an Envision Franklin memorandum. The team wishes to protect the hilltop and possibly add trail heads.

Alderman Potts requested the size of the area in question and expressed support for trail heads. Mr. Gamble responded that he would bring the correct exhibit next time, as it does not seem to match the ordinance.

Vice Mayor Baggett inquired whether it is possible to change the HHO while leaving the 550 buffer as it is. Ms. Wright responded that the buffer is not being remapped.

*The item is planned for the May 12, 2026 Board of Mayor and Aldermen Meeting for consideration on Second Reading and Public Hearing.*

#### 10. Discussion Of Pedestrian Crosswalk At Mack Hatcher And South Royal Oaks

**Sponsors:** Paul Holzen

Paul Holzen, Director of Engineering, summarized the background of the project and provided a conservative estimate of \$300,000 to \$400,000 to add accessible pedestrian crossings with ramps in two locations.

Alderman Brown inquired why the project appeared to cost more than other similar ones. Mr. Holzen responded that two cabinets will need to be moved, after which the equipment will need to be upgraded and rewired.

Alderman Caesar noted the importance of connectivity and suggested that engineering costs be obtained. Mr. Holzen responded that the engineering costs would be approximately \$15,000.

Mr. Stuckey suggested funding the engineering work administratively and bringing the updated cost estimate to the Board for consideration.

#### OTHER BUSINESS

#### ADJOURN

Meeting Adjourned @ 07:18 PM



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Dr. Ken Moore, Mayor

Minutes Prepared by Lori Goshert, Recording Secretary with Minutes Solutions, Inc., and Reviewed by Sarah Schilling, Senior Deputy City Recorder - City Recorder's Office - 5/5/26, 2:46 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.**