



City of Franklin

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Franklin, TN 37064
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Meeting Minutes - Draft

Franklin Municipal Planning Commission

Thursday, August 25, 2016

7:00 PM

Board Room

CALL TO ORDER

- Present** 8 - Commissioner Harrison, Commissioner Petersen, Commissioner McLemore, Commissioner Gregory, Commissioner Allen, Commissioner Orr, Commissioner Lindsey, and Commissioner Hathaway
- Absent** 1 - Commissioner Franks

MINUTES

1. July 28, 2016, FMPC minutes

Attachments: [FMPC minutes 7.28.16](#)

Commissioner Lindsey moved, seconded by Commissioner McLemore to approve the July 28, 2016, Minutes as presented. The motion carried by the following vote:

- Aye:** 8 - Commissioner Harrison, Commissioner Petersen, Commissioner McLemore, Commissioner Gregory, Commissioner Allen, Commissioner Orr, Commissioner Lindsey, and Commissioner Hathaway
- Absent:** 1 - Commissioner Franks
- Chairing:** 0

CITIZEN COMMENTS ON ITEMS NOT ON THE AGENDA

Mr. Michael Phillips, of 417 Gambrel Court, addressed the Commission about his concerns about Envision Franklin and requested that the Plan be revised to not allow for 16 story buildings. Mr. Phillips distributed a copy of a handout of comments posted on Facebook in response to Envision Franklin and read some of the comments to the Commission. A copy of the handout is attached to the minutes.

This was read into the record

ANNOUNCEMENTS

Chair Hathaway reminded the audience that the Ashcroft Valley project that had been listed as being on this agenda would not be heard tonight. It was pulled from the agenda.

VOTE TO PLACE NON-AGENDA ITEMS ON THE AGENDA

CONSENT AGENDA

Approval of the Consent Agenda

A motion was made by Commissioner Harrison, seconded by Commissioner Lindsey, to approve items 2, 10, 11, 12, and 16, and to defer items 5 and 6 on the Consent Agenda. The motion carried by the following vote:

Aye: 8 - Commissioner Harrison, Commissioner Petersen, Commissioner McLemore, Commissioner Gregory, Commissioner Allen, Commissioner Orr, Commissioner Lindsey, and Commissioner Hathaway

Absent: 1 - Commissioner Franks

Chairing: 0

SITE PLAN SURETIES

2. Spring Creek Subdivision, site plan, section 1, revision 4 (Spring Creek Center); release the maintenance agreement for drainage improvements.
(CONSENT AGENDA)

This Planning Item was approved.

REZONINGS AND DEVELOPMENT PLANS

3. Consideration of Ordinance 2016-32, To Be Entitled, "An Ordinance To Rezone 5.3 Acres From Heavy Industrial District (HI) And Detached Residential 3 District (R-3) To Specific Development Residential (SD-R 7.55) District For The Property Located South Of Avondale Drive And East Of Columbia Avenue, 302 Avondale Drive. (08/25/16 FMPC 8-0, 9/13/16 WS, 1st BOMA Reading 09/13/16 8-0; 10/11/16 2ND Reading 8-0) THIRD AND FINAL READING

Attachments: [ORD 2016-32 Rezoning South of Avondale Drive and East of Columbia Avenue with map Law Approved.pdf](#)
[6196 Avondale Cottages PUD Subdivision Rezoning.pdf](#)
[2016-08-04 Avondale RZN Set.pdf](#)
[Citizen Comment Avondale Cottages Mr and Mrs Henry](#)

Mr. Baumgartner stated that the site was currently zoned Heavy Industrial (HI) District and Detached Residential 3 (R-3). The proposed zoning is Specific Development-Residential (SD-R 7.55). The accompanying development plan is COF #6197. Staff recommended a favorable recommendation to the Board of Mayor and Aldermen.

Chair Hathaway asked for citizen comments. There were none.

Mr. Adam Crunk, of Crunk Engineering, requested a favorable recommendation to the Board of Mayor and Aldermen.

Alderman Petersen asked about a possible road connection in addition to the one proposed for Avondale Drive.

Mr. Crunk stated that at this time there was not a plan to make a connection, but the possibility for a connection to Carr Avenue to the south had been made possible by this development with a dead-end drive in the southwest corner of the proposed development.

Alderman Petersen did not know the distance that would have to be to make the connection.

Mr. Crunk stated that it would have to be several hundred feet, but it would have to pass through one additional property to the south in order to make the connection to Carr Avenue.

Commissioner Harrison moved, seconded by Commissioner McLemore that Ordinance 2016-32 be recommended to the Board of Mayor and Aldermen for approval. The motion carried by the following vote:

Aye: 8 - Commissioner Harrison, Commissioner Petersen, Commissioner McLemore, Commissioner Gregory, Commissioner Allen, Commissioner Orr, Commissioner Lindsey, and Commissioner Hathaway

Absent: 1 - Commissioner Franks

Chairing: 0

4. PUBLIC HEARING: Consideration of Resolution 2016-46, To Be Entitled: "A Resolution Approving A Development Plan For Avondale Cottages PUD Subdivision, For The Property Located South Of Avondale Drive And East Of Columbia Avenue, 302 Avondale Drive." (08/25/16 FMPC 8-0; 09/13/16 WS)

Attachments: [RES 2016-46 Rezoning South of Avondale Drive and East of Columbia Avenue with Map.Law Approved.pdf](#)
[6197 Avondale Cottages DP Conditions of Approval 01.pdf](#)
[2016-08-04 Avondale PUD Set.pdf](#)
[Citizen Comment Avondale Cottages Mr and Mrs Henry](#)

Mr. Baumgartner stated that the applicant is proposing a 40-unit development consisting of 1 single family dwelling, 24 duplex units, and 15 townhome units. The lots are of similar size to the detached homes fronting Avondale Drive. The Franklin Land Use Plan supports attached and detached residential development in this Character Area (CFCO-3). The site will be accessed by Avondale Drive and add a future connection and right-of-way to the southwestern side of the site. Approval of Resolution 2016-46 was recommended to the Board of Mayor and Aldermen. The staff recommended a favorable recommendation to the Board of Mayor and Aldermen.

Chair Hathaway asked for citizen comments. There were none.

Mr. Adam Crunk, of Crunk Engineering requested a favorable recommendation to the Board of Mayor and Aldermen.

Alderman Petersen stated that it said that the homes are a similar size to the homes on Avondale Drive, and looking at them they did not appear to be.

Mr. Baumgartner stated that they were a similar width.

Alderman Petersen stated that it should probably be stated "similar width" instead of "similar size."

Commissioner Harrison moved, seconded by Commissioner McLemore that Resolution 2016-46 be recommended to the Board of Mayor and Aldermen for approval. The motion carried by the following vote:

Aye: 8 - Commissioner Harrison, Commissioner Petersen, Commissioner McLemore, Commissioner Gregory, Commissioner Allen, Commissioner Orr, Commissioner Lindsey, and Commissioner Hathaway

Absent: 1 - Commissioner Franks

Chairing: 0

5. PUBLIC HEARING: Consideration Of Ordinance 2016-33, To Be Entitled, "An Ordinance To Rezone 5.195 Acres From General Office District To Specific Development Residential 27.33 District For The Property Located North Of Mallory Station Road And East Of Franklin Road, 222 Mallory Station Road."; (09/22/16 FMPC 9-0 and 10/11/16 WS & 1st Reading 8-0) SECOND OF THREE READINGS

Attachments: [ORD 2016-33 Avenida Rezoning with Map Law Approved 2](#)
[MAP_6190AvenidaVer2](#)
[Avenida_PlanSet.pdf](#)
[16001 Avenida - Certified Mailing Addresses letter labels.pdf](#)
[16001 Rezoning and PUD Development Plan Public Notification.pdf](#)
[PUBLIC NOTICE AFFIDAVIT_signed.pdf](#)
[Avenida of Cool Springs Deferral Letter](#)

This item is deferred to the 9/22 FMPC meeting.

6. PUBLIC HEARING: Consideration of Resolution 2016-47, To Be Entitled: "A Resolution Approving A Development Plan For Avenida Of Cool Springs PUD Subdivision, For The Property Located North Of Mallory Station Road And East Of Franklin Road, 222 Mallory Station Road." (09/22/16 FMPC 9-0; 10/11/16 WS)

Attachments: [MAP_AvenidaofCoolSprings_DevPlan.pdf](#)
[RES_2016-47 Avenida DevPlan with Map.pdf](#)
[6191 AvenidaofCoolSprings_Conditions of Approval_01.pdf](#)
[AvenidaofCoolSpringsDevPlan.pdf](#)
[Layout_Avenida.pdf](#)
[AvenidaElevations.pdf](#)
[TIS Review2 Avenida_20160810 CB appr.pdf](#)
[PUBLIC NOTICE AFFIDAVIT_signed.pdf](#)

This Resolution was deferred to the 9/22/16 FMPC meeting.

7. PUBLIC HEARING: Consideration Of Ordinance 2016-34, To Be Entitled, "An Ordinance To Rezone 19.99 Acres From Civic-Institutional (CI) District To Specific Development Residential 13.5 District And Remove The Scientific Research Zoning Overlay For The Property Located North Of Mack Hatcher Parkway And East Of Franklin Road, 145 Legends Club Lane."(Iron Horse); (08/25/16 FMPC Recommended Disapproval 6-1; 09-13-16 WS; 09-27-16 1ST BOMA Reading 8-0 to move item onto Public Hearing.) SECOND OF THREE READINGS

Attachments: [ORDINANCE 2016-34 Ironhorse Rezoning with Map Law Approved](#)

Chair Hathaway recused himself from Ordinance 2016-34.

Mr. King stated that Ordinance 2016-34 was an ordinance to rezone the property commonly known as Iron Horse. The proposed zoning of SD-R 13.5 is consistent with the neighboring properties, which are Civic Institutional. The golf course is SD-X. The property across Franklin Road is outside of the county with Estate Residential on the other two corners. The proposed zoning is consistent with the Land Use Plan, the Franklin Road Small Area Plan and is compatible with the surrounding properties. A favorable recommendation of Ordinance 2016-34 is recommended to the Board of Mayor and Aldermen.

Vice Chair Lindsey asked for citizen comments. There were none.

Mr. Greg Gamble, of Gamble Design Collaborative, requested a favorable recommendation to the Board of Mayor and Aldermen.

Alderman Petersen moved to approve Ordinance 2016-34 to the Board of Mayor and Aldermen, and Commissioner Allen seconded the motion.

Commissioner Harrison stated that he would hold his comments to item 8, since this was just the rezoning. He stated, however, that he would not support the rezoning.

With the motion having been made and seconded to approve Ordinance 2016-34, it passed five to two (5-2) with Commissioners Harrison and Orr voting no.

***The original motion for this item was reconsidered after consideration of Item 8.*

Commissioner Allen moved, seconded by Commissioner Orr that Ordinance 2016-34 be recommended to the Board of Mayor and Aldermen for disapproval. The motion carried by the following vote:

Aye: 5 - Commissioner Harrison, Commissioner Gregory, Commissioner Allen, Commissioner Orr, and Commissioner Lindsey

No: 1 - Commissioner McLemore

Absent: 1 - Commissioner Franks

Abstain: 1 - Commissioner Petersen

Recused: 1 - Commissioner Hathaway

Chairing: 0

8. PUBLIC HEARING: Consideration of Resolution 2016-50 To Be Entitled: "A Resolution Approving A Development Plan For Ironhorse PUD Subdivision With 1 Modification of Development Standards (Exceed Building Height Of 2 Stories), For The Property Located North Of Mack Hatcher Parkway And East Of Franklin Road, 145 Legends Club Lane." (08/25/16 FMPC recommended for Disapproval 6-1; 9/16/16 WS).

Attachments: [2016-50 RES Ironhorse PUD Development Plan with Map Law Approved IronhorseLayout.pdf](#)
[Ironhorse Views.pdf](#)
[IronhorseElevations.pdf](#)
[8.4.2016 Iron Horse Dev Plan Drawing Set.pdf](#)
[LandUsePlanSection](#)
[6194 Conditions of Approval 02.pdf](#)

Chair Hathaway recused himself from Resolution 2016-50.

Mr. King stated that the applicant was proposing 270 units of attached residential dwelling units in twelve (12) structures located on 19.99 acres. Vehicular access will be provided via Legends Club Lane only. An emergency access with limited movements will be provided between Legends Club Lane and the Mack Hatcher intersection.

The Franklin Land Use Plan established this lot into character area zoning district Berry's Chapel Special Area 7 and The Franklin Small Area Plan was done for this site.

At the June 23, 2016, meeting the land use plan was updated to allow for up to three story buildings pursuant to a Planned Unit Development (PUD), which the applicant is seeking.

The development plan is consistent with the land use plan, the Franklin Small Area Plan and the Berry's Chapel Character Area Overlay 7. Staff recommends approval of Resolution 2016-50 to the Board of Mayor and Aldermen with conditions.

There is a modification of standards.

Vice Chair Lindsey asked for citizen comments. There were none.

Mr. Greg Gamble, of Gamble Design Collaborative, distributed a handout, which he had worked on with staff.

He showed the master plan and the offsite roadway improvements, which were being proposed with this proposal.

This site is a special property in Franklin and is a gateway. It is at the intersection of Mack Hatcher and Franklin Road. This is a gateway, and one would drive past Harlinsdale before entering the City of Franklin. They are drawing from the architecture of Harlinsdale and from the rural farmstead character in their architectural elevations. They had 150 feet from the right-of-way line to the buildings to create a pastoral front yard along both Franklin Road and Mack Hatcher. Within the front yard will be a 12-foot

greenway trail that will connect pedestrians to the greenway trail that is along Mack Hatcher and connect across the street, eventually to Harlinsdale as part of the City's Master Plan. Two-story buildings will face along Mack Hatcher Parkway and three-story buildings will transition back towards the church, keeping within the same scale, proportion, and height of the church. They have recessed back off Franklin Road, so that when driving down the road toward the church it would still be a prominent view. It can still be seen as part of the sidelines. At the intersection of Franklin Road and Mack Hatcher, there is a berm that is about 15 feet in height so it will screen the lower elevation of the first building.

There will be detached garages on the second elevation. They had previously proposed having garages associated with the buildings, so one would be able to pull in and park within the primary building. Those will now be pulled out. They are allowing the farmstyle buildings to break-up the mass of the parking lot but also provide covered parking for residents.

The third graphic shows a perspective rendering of the intersection at Mack Hatcher and Franklin Road. They are planning on a rural style building that would have Iron Horse identification on it, but adjacent to that would be a cistern where the rain water would be captured and would give irrigation through the site. The reason this is being done is to reinforce sustainability practices on this property. Opportunities are being provided for gardening, orchards, a green infrastructure as part of this plan, and open space parks that are meaningful, connected together, and would provide a place for the community to gather. Over 50 percent of this property is open space and will remain open space as front yards and gathering spaces. These will not be open spaces that are left over or on the edges or sides. These are places that people can gather and have a meaningful experience outside on this campus.

Mr. Gamble showed an 11" x 17" plan of the offsite road improvements. A Traffic Study was prepared by RPM and evaluated by Neel-Schaffer Engineers. It has been determined that a right-turn lane and a left-turn lane are required on Franklin Road at the entrance of Legions Club Lane. In addition to that, an analysis has been done on the need for a signal at that location. That signal is warranted and will be installed by the developer. All three of these improvements will be installed by the developer with no request of the funds from the City of Franklin. In addition, there will be a right-turn lane, which will be installed at Mallory Station Road and Franklin Road. This Traffic Study was done with the assumption that Avenida would be approved and takes that traffic into consideration as well. It has been thought about in concert with the other future developments that are along this road. These improvements greatly improve the traffic movements along Franklin Road by allowing those drivers to pull into those turn lanes before they make the turns.

Mr. Gamble requested approval of Resolution 2016-50 to the Board of Mayor and Aldermen with conditions.

Alderman Petersen moved to recommend approval of Resolution 2016-50 to the Board of Mayor and Aldermen with staff recommendations, and Commissioner McLemore seconded the motion.

Commissioner Harrison stated that much discussion and studies had been done on this property as it being a gateway. He did not think this was an appropriate use for this property. He also did not think he had seen anything this dense proposed, and he would not support it.

Commissioner Allen stated that she absolutely agreed and stated that the City was killing the goose that laid the golden egg. There will be a time when there is not a piece of grass in the City that does not have asphalt with 300 houses on it. This is not the spot for this development.

Vice Chair Lindsey asked Mr. King to address the modification of standards.

Mr. King stated that the Land Use Plan was amended in June of 2016 to add language that building heights up to three stories would be allowed pursuant to a PUD. That specific language did not carry forward to the Zoning Ordinance; therefore, this item requires a modification of standards to allow building heights up to three stories. Staff recommends approval of this modification of standards.

Commissioner Gregory moved to disapprove the modification of standards, and Commissioner Allen seconded the motion.

Commissioner McLemore stated that she was supporting this item on to the Board of Mayor and Aldermen, but she did not support the modification of standards, which allow building heights up to three stories.

Commissioner Allen stated that this was a gateway, and this property had been discussed for several years. She was not supporting any of this item, and her reason was that this was not a gateway into the City of Franklin, and the City was trying to protect "the goose that laid the golden egg."

Commissioner Gregory stated that she would agree with Commissioner Allen. She would not support the density because it did not match anything surrounding that area, and she did not think that it was appropriate.

Vice Chair Lindsey stated that he had heard other complaints about the magnitude of heights of the apartments buildings that have been approved around the City lately. He thought the Planning Commission had to be very concerned regarding the request for exceptions to allow additional floors.

With the motion having been made and seconded to disapprove the modification of standards for item 7, the motion passed unanimously (7-0).

With the motion having been made and seconded to approve Resolution 2015-50 to the Board of Mayor and Aldermen, it failed four to three (4-3) with Commissioners Harrison, Orr, Allen, and Gregory voting no.

Commissioner Orr asked if item 7 needed to be recalled.

Attorney Corn stated that for clarity, it would be helpful to take an active vote to disapprove item 8, and someone from the successful side on item 7 would have to ask for a reconsideration of item 7.

Commissioner Allen moved to reconsider Item 7, Commissioner Orr seconded the motion, and it passed 5 to 1, with Commissioner McLemore voting no.

Commissioner Allen moved to recommend disapproval of item 7 Ordinance 2016-34 to the Board of Mayor and Aldermen, Commissioner Orr seconded the motion, and it

passed 4 -1-1 with Commissioner McLemore voting no and Alderman Petersen abstaining.

Alderman Petersen stated that this item could still go directly to the Board of Mayor and Aldermen.

Attorney Corn stated that item 8 would be clearer for the record if the Planning Commission made a motion for recommending disapproval to the Board of Mayor and Aldermen.

Commissioner Harrison moved to recommend disapproval of Resolution 2016-50 to the Board of Mayor and Aldermen, Mr. Orr seconded the motion, and it passed 4-1-1 with Commissioner McLemore voting no and Alderman Petersen abstaining.

Commissioner Harrison moved, seconded by Commissioner Orr that Resolution 2016-50 be recommended to the Board of Mayor and Aldermen for disapproval, with the motion that Commissioner Gregory moved, seconded by Commissioner Allen, to recommend disapproval of the Modification of Standards (8-0). The motion carried by the following vote:

Aye: 5 - Commissioner Harrison, Commissioner Gregory, Commissioner Allen, Commissioner Orr, and Commissioner Lindsey

No: 1 - Commissioner McLemore

Absent: 1 - Commissioner Franks

Abstain: 1 - Commissioner Petersen

Recused: 1 - Commissioner Hathaway

Chairing: 0

9. Consideration Of Ordinance 2016-44, To Be Entitled, "An Ordinance To Rezone 2.90 Acres From General Commercial District (GC) to Civic and Institutional District (CI) For The Property Located North Of Murfreesboro Road And West Of Edward Curd Lane. (08/25/16 FMPC 8-0, 9/13/16 WS and 1st BOMA Reading 8-0; 10/11/16 2nd Reading 8-0) THIRD AND FINAL READING

Attachments: [ORD 2016-44 Williamson Medical Center Rezoning with Map Law Approved Williamson Medical Center, rezoning request](#)

Mr. Bryan stated that this site was vacant and zoned for the General Commercial (GC) District. The proposed zoning is Civic and Institutional (CI) to provide space for future expansion of Williamson Medical Center. The Medical Center site adjacent to this property is already zoned CI. This expansion to the hospital provides a special incentive; therefore it complements the intent of the Land Use Plan. A development plan has not been submitted at this time. Approval of Ordinance 2016-44 was recommended to the Board of Mayor and Aldermen.

Chair Hathaway asked for citizen comments. There were none.

Mr. Andrew McElhenny, of Smith Seckman Reid, Inc. requested approval to the Board of Mayor and Aldermen.

Commissioner Harrison moved, seconded by Commissioner Allen that Ordinance 2016-44 be recommended to the Board of Mayor and Aldermen for approval. The motion carried by the following vote:

Aye: 8 - Commissioner Harrison, Commissioner Petersen, Commissioner McLemore, Commissioner Gregory, Commissioner Allen, Commissioner Orr, Commissioner Lindsey, and Commissioner Hathaway

Absent: 1 - Commissioner Franks

Chairing: 0

SITE PLANS, PRELIMINARY PLATS, AND FINAL PLATS

10. Carothers Crossing East Subdivision, final plat, revision 1 (resub of lot 1), two lots on 15.15 acres, located at the northeast corner of Carothers Parkway and Liberty Pike. (Consent Agenda)

Attachments: [6198 Carothers Crossing FP Rev 1 Conditions of Approval 01.pdf](#)
[6198 Carothers Crossing East Subd, FP, Rev 1 \(resub of lot 1\) Map.pdf](#)
[3546111-CAROTHERS CROSSING EAST RESUB PLAT 2016-0804.pdf](#)

This Planning Item was approved.

11. Carothers Development Subdivision, final plat, revision 3 (resub of lot 2), two lots on 13.7 acres, located at 1217 Liberty Pike. (Consent Agenda)

Attachments: [6199 Carothers Development Subd, FP, Rev 3 \(resub of lot2\) Map.pdf](#)
[6199 Carothers Dev Subd, FP Rev 3 Conditions of Approval 01.pdf](#)
[54916.pdf](#)

This Planning Item was approved.

12. Clouston Park Addition Subdivision, final plat, revision 1, combining abandoned, quit-claimed right-of-way and an existing lot, located at 809 Evans Street. (Consent Agenda)

Attachments: [6200 Clouston Park Add Subd, FP, Rev 1 Map.pdf](#)
[6200 Clouston Park FP, Rev 1 Conditions of Approval 01.pdf](#)
[54316 Final Plat.pdf](#)

This Planning Item was approved.

13. Quality Inn Subdivision, final plat, dividing one existing commercial lot into two commercial lots located north of Murfreesboro Road and east of North Royal Oaks Boulevard, at 1307 Murfreesboro Road. (Consent Agenda)

Attachments: [6195_MAP_QualityInn.pdf](#)
[Quality Inn Plat \(Draft\) 8.1.2016.pdf](#)
[QualityInn_FP_Conditions of Approval_01.pdf](#)

Mr. King stated that item 13 was a final plat to subdivide one commercial lot on Murfreesboro Road into two separate lots to support future development of an additional commercial use on the second lot. Staff recommends approval with conditions on this second lot.

Chair Hathaway asked for citizen comments. There were none.

The applicant did not come forward.

Alderman Petersen stated that this meant that where the Quality Inn was presently, it would be divided and have another.

Mr. King stated that that was correct. A site plan was administratively approved at the July 28, 2016, Planning Commission meeting for a four-story hotel use on the bottom part of the lot with an access agreement to the upper portion of the lot where 51 percent of the existing Quality Inn would remain.

Alderman Petersen stated that she just wanted everyone to know, and that it would really be different out there.

Commissioner Orr asked if there was any way to back out of that. He could not see that being approved by the Planning Commission for that development on that spot.

Alderman Petersen stated that it would be different from anything at this location, but she thought that this was coming.

Commissioner Harrison moved, seconded by Commissioner Allen, that this item is approved with conditions. The motion carried by the following vote:

Aye: 7 - Commissioner Harrison, Commissioner Petersen, Commissioner McLemore, Commissioner Gregory, Commissioner Allen, Commissioner Lindsey, and Commissioner Hathaway

No: 1 - Commissioner Orr

Absent: 1 - Commissioner Franks

Chairing: 0

14. Riverbluff PUD Subdivision, final plat, section 4, 21 single family residential lots on 4.64 acres, located along Riverbluff Drive and Cabell Drive.
(Consent Agenda)

Attachments: [6201 Riverbluff PUD Subd. FP, Sec 4 Map.pdf](#)
[6201 Riverbluff FP Sec 4 Conditions of Approval 01.pdf](#)
[Riverbluff PUD Subdivision, final plat, section 4 - submittal 002.pdf](#)

Mr. Baumgartner stated that the purpose of the final plat for item 14 was to create 21 single-family lots one open space lot and to dedicate right-of-way for Riverbluff, section 4. The site plan was approved by the Planning Commission on July 28, 2016, City of Franklin project number 6176. Staff recommends approval with conditions.

Chair Hathaway asked for citizen comments. There were none.

The applicant did not come forward.

Alderman Petersen stated that the parkland total required was 1.58 acres, but it says total provided .95 acres all access easement along the Harpeth River. Whenever she was looking at the final plat, she could not see it. She knew where it would probably be, but she thought that it needed to be pointed out.

Chair Hathaway asked if it would be appropriate to add it as a condition of approval.

Ms. Hunter stated that it appeared that the area where the easement would go along the river was not actually within the limits of this section of the plat, and that was probably either on a previously recorded plat or a section that was not yet recorded. Staff could still have the applicant add that easement onto the plat.

Alderman Petersen asked if there was going to be another piece to the plat besides this one because the first part had already been done.

Ms. Hunter stated that it was probably recorded on an earlier plat, and it was not being shown on this plat. It could still be shown on this plat by adding the condition of approval.

Commissioner Orr stated that since it was on another plat should the note be removed from this plat.

Ms. Hunter stated that the final dedication gets approved through the Development Plan, and that note is typically added to every section that is dealing with this development.

Commissioner Harrison asked staff if they were comfortable with this.

Ms. Hunter stated that if the Planning Commission would still like to add the condition to clarify, staff will make sure that it get noted and that it gets appropriate noted on the plat.

Commissioner Orr moved, seconded by Commissioner Allen, that this item be approved with conditions, and that staff work to clarify the location of the parkland dedication within this subdivision. The motion carried by the following vote:

Aye: 8 - Commissioner Harrison, Commissioner Petersen, Commissioner McLemore,
Commissioner Gregory, Commissioner Allen, Commissioner Orr, Commissioner
Lindsey, and Commissioner Hathaway

Absent: 1 - Commissioner Franks

Chairing: 0

15. Standard At Cool Springs Subdivision, site plan, lot 2, 419 multifamily residential units and 31 townhomes on 22.51 acres, with one Design Modification (Building Length), located at 1222 Liberty Pike.

Attachments: [6202 Standard at Cool Springs Subd. SP, Lot 2 Map.pdf](#)
[6202 Standard at Cool Springs SP Lot 2 Conditions of Approval 01](#)
[Standard at Cool Springs Subdivision, site plan, lot 2 -Architecture.pdf](#)
[Standard at Cool Springs Subdivision, site plan, lot 2 Site Plan Only.pdf](#)
[Standard at Cool Springs Subdivision, site plan, lot 2 - submittal 003.pdf](#)
[The Standard - Executed Brownfield Agreement 4829-1158-3022 v1.pdf](#)

Mr. Baumgartner stated that the site plan for the Standard at Cool Springs Subdivision, lot 2, includes 419 multifamily residential units and 31 townhomes. The applicant is requesting one design modification. The site is located on a capped landfill but has received approval by Tennessee Department of Environment and Conservation (TDEC) to build upon the landfill, per the soil management plan. The rezoning to permit the multifamily residential use on this site (Ordinance 2015-42) was favorably recommended to the BOMA at the 9/27/2015 FMPC meeting, Ordinance 2015-42.

The applicant requests a Design Modification from Section 5.3.5 (b) (iii) to allow for an attached residential building to be longer than 200 feet. Staff finds that this is appropriate because the applicant has suitable architectural detailing along their facades that breaks up the scale and massing of the building.

Staff recommends approval of this Design Modification.

Staff recommends approval with conditions except for condition 6.

Chair Hathaway asked for citizen comments. There were none.

Mr. Greg Gamble, of Gamble Design Collaborative, stated that the buildings had been designed, looking from Carothers Parkway all the way to the college campus. These buildings are in keeping with the scale of Lifetime Fitness and of keeping within the scale of the college campus buildings. They are looking at this holistically. He requested approval of item 15.

Commissioner Orr asked about the length of the building.

Mr. Gamble stated that the longest portion of the building was 360 feet.

Commissioner Orr stated that the 360 feet was not just barely over.

Mr. Gamble stated that it was in keeping with the things that were on that side of Carothers Parkway and Lifetime Fitness. It was the scale of the campus that was there, and they were trying to be appropriate within that mix.

Commissioner McLemore asked about the length of the longest building in the area.

Mr. Gamble stated that Lifetime Fitness was about 300 feet in length, but the pool would

add another 120 feet.

The Design Modification passed unanimously.

Commissioner Harrison asked for clarification from staff on condition 6.

Mr. Baughman stated that as part of the review process of the traffic impact, the third party consultant identified some concerns about the operation at the intersection of Carothers Parkway and Liberty Pike. He/she recommended that these two improvements be made conditions of the development. Subsequent to that, the applicant identified that he had done a roadway impact fee offset agreement for the Lifetime Fitness Center, next door, and in calculating that impact fee offset, it did incorporate trips associated with the standards at Cool Springs so that the analysis has actually accounted for the trips that are being discussed. The Engineering staff concurs that the additional improvements, identified by the oncall consultant, are not needed. There will be opportunity with other developments on this corner in the future at this intersection to deal with potential deficiencies. The improvements were included in the roadway offsets.

Commissioner Harrison asked if condition 6 would still be required.

Mr. Baughman stated that the improvements were already included.

Commissioner Harrison moved, seconded by Commissioner Allen that Item 15 be approved with conditions, except for condition #6 which is to stricken from the conditions of approval, and with the motion in which Commissioner Harrison moved, seconded by Commissioner Allen to approve the Design Modification (8-0). The motion carried by the following vote:

Aye: 8 - Commissioner Harrison, Commissioner Petersen, Commissioner McLemore, Commissioner Gregory, Commissioner Allen, Commissioner Orr, Commissioner Lindsey, and Commissioner Hathaway

Absent: 1 - Commissioner Franks

Chairing: 0

16. Water's Edge PUD Subdivision, final plat, section 2 creating 56 single family lots on 14.52 acres along Mainstream Drive, Scouting Lane, and Headwaters Drive. (Consent Agenda)

Attachments: [6150 MAP Water's Edge Subd, FP, Sec 2](#)
[Conditions of Approval 01](#)
[Final Plat Water's Edge Section 2](#)

This Planning Item was approved.

ZONING ORDINANCE AND PLAN AMENDMENTS

17. Consideration Of Ordinance 2016-29, To Be Entitled, "An Ordinance To Amend The Zoning Ordinance Of The City Of Franklin, Tennessee, To Amend Chapter 3, Section 3.4.5, Floodway Fringe Overlay (FFO) District, In Order To Add The Use, Boutique Hotels, Located In CFCO-1, To The List Of Permitted Uses And Amend Section 3.2.3, Use Table, Table 3-2, Permitted Uses, In Order To Revise The Additional Requirements For Boutique Hotels." (08/25/16 FMPC Recommended for Disapproval 8-0)

Attachments: [Ordinance 2016-29 FFO Amendment Boutique Hotels Law Approved 8 3](#)
[CFCO FFO 07282016 Staff Presentation](#)

Mr. Svoboda stated that Ordinance 2016-29 was discussed at the June 23 and July 28, 2016, Joint Workshops. The Planning Commission requested staff to prepare an amendment to the Zoning Ordinance to add the use type "Boutique Hotels" to the list of new uses/encroachments permitted to be constructed in the FFO - Floodway Fringe Overlay District with the restriction that it would only be permitted in the Central Franklin Character Area, Special Area 1 (CFCO-1). The Ordinance also corrects a typographical error in the Use Table to revise the reference number for the additional requirements for Boutique Hotels from (6) to (7). In that way, staff will make sure that the proper special conditions for the additional requirements for Boutique Hotels are referenced not hotels.

Mr. Svoboda reminded everyone that the City has received approval from FEMA regarding the new flood maps. Staff is in the process of working on an ordinance to have those adopted by December of 2016. However, staff is able to enforce those maps now. In addition any new nonresidential construction in the floodway fringe overlay will have to meet the City's floodplain protection standards specified in Chapter 5 of the Zoning Ordinance. New nonresidential construction must have its finished floor elevation (FFE), including basement, elevated to 1-foot above the base flood elevation (BFE). Enclosed garages and parking areas must also meet specific floodplain development standards. No encroachment or development is permitted in the Floodway Overlay District (FWO).

Staff recommends approval of Ordinance 2016-29 to the Board of Mayor and Aldermen.

Mr. Svoboda noted that the proposed text amendment is not supported by the Land Use Plan's conservation design concept.

Chair Hathaway asked for citizen comments. There were none.

Commissioner Allen asked if the meeting, held on Saturday, August, 2016, regarding the conservation supported the proposed text amendment.

Ms. Hunter stated that that was for the draft new plan; however, in the current plan the conservation design concept encourages as little encroachment and as little development as possible.

Vice Chair Lindsey stated that he would like to make the following comments regarding item 17.

He stated that this particular item was just to simply add "Boutique Hotels" as a use to the floodfringe overlay. The reality was that staff was talking about a specific project at the foot of Main Street crossing the Harpeth River. They were talking about a project that

does not just touch the floodplain, but is a project that is consumed by the floodplain with significant parts of it in the floodway. It is totally inside the floodplain of a significant river system, with roughly 200 square miles of drainage basin upstream of downtown Franklin, which is largely the size of the portion of the basin below Franklin that was impacted by the 18 inches of rain which fell during the May, 2010, flood that resulted in flood stages more than 8 feet above the Base Flood Elevation in Bellevue, flooding some 3,000 homes and businesses. A similar rain event upstream of Franklin would put 7 feet of water in a hotel built to our floodplain ordinance. That same 2010 storm, shifted five miles to the south and east, would have had catastrophic effects on the City of Franklin, including Downtown Franklin.

The characteristics of the floodplain through the heart of downtown Franklin are that it is wide and wandering. While that is inconvenient from a development perspective, much of the land east of 5th avenue and north of Bridge Street is ill-suited for traditional new development.

Commissioner Lindsey understands that the Corps of Engineers' model points to the conveyance along Franklin Road as a constriction to the easy passage of water through Downtown Franklin. First, he was not certain the City has any sense that improving the conveyance under the bridge or through box culverts offers any relief to the flood-related features on the parcels most impacted by the constrictions. Also, if the City is relying on a Corps of Engineers funded project, Commissioner Lindsey could tell one from personal experience that it can take years, if not a decade, to get a project funded by the Corps. In order for this to be a part of the decision the City makes, the following two things need to be considered:

1. It has to make a difference in the expanse of the floodplain on the project site, and
2. The City of Franklin may need to be prepared to fund the construction of the improvements on or downstream of Franklin Road.

Commissioner Lindsey discussed the following Allowable Uses: All other uses allowed in the Flood Fringe Overlay area are uses that would not be severely impacted by an excursion of the Harpeth River outside the riverbanks.

1. Passive parks, golf courses, and open space
2. Active recreation features
3. Temporary uses
4. Public and private infrastructure
5. Floodplain alteration
6. Parking lots

The addition of "Boutique Hotels" to this list seems to be wholly inconsistent with the rest of the uses, which Commissioner Lindsey feels were defined that way in order to protect people and the investments in the City of Franklin.

The City is right now disassembling the façade of the old bank building that fronts on the Square. One of the compelling reasons presented to this commission for that project is to create an exemplary project that contributes to the period ambiance of our historic downtown area.

The construction of a Hampton Inn on a sensitive and potentially dangerous area seems inconsistent with the City's normal approach to the preservation and protection of our Crown Jewel – our Main Street and Historic Downtown Franklin.

The City spent months to a year becoming comfortable with the features of the Harpeth Square project, with a lot of input from the Board of Mayor and Aldermen, to ensure that it was an appropriate project to fill nearly a full block of our Historic Downtown area.

The Planning Commissioners were told, during the Joint Workshop last month, that the addition of boutique hotels to the list of allowable uses would relegate this project largely to administrative approvals, and that it would not come back before the Planning Commission or the Board of Mayor and Aldermen. Right now, based on the first conceptual project presentation that the Planning Commissioners have seen, they would be saying that they were OK with anchoring the first parcel in Historic Downtown Franklin with a Hampton Inn. In Commissioner Lindsey's nearly 12 years on the Planning Commission, the Commission has been a lot more concerned with how the City anchors its significant gateways. Lest anyone assume that Commissioner Lindsey is anti-anything built in a floodplain, he will remind you that he regularly votes in favor of projects that impact floodplains. He participated in the design workshop that addressed how to creatively develop the Fifth Avenue Corridor in a manner that would create significant new commercial space while protecting the important floodplain storage, and not allowing new development that would be impacted by a significant 100 to 1000-year flood event.

Commissioner Lindsey thought it premature to kill this concept, but he also believes that it is way too premature to simply add boutique hotels to a list of allowable uses in the Flood Fringe Overlay. He personally would like to contemplate some of the details of this project, including:

What is the likely impact of this large project on the floodplain and floodway of the Harpeth River? What do the Corps' Hydraulic and Hydrologic modeling suggest would be the structural solutions to the flow constrictions at the Harpeth River Bridge? And to what extent is there any reduction in risk to the parcels upstream of the bridge? And who is going to pay for that?

What is the likelihood of a rise in flood elevations with this large obstruction along the boundary of the floodway of the Harpeth River? And given the magnitude of the drainage basin, some 200 square miles, is it appropriate perhaps to consider the impact at even a 500-year event?

Given our Envision Franklin Goals of protecting our floodplains, what is the extent to which we must build up pads on which to build a hotel, relative to the magnitude of cuts that would be needed to balance that fill? And what would be the impact on the City's river-side floodplains when all of that soil is removed? And, what is the hotel going to look like?

Over the last couple of years, the Planning Commission outright rejected the design of a new office building in the Gateway Village Development twice, before they finally came back with a design concept that the Commission agreed was a better fit for a significant gateway into the City of Franklin.

Can the Planning Commission get some sense of how this project enhances our Main Street and Historic Downtown Franklin?

Commissioner Lindsey moved, seconded by Commissioner Allen that Ordinance 2016-29 be recommended to the Board of Mayor and Aldermen for disapproval.

The motion carried by the following vote:

Aye: 8 - Commissioner Harrison, Commissioner Petersen, Commissioner McLemore, Commissioner Gregory, Commissioner Allen, Commissioner Orr, Commissioner Lindsey, and Commissioner Hathaway

Absent: 1 - Commissioner Franks

Chairing: 0

18. Consideration of Franklin Municipal Planning Commission Resolution 2016-52, A Resolution to Adopt the 2016 Multimodal Major Thoroughfare Plan. (06/14/16 WS)

Attachments: [Connect Franklin Book DRAFT 160627.pdf](#)
[FMPC RES 2016-52 Multimodal Thoroughfare with Map. Law Approved.](#)
[FMPC August 2016 Presentation](#)

Mr. Holzen stated that over the last year and a half, staff had worked hard to finalize the Comprehensive Transportation Network Plan, which is a long range planning guide for multi-modal transportation throughout the City of Franklin. This was recently presented to the Board of Mayor and Aldermen where they unanimously recommended approval to the Franklin Municipal Planning Commission with one amendment. That amendment was to remove the extension of Ralston Lane, which is all included as part of Resolution 2016-52 that was being presented to the Planning Commission.

Mr. Holzen introduced consultant Cynthia Bowen. Ms. Bowen outlined the methodology of the plan they used for the Comprehensive Transportation Network Plan. She discussed the following:

- Public Investment*
- Streets*
- Bicycle and Pedestrian*
- Existing and Proposed Facilities*
- Additional Design Considerations*
- Other General Principles*
- Recommended Improvements*
- Transit*
- Implementation*

Chair Hathaway asked for citizen comments. There were none.

Alderman Petersen stated that this was not a public hearing, and it did not say so on the agenda.

Ms. Hunter stated that it was a public hearing and that it was advertised separately before the agenda went into the August 18 paper. It required a 30-day notice whereas the agenda for this meeting was only advertised a week and a half before this meeting.

Alderman Petersen stated that she did not know it was going to be a public hearing, and she did not know anyone else who knew it would be a public hearing.

Chair Hathaway asked what action was needed from the Planning Commission.

Ms. Hunter stated that this was the approval of the Plan, so the Planning Commission would be voting on the Plan. The Board of Mayor and Aldermen had considered for a recommendation to the Planning Commission, but per state law the Planning Commission is the body that adopts the Plan.

Alderman Petersen stated that she understood that any major thoroughfare plan was a vision, and this may be because this was her biggest involvement from the Board's perspective and also since there was a vote to recommend this she had been looking at

this in a different light, based on since that has occurred the Board has done the Capital Improvements Program (CIP) prioritization amount. Also, there had been a large meeting regarding Envision Franklin. Since then, the Plan on transit for the Nashville MPO had come out. She had only read about this in the newspaper and had not looked online. There is so much that it made her start reading over this with different eyes from what she was a month ago. There is so much in this draft that she cannot see how this was fitting into what was going on. There were some things that bothered her greatly about Resolution 2016-52. If one looked at the list of 20 projects, her question was is there even one of those that would be done by 2020. Presently, it looked like on the CIP projects that certainly the East McEwen Drive was one of the items that was being supported by the aldermen, and there were some other items. However, there were so many things that had come up, including some of the many aspects of these projects, that she would have concerns. Again, she stated that there was so much in Resolution 2016-52 that assumed things that she was now questioning.

She did not want to do what she had done on the Zoning Ordinance that was approved in 2008, even though she did speak against it. She would not be supporting Resolution 2016-52.

Commissioner Allen stated that with this Plan she would like to say that they were right on point with the transit recommendations. She had not been able to drive in several months, and she had only ridden the trolley one time because it was not convenient at all. The City needs to look at the trolley system. The traffic system needs to be looked at, staff looked at it, and it needs some serious overhauling.

Chair Hathaway stated that he agreed with some of Alderman Petersen's comments that this is such a big nut to crack. The challenge with any kind of vision is that it seems it needs to be aspirational, not everything can be worked out in the beginning because one does not know what the future will be so plans, such as this, have to take some leaps in order to be something bigger.

Mr. Holzen stated that Resolution 2016-52 was a vision document. It is a vision for the plan of how Franklin builds out. When a developer shows up to make a multi-million dollar investment, staff should have a plan and be able to articulate exactly what they want when they walk in the door. When the plan is implemented with development, a lot of times all they are doing is reserving the right-of-way for utilities and trying to control the access to move traffic through and across the City. Whenever a capital project is brought forward, that capital project is vetted in a lot of detail with the Board of Mayor and Aldermen.

For Columbia Avenue, as an example, staff will look at four different options, and every one of the details, at some level, will be vetted with the Board of Mayor and Aldermen as City projects are taken forward for funding. There will be significant input from the residents and the general public. Mr. Holzen wanted to reiterate that it is a vision, and it really helps staff as people come to the City to make a large investment.

Commissioner Lindsey stated that he did not have the perspective as Alderman Petersen. As an elected alderman, Alderman Petersen is balancing all of the different components that she spoke about. From his perspective, for staff to have produced a mass transit plan that tries to touch on all of these things, as a Planning Commissioner, it seemed to him that staff had taken the charge they had been given and produced a good document.

Alderman Petersen stated that she was looking for something that would state that approving Resolution 2016-52 does not guarantee funding for it. She was seeing that the funding was a huge aspect of Resolution 2016-52.

Mr. Baughman stated that Ms. Bowen recognized that this is a vision statement, but it is also a need statement. It is a statement about what is required in the City's transportation network to adequately serve the land uses and the travel demand generated from those land uses. When those needs are not met, the City winds up with congestion. This is identifying the needs and the transportation network to adequately serve the travel demand at a reasonable level of service. This time the document has focused as much on land use as it has on the needs in terms of the proposals.

Ms. Bowen reiterated that there are many projects that the City needs to keep the congestion down. The City might not be able to fund all of this, so it really needs to rely on federal grants. She discussed the different grants that were available, and in order to get the grant money one must have an adopted plan with projects identified that roll into the MPO's plan so the money can be accessed.

Alderman Petersen stated that the City has not fared well with the MPO in the past.

Commissioner Harrison moved, seconded by Commissioner McLemore that Resolution 2016-0001 be approved. The motion carried by the following vote:

Aye: 7 - Commissioner Harrison, Commissioner McLemore, Commissioner Gregory, Commissioner Allen, Commissioner Orr, Commissioner Lindsey, and Commissioner Hathaway

No: 1 - Commissioner Petersen

Absent: 1 - Commissioner Franks

Chairing: 0

NON-AGENDA ITEMS

ANY OTHER BUSINESS

ADJOURN

There being no further business, the meeting adjourned at 8:46 p.m.

Chair Mike Hathaway