

**MINUTES OF THE WORK SESSION
BOARD OF MAYOR AND ALDERMEN
FRANKLIN, TENNESSEE
CITY HALL BOARDROOM
TUESDAY, OCTOBER 25, 2016 – 4:00 P.M.**

Board Members

Mayor Ken Moore	P		
Vice Mayor Brandy Blanton	P	Alderman Dana McLendon	P
Alderman Clyde Barnhill	P	Alderman Margaret Martin	P
Alderman Pearl Bransford	P	Alderman Ann Petersen	P
Alderman Beverly Burger	P	Alderman Michael Skinner	P

Department Directors/Staff

Eric Stuckey, City Administrator	P	Lisa Clayton, Parks Director	P
Vernon Gerth, ACA Community/Economic Dev	P	Shirley Harmon-Gower, Human Resources Director	P
Russell Truell, ACA Finance & Administration	P	Mark Hilty, Water Management Director	P
Shauna Billingsley, City Attorney		Paul Holzen, Engineering Director	P
Rocky Garzarek, Fire Chief		Jonathan Marston, Engineering Assistant Director	P
Deb Faulkner, Police Chief		Emily Hunter, Planning & Sustainability Director	P
Fred Banner, IT Director	P	Joe York, Streets Director	P
Chris Bridgewater, BNS Director	P	Lanaii Benne, Assistant City Recorder	P
Becky Caldwell, SES Director	P	Linda Fulwider, Board Recording Secretary	P

Call to Order

Mayor Ken Moore called the Work Session to order at 4:00 p.m.

Mayor Moore announced that due to a heavy agenda, the November 8 Work Session will begin at 4:30 p.m. This means the Beer Board will meet at 4:00 p.m. instead of 4:30 p.m.

Citizen Comments

No one came forward to speak

WORK SESSION DISCUSSION ITEMS

Mayor Moore introduced Lea Sonnenschein, exchange student from sister city Bad Soden, Germany, who served an internship with the City this week. Her favorite departments were Police and Fire. Lea wants to go into police work someday.

The Mayor asked her to sit in his chair and say a few words. She banged the gavel (softly) and expressed her appreciation for the opportunity to come to Franklin, and to see how city government works. She will return to Germany this weekend.

1. 16-0896 Presentation on Transportation Access Management Strategies and Techniques.

Jonathan Marston, Assistant Director Engineering

Eric Stuckey related that at various times there have been discussions on the design of roadways, medians, and safety. Considerations are City standards, and the existing environment.

Jonathan Marston noted that as part of the Columbia Avenue project, Engineering wanted the Board to know why medians are often identified for access and safety reasons, Philip Demosthenes, known nationally for his expertise, will talk about the concepts of roadway design and access management, along with Daniel Spann of Barge Waggoner Sumner & Cannon.

Mr. Demosthenes has over 40 years of experience and is a resource for Mr. Spann's team. He presented the following:

What is Access Management?

- ▲ The careful consideration of the location, type and design of access to a roadway.

Why is Access Management Important to Franklin?

- ▲ Source of travel delay
- ▲ Frequent location of traffic crashes
- ▲ Every minute of travel delay increases costs
- ▲ Increases produce and service cost, retail and industrial
- ▲ Increased cost decreases competitiveness in the market place
- ▲ A new signal adds delay and costs

Access Management Uses Hierarchy

- ▲ Access management should vary with roadway importance
- ▲ Arterials must handle large volumes safely
- ▲ Collectors are safer, flexible, but have limited capacity
- ▲ More access, more turbulence, more crashes, lower performance.

Designing for Safety is About Limiting and Managing Vehicular Conflicts

- ▲ If you reduce the rate at which a motorist encounters conflicts you will reduce the rate of crashes.

No Such Thing as Safe Access

- ▲ As the number of access points per mile increase, so does the frequency of crashes.
- ▲ And the rate also increases
- ▲ 40 driveways per mile will increase crashes by 60% compared to 20 per mile
- ▲ Each access = 4%

Left Turns

- ▲ Left turns are the highest percentage of crash related maneuvers, 74% - that's why medians are important

Decreasing Crash Rates by Adding Medians

- ▲ SR-96 crash rate is about 14.9 million vehicle miles

Every Access Point is Fundamentally a Safety Problem

- ▲ Allowing an access is a decision that will diminish public safety and roadway function

Two Basics That We Apply

1. Make choices that reduce the conflict rate experienced by travelers.
2. Reduce the potential severity of the conflicts that are allowed.

Roadways are the Most Dangerous Public Facilities on the Face of the Earth

- ▲ Nationwide, about 630 people die each week
- ▲ Over 19 deaths each week in Tennessee
- ▲ Over 3,300 crashes reported weekly
- ▲ Over 1,350 injuries reported weekly

What are the Principles of Access Management?

- ▲ **Manage** access type to limit conflict points and severity
- ▲ **Separate** the conflict points – increase decision time
- ▲ **Provide** reasonable access at each property

Successful Techniques

- ▲ Well-designed driveways and intersections
- ▲ Turn lanes at intersections and high volume driveways
- ▲ Fewer, well-spaced traffic signals
- ▲ Eliminate mid-block left turns with a raised median

-
- ▲ Old driveways are problematic
 - ▲ Newer designs have smoother flow and are easier to use
 - ▲ Right-turn only driveways with islands
 - ▲ Site and secondary circulation reduces driveway needs
 - ▲ A raised median would prevent a left turn attempt across 4 lanes of opposing traffic while also blocking others.
 - ▲ Combination of roundabouts and medians: High circulation and very low crash rates

When Access Management is Applied to a Specific Corridor

- ▲ Crashes are reduced by 30-60 percent
- ▲ Capacity is increased by 20-40 percent

Losses and Costs While Traveling in Williamson County

- ▲ Over 5,400 crashes in 2015 (about 15/day)
- ▲ About \$87,900,000 in actual cost/loss in 2015
- ▲ Expect more in 2016
- ▲ More than 55% of these crashes are access related

Example: Murfreesboro Road (SR-96) West of I-65 to Mack Hatcher Parkway (5,800 ft.)

- ▲ 830 reported crashes in 5 years (166 per year)

- ▲ About \$2 million annually in crash costs
- ▲ Median should reduce the crash frequency by about 40-50%
- ▲ Means about 400 fewer crashes in next 5 years
- ▲ Fewer police, fire and medical responses

Murfreesboro Road (I-65 to Royal Oaks)

- ▲ 14 driveways (72 per mile rate)
- ▲ A median would eliminate over 200 conflict points
- ▲ 232 less 206 left related paths = 26 remaining right turn conflicts

Retail

- ▲ Access management helps retail
- ▲ Reduced road delays, less congestion, improved speeds
- ▲ Make area attractive by landscaping
- ▲ Improvement projects have positive impacts on property values
- ▲ Studies document either stable or increased land values for corridors after construction of access control management projects.
- ▲ Retail will not be successful unless there is good employment, fat wallets.

Market Area: Retail Market Area Shrinks as Arterial Speed is Reduced

- ▲ 35 mph to 25 mph means over 50% reduction in market area

For Franklin, arterials are critical life-lines for the economy, the movement of commerce and labor.

Mr. Demosthenes prefers the term conflict management rather than access management because the locations are more liable to cause accidents. There is no such thing as safe access. As the number of access points per mile increase, so does the frequency of crashes. Left turns are the highest percentage of crash related maneuvers. That is why medians are important. Medians reduce crashes on arterial roads. Every access point is fundamentally a safety problem. Allowing an access is a decision that will diminish public safety and roadway function. Roadways are the most dangerous public facilities on the face of the earth.

Fewer well-spaced traffic signals, elimination of mid-block left turns, raised medians, and a traffic signal plan to reduce conflict problems. Each signal costs \$200,000 plus maintenance, have the minimum number. Rebuilding old driveways to make a smoother traffic flow. Right turn only driveways with islands. Make access points further apart. Raised median would prevent a left turn attempt across four lanes of opposing traffic and blocking other traffic. There are 26,000 vehicles a day on Highway 96. A combination of roundabouts and medians would give high circulation and very low crash rates. History shows roundabouts reduce accidents and injuries. Mr. Spann related, if designed properly, roundabouts can handle any size vehicle.

Quality and efficiency of transportation infrastructure is, and will remain, a critical component of economic success. The purpose of access management is to keep the arterial system efficient and safe.

Eric Stuckey related there will be more discussions on points of conflict, the effect on traffic flow and the surrounding environment.

2. 16-0878 Consideration of Event Permit for the Turkey Trot 5K Sponsored by Graceworks Ministries on November 24, 2016 in Cool Springs.

Deb Faulkner, Police Chief

No questions or comments.

3. 16-0879 Consideration of Event Permit for Christmas Parade sponsored by the Kiwanis Club of Franklin on December 3, 2016 in Downtown Franklin.

Deb Faulkner, Police Chief

No questions or comments

4. 16-0880 Consideration of Event Permit for Dickens of a Christmas sponsored by the Heritage Foundation on December 10-11, 2016 in Downtown Franklin.

Deb Faulkner, Police Chief

No questions or comments.

5. **16-0850 Presentation of Housing Commission Report**

Chris Bridgewater, BNS Director

J. Edward Campbell, Chairman of the Housing Commission and several Commission members were present. Mr. Campbell presented the following.

The City of Franklin receives approximately \$240,000 each year in grant funds. The goals of the CDBG program are to:

- ▲ Provide decent, safe and sanitary housing
- ▲ Provide a suitable living environment
- ▲ Expand economic opportunities

CDBG funds may be used for activities which include, but are not limited to:

- ▲ Acquisition of real property
- ▲ Relocation and demolition
- ▲ Rehabilitation of residential and non-residential structures
- ▲ Construction public facilities and improvements, such as water and sewer facilities, streets, neighborhood centers, and the conversion of school buildings for eligible purposes
- ▲ Public services, within certain limits
- ▲ Activities relating to energy conservation and renewable energy resources
- ▲ Provision of assistance to profit-motivated businesses to carry out economic development and job creation/retention activities

With the completion of Phase II at Reddick, Franklin Housing Authority:

- ▲ Will have 42 new affordable units above the 22 voucher based public housing units
- ▲ Adding these 64 units to the 47 units in the senior building means that a site that once housed 44 units now hosts 111 units.

Hard Bargain Association has created a PUD on Mount Hope Street that includes:

- ▲ Working with residents of the neighborhood, community leaders and City staff to preserve this community, Hard Bargain Association is constructing 6 new homes that will be sold at an affordable rate to both single persons and families.

Community Housing Partnership:

- ▲ Consistently receives requests for emergency homeowner assistance from the residents of the City of Franklin.
- ▲ Has completed 7 projects in the past 12 months

Bridges Domestic Violence Shelter:

- ▲ Bridges is the only domestic violence shelter both in the City of Franklin and Williamson County.
- ▲ At any given time, Bridges is home to 5 families or 15 single people
- ▲ 2015 reported incidences of domestic violence were 322
- ▲ As of September 13, 2016, Officers had responded to 246 domestic violence calls
- ▲ These are actual reports filed by Franklin Officers who determined that domestic violence was the predicated factor in the offense that was reported.

Mr. Campbell showed pictures of some projects and activities such as the historic signage erected at Natchez Street. With the City deletion of inclusion of affordable housing, they lost a tool they could use (per State law). He noted reports/charts describing affordable and workforce housing pertaining to income are included in the agenda packet. Some of the housing described as affordable and workforce housing is not affordable for everyone. During a recent stay at Williamson Medical Center he asked caregivers if they live in Franklin. None lived in Franklin. Some live in or near Alabama and drive in to work in Franklin. There are no affordable options for people to retire in Franklin. The City has talked affordable housing for 30-35 years. What are we afraid of when we hear affordable/workforce housing. What does BOMA want the Housing Commission to do. More jobs are coming here and there will be housing needs. Many executives move into this area. They can afford housing in Franklin. Support staff cannot.

6. **16-0845 Consideration of Contract 2016-0077 Emergency Rehabilitation Grant Program with Community Housing Partnership Utilizing Community Development Block Grant Funds for Program Year 2014-2015.**

Chris Bridgewater, BNS Director

Items 6-9 are similar and relate to CDBG funds. This item is for Emergency Rehab.

7. **16-0846 Consideration of Contract 2016-0227 for Public Facilities Improvements to BRIDGES of Williamson County Utilizing Community Development Block Grant Funds from Program Year 2015-2016.**

Chris Bridgewater, BNS Director

Bridges Domestic Violence Shelter

8. 16-0847 **Consideration of Contract 2016-0035 for Public Facilities Improvements to the Park Street Project of Franklin Housing Authority Utilizing Community Development Block Grant Funds from Program Year 2015-2016.**

Chris Bridgewater, BNS Director

Park Street Project. Alderman Martin asked the purpose of this item. Chris Bridgewater responded that it covers the entire scope of interior renovation: air conditioning, old buildings renovation, and redoing parking lot and infrastructure.

9. 16-0848 **Consideration of Contract 2016-0026 for Public Facilities Grant to Community Housing Partnership Utilizing Community Development Block Grant Funds from Program Year 2015-2016.**

Chris Bridgewater, BNS Director

Housing Partnership. Alderman Bransford commented that these items are in their action plan and must be approved by BOMA so they can get their money.

10. 16-0842 **★Consideration of RESOLUTION 2016-69, A Resolution to Adopt the Project List for Phase I of the FY 2017-2026 CIP (Capital Investment Program).**

Eric Stuckey, City Administrator

Paul Holzen, Engineering Director

This resolution includes the top tier of projects. Financing is roughly 60% debt funding and 40% pay as you go. The Mallory/Liberty/Royal Oaks intersection improvements is on the list as well. Approval is needed to move this forward to a more complete financing plan.

Questions/Concerns:

- ▲ Not all the projects had unanimous consensus. Mack Hatcher to Hillsboro Road to Highway 96 has to be high on someone's list. Some projects are needed regardless of the rating. Response: It isn't on the list because it is not a local project. Waiting for the State to act.
- ▲ The Lewisburg Pike sidewalk is a specific project costing \$580,000 and has some complexity with utilities, curb and gutter, and sewer. Sidewalk gap projects will cost a total of about \$250,000 per year. Staff would like to those by the end of the year.
- Mindy Tate, Franklin Tomorrow: The Walkability Study will be ready next month. They will then do a Franklin walkabout. The response was heavy on South Royal Oaks and Lewisburg Pike. The issues and the neediest will be determined. Streets should be marked and have signage to make it safer. There was a lot of response from Heath Place.
- ▲ Alderman Petersen: Concerns/questions: Identifying fund money assigned to projects, lack of discussion on the funding model, accounting of Franklin Road project funds, concern about there being seven times more debt than seven years ago, numbers and capital projects, being \$10 million in the hole, not knowing what part is debt service and what part is pay as you go. This item will go back to the Budget & Finance Committee on December 1st.
- ▲ For the process to move forward, Resolution 2016-69 must move forward. Financing models, break out of funding sources, etc. will be presented and discussed later. The resolution is a blueprint of how to proceed.
- ▲ Residents have been asking about the construction of the Long Lane/Peytonsville Road overpass. Staff has been asked to look at second tier projects that address and affect capacity. The project falls in that category.

11. 16-0849 **★Consideration of Amendment 3 to TDOT Agreement 060118/PIN 108409.00 for the Hillsboro Road Improvements Project (COF Contract No. 2011-0028).**

Paul Holzen, Engineering Director

Amendment is for time extension.

12. 16-0886 **★Consideration of a Professional Services Agreement (COF Contract No. 2016-0306) with CDM Smith for the SCADA Construction Engineering and Inspection Services Project in the**

Not-to-Exceed Amount of \$432,641.00.

**Mark Hilty, Water Management Director
Paul Holzen, Engineering Director
Patricia McNeese, Utilities Project Manager**

Construction contract has been awarded.

13. 16-0905 Discussion of Goose Creek Inn Wastewater Treatment Facility

**Paul Holzen, Engineering Director
Mark Hilty, Water Management Director**

This item is for discussion without a decision at this time. The Goose Creek Inn Wastewater Treatment Facility is a private system that is failing. The system serves three facilities: Goose Creek Inn, B&G Rentals (property owner K&T Associates, LLC) and Mapco Family Centers, Inc. (currently inactive sanitary sewer service). It has been in operation since the 1960s and is no longer capable of providing adequate treatment for discharge into Five Mile Creek). TDEC inspections in 2011 and 2013 listed deficiencies. About a month ago they issued an order to stop using the system. The businesses are amenable to tie on to the Franklin water system.

Potential options moving forward:

1. Continue working privately with the State to resolve the situation. City staff will work with entities in terms of plans review and connection
2. TDEC or Goose Creek Inn shuts plant down which would potentially require subsequent condemnation of the affected property owners.
3. City of Franklin contracts with an engineer and contractor to build the connection (Concept presented in Exhibit B) and enter into an agreement with the affected property owners for reimbursement of project costs.

It will cost approximately \$300,000 to do connection and would mean a special assessment, not beyond five years. An alternative allows payment outside a special assessment. It is a public health issue.

Discussion:

- ▲ Alderman McLendon: Wants an iron clad prospectus to avoid a lawsuit, a waiver of claims and whatever else is needed. Otherwise, he is against it.
- ▲ Alderman Barnhill: Not interested in a special assessment with installment payments. This is for three businesses and it has been going on since 2011.
- ▲ Mr. Stuckey: it can be done without installment payments. There are complexities with Mapco and their ability to commit.
- ▲ Mark Hilty: The property owners advised the cost would be divided equally. Much of the Inn is closed. The same size line, 8 inches, will be used. There is not likely to be any development on those three properties.
- ▲ B&G is an active business with people working there.
- ▲ TDEC appreciates the City stepping up to help in this situation.
- ▲ To be discussed again.

[Items 14 & 15 are both related to Harpeth Square]

14. 16-0888 Consideration of DRAFT Amendment No. 1 to the Road Impact Fee Offset Agreement (COF Contract 2014-0344) with Harpeth Associates LLC for the Harpeth Square PUD Subdivision.

Paul Holzen, Engineering Director

Mr. Stuckey explained this is about costs associated with the project and how it relates to offsets for arterial roadways, signal modifications and improvements against Road Impact Fees. Estimated amount \$1,283,355.00. Harpeth Square is finalizing the design and requests additional City participation. In addition, the anticipated impact fees have decreased to \$856,544.93, based on the final design. The Board will decide whether to fulfil the unique needs and additional requests.

Vernon Gerth said this development offers many challenges. The Road Impact Agreement and Water and Sewer Agreement were approved in March 2015. The proposed requests are:

1. In lieu of updating the pavement markings on Franklin Road the Developer has agreed to make a \$29,623.00 contribution out of their Road Impact Fees that can eventually be applied to the Franklin Road Project. The original Agreement did not include the milling and resurfacing of Franklin Road. The Developer and Staff agree that this contribution would be appropriate and the funding can eventually be applied to the Franklin Road Streetscape Project.
2. The Developer has requested a City contribution in the amount of \$256,578.00 for additional arterial roadway improvements. Franklin Municipal Code allows the City to reimburse developers, based on the actual construction cost (arterial improvements only), in an amount not to exceed the actual Road Impact Fees generated by the development. While not required, the City has the ability to make this contribution, and staff is seeking input from the Board.
3. City staff has asked the Developer to extend the sidewalk, curb and gutter, drainage, landscaping and lighting along the frontage of 144, 142, and 134 Second Avenue and to include the milling/paving for 100% of Second Avenue as shown in Exhibit B of the Agreement. The estimated cost associated with these improvements is \$330,693.00. The Developer and Staff are in agreement with this request.
4. The developer has requested a City contribution in the amount of \$210,116.00 for streetscape improvements along First Avenue, Bridge Street and Second Avenue, as conceptually shown in Exhibit C of the proposed contract. While not required, the City as the ability to make this contribution, and staff is seeking input from the Board.

Staff recommends approval of Amendment No. 1 to the Road Impact Fee Offset Agreement (COF Contract No. 2014-0344) to include Requests 1 and 3. Staff is seeking input from the Board to determine how to proceed with Requests 2 and 4.

Discussion:

- ▲ Alderman McLendon: We have an applicant and developer. We are not partners as was said. Partners is inappropriate. Developers
- Greg Gamble: Regarding the \$210,000 for Streetscape: specific specs for type of lighting for Streetscape, concrete sign markers, City standards specific to downtown Streetscape plan to be in conformance with Streetscape Master Plan. We are not asking City for 100% of upgraded items, just the difference.
- Rod Heller: The project has complexity. As to Alderman McLendon's designation, Mr. Heller said they are all investors, not developers, who are able to acquire the most desirable property downtown. They have gone the extra mile meeting the level of standard of New York City. They chose high end rather than a cheap hotel. They are paying \$5.5 million to the City. This will be great for City tourism, and will provide new tax revenue for the City. They are making a huge economic investment. The project is financed entirely by the private sector. They are bringing in 155 permanent jobs. It is the highest standard Hilton Hotel.
- ▲ Alderman Bransford: If Requests 2 and 4 are approved, how will the public benefit?
- ▲ Paul Holzen: Request 2 is part of the arterial roadway project. Request 4 is the Streetscape and enhancement with decorative pavers, lighting, etc.
- ▲ Alderman Burger: With a historic downtown in a historic City, to stop making those choices would be detrimental for tourism. Visitors downtown are important.
- ▲ Harpeth Square wants to do the right thing. The sight lines are not good at First Avenue and Bridge Street. They plan to widen and do a full reconstruction of First Avenue around the curvature with curb and gutter on both sides, change in elevation, and change in driveways. The amount is for curb and gutter on the other side of the road. They didn't know they would have to redo the other side of Bridge Street.
- ▲ Alderman Petersen: Sees no reason to agree to Request 4.
- ▲ Alderman Martin: Doesn't know of anyone else who offered to pay \$100 million downtown. Supports Requests 2 and 4.
- ▲ Alderman McLendon: What happens if the Board says no.
- ▲ Mr. Heller: If denied they will go forward anyway. The requests are for fairness.
- ▲ Mr. Stuckey: The City is contributing over \$1 million right now in Road Impact Fees.
- ▲ Mr. Holzen: The original Agreement was based on arterial impact fees. The anticipated impact fees did decrease.

▲ Alderman McLendon: The designation of the roads was changed.

15. 16-0889 Consideration of DRAFT Amendment No. 1 to the Agreement for Reimbursement of Costs for Sanitary Sewer and Water Distribution Improvements (COF Contract 2014-0345) with Harpeth Associates LLC for the Harpeth Square PUD Subdivision.

Paul Holzen, Engineering Director

Requests for additional City participation:

1. Due to the redevelopment of the Center for Historic Preservation (f/k/a the Old, Old Jail) the Developer and City staff agreed to remove this requirement from the Agreement. The City is working with Civil & Environmental Consultants, Inc. (CEC) to finalize the plans and will bid this project out as a City managed capital improvement project.
2. The Developer has updated the estimated cost associated with the water distribution improvements along Second Avenue. The revised estimated cost is \$315,908.00. The Development is estimated to generate a total of \$69,771.00 in Water Access Fees. The Developer has requested a City contribution in the amount of \$112,158.00 for the water distribution improvements. The City of Franklin Water and Sanitary Sewer specifications read as follows: "The minimum size water main shall be 8" unless otherwise approved or required by the WMD (Water Management Department). The minimum size water line in commercial areas shall be 10" unless otherwise approved or required by the WMD." City staff is seeking direction from the Board on how to proceed with this request. While participation is not required, the Board can make a contribution to help offset the developer's capital cost.

Staff recommends approval of Amendment No. 1 to the Cost for City Sanitary Sewer and Water Distribution Improvements (COF Contract No. 2014-0345) to include Request 1. Staff is seeking input from the Board to determine how to proceed with Request 2.

16. 16-0929 ★ Consideration of ORDINANCE 2016-41, An Ordinance to Amend the FY2016-2017 Budget (Amendment #3); Establishing a Public Hearing for November 22, 2016.

Eric Stuckey, City Administrator

Russ Truell, ACA Finance & Administration

Michael Walters Young, Budget & Analytic Manager

No questions or comments

17. 16-0926 Consideration of DRAFT RESOLUTION 2016-73, A Resolution to Revise the Organizational Charts within the Building & Neighborhood Services and Information Technology Departments.

Eric Stuckey, City Administrator

Vernon Gerth, ACA Community & Economic Development

This item goes along with Item 16.

18. 16-0900 Status Report on Special Census.

Vernon Gerth, ACA Community & Economic Development

Mr. Gerth noted 14,000 responses received.

Other Business

None

Adjournment

Work Session adjourned @ 6:57 p.m.

Dr. Ken Moore, Mayor

Minutes prepared by: Linda Fulwider, Board Recording Secretary, City Administrator's Office - updated 10/25/2017 3:58 PM