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**MINUTES OF THE WORK SESSION  
BOARD OF MAYOR AND ALDERMEN  
FRANKLIN, TENNESSEE  
CITY HALL BOARDROOM  
TUESDAY, AUGUST 23, 2016 – 4:00 P.M.**

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**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	P	Paul Holzen, Engineering Director	P
Rocky Garzarek, Fire Chief		Emily Hunter, Planning & Sustainability Director	P
Deb Faulkner, Police Chief		Joe York, Streets Director	P
Fred Banner, IT Director		Brad Wilson, Facilities Project Manager	
Chris Bridgewater, BNS Director	P	Lanaii Benne, Assistant City Recorder	P
Becky Caldwell, SES Director		Linda Fulwider, Board Recording Secretary	P

**Call to Order at The Park at Harlinsdale Farm**

Mayor Ken Moore called the Work Session to order at 4:00 p.m. next to the old hay barn on the North side of Harlinsdale Farm.

**WORK SESSION DISCUSSION ITEMS**

**1. 16-0694 The Park at Harlinsdale Farm Northside Improvements and Additions Onsite Overview of Pending Projects.**

**Joe York, Streets Director**

**Lisa Clayton, Parks Director**

- Lisa Clayton and Kevin Lindsey distributed maps of the North side of Harlinsdale Farm to show where several amenities are or will be located. The Master Plan for the South side of Harlinsdale was completed 10 years ago. There is a Conservation Easement on both the north and south sides of the park.
- The Park is booked for events every Saturday. Last Saturday Friends of Franklin Parks held an event and this coming Saturday the Noon Rotary Club will host their first Americana BBQ event.
- Ms. Clayton noted that equine and dogs don't mix; therefore, the dog park, "K-9 Korral" is being moved from the north side close to where this meeting was held. It will be a larger park divided into three areas. By rotation one of the areas will be closed at all times for turf recovery. Of the two that will be open, one will be for large dogs and one for smaller dogs. The new dog park will open in October after the Pilgrimage Fest is over.
- By spring 2017, the equestrian trails will accommodate riders on multiple days. Through the Recreational Trails Program grant of \$120,000, over three miles of equestrian trails are mainly on the north side of the park. The grant also allows a canoe launch, water taps,

interpretative signage, multiple trailheads, fencing and surfacing. The north entrance to the park will allow visitors to enter with horse trailers and park in the northern parking areas.

- Under the Conservation Easement, the old hay barn can be repurposed, and will be made into an open air pavilion, including public restrooms. Also to be included is a leaf composting site. A small office can be included at the pavilion site for the composting operation. Since only leaves can be composted here there will be no chance of a foul odor emanating from the site. Joe York noted this site is perfect for leaf composting. TDEC sees no issues with placing the composting at this site. The site on Incinerator Road will remain. This site has easier access for the public. It is well screened with large trees.
- The Park includes a 250 native species tree farm and soon the trees will be of sufficient size to plant on City property throughout the City.
- Alderman Burger took issue with the placement of the dog park because it will be surrounded by buildings where events will be held (barking and dog waste). Ms. Clayton explained that renovation of the barn may not be for 10 years; thus, placement of the dog park will not be a problem at this time. The dog park can always be relocated to another area with access to a water source and public restrooms.
- Alderman Bransford asked about flooding in this area. Ms. Clayton responded that this site and the tree farm are out of the flood plain. Part of the equestrian trail is this area as well and is on higher ground per Mr. Stuckey.

BOMA members then boarded vans to tour the new sites. Others present who didn't stay to take the tour headed back to City Hall at approximately 4:40 p.m. to prepare to reconvene the Work Session at 5:00 p.m. in the Board Room.

### **RECESS, RETURN TO CITY HALL BOARD ROOM**

#### **Call to Order at City Hall following Recess:**

Mayor Ken Moore reconvened the Work Session at 5:00 p.m.

The Mayor related the Board met earlier at Harlinsdale Farm to see sites of current and future projects, such as relocation of the dog park, and the equestrian trails.

#### **Citizen Comments**

No one came forward to speak on matters not on the Work Session agenda.

#### **2. 16-0708 Presentation by Downtown Neighborhood Association**

##### **Mike Desmond, DNA**

Mike Desmond, 309 4<sup>th</sup> Avenue South, Franklin, presented the results of a survey taken during the Downtown Neighborhood Association social at the Franklin Theatre six weeks ago.

Members were given a DNA Priority Checklist 2016-2017 to rank their top priorities 1-5, for the downtown neighborhood:

<b>Priorities to Rank</b>	<b>Top Priorities</b>
Support historic zoning standards that require continued protection and retention of our historic structures, property values, and our neighborhoods.	<b>1</b>
Monitor the redevelopment of key downtown properties	<b>4</b>
Support Bicentennial Park Improvements and greenway connections to and within downtown	<b>3</b>
Franklin Road streetscape improvements for pedestrian foot traffic on Franklin Road from downtown to The Park at Harlinsdale Farm and the Factory	<b>2</b>
Advocate for City Hall to Remain in its prominent civic location on the Public Square	<b>★</b>
Participate in public discussions and offer a point of view in the City's downtown parking study and traffic related issues	<b>5</b>
Other	

★ They would like to keep City Hall downtown on the square.

#### **Comments, Ideas, Suggestions Not on the List:**

- ▲ Riverwalk, plant grass at Bicentennial now for minimal expense

- Raw data and specific comments were included but not reviewed.

Mr. Desmond complimented the Board and City for all the hard work done to make this a great community to live in.

- and Alderman Work Session Minutes Page 3 of 9  
23, 2016 – 4:00 p.m. Items with ★ will be voted on at the 7pm meeting

9. 16-0698 ★Consideration of ORDINANCE 2016-35, “An Ordinance to Establish a One Hour Parking Time Limit (Temporary) on the South Side of East Main Street Between the Public Square and 2<sup>nd</sup> Avenue South.

First Tennessee Bank construction has impacted parking spaces and sidewalks on one side of the block on Main Street. The owners of Early's Honey Stand request that a shorter duration of parking be imposed on the south side of East Main Street as the parking situation is having an effect on their business.

- Alderman Martin asked if a half-hour would be sufficient. Ms. Gibbs said it would. However, Mr. Stuckey pointed out that in the scheme of things from an enforcement standpoint, it is better to stick to hourly increments.

As part of the Berry Farms PUD the developer was required to make improvements to Lewisburg Pike as a four-lane, median divided facility from Goose Creek Bypass to Old Peytonsville Road. During construction of phase II of the project, City staff receive a request to allow a full access to the property located at 1308 Lewisburg Pike. Having evaluated this issue, staff would like to discuss/present options to the Board so it can be determined how to proceed with the construction.

Mr. Holzen reviewed the four options with maps showing each option:

This option shows how the plans were originally approved in 2006, and will restrict left turns for the property owner at 1308 Lewisburg Pike. With shared access, emergency vehicles traveling north on Lewisburg Pike would need to either drive in the opposing lanes or attempt to make a U-turn to access the 1308 property. Modeling has shown that our fire trucks are unable to make a U-turns at this location without having to back up. Without a shared access, the property owner would be forced to make U-turns at the proposed intersection every time they wanted to drive north into Franklin. In addition, they would need to make U-turns to access their property when heading north from Goose Creek Bypass. No additional cost.

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- Mr. Holzen said there had been talk of signalization. It meets the four-hour warrant, which is marginal. That is being held-off for now. The developer wants a signal, but since it isn't warranted, the developer won't be allowed to do it.
- It was asked if the traffic signal would be with the overpass as there would be more traffic there. The response was that there could be two lights, but that would not be ideal.

### **Option 2**

This Option corrects the access to 1308 Lewisburg Pike and would require the acquisition of public right-of-way. Option 2 is not supported by the property owner at 1312 Lewisburg Pike. The City would need to remove some of the landscaping located at 1312 Lewisburg Pike to accommodate this option. Estimated Cost \$55,000.

- This would provide left-out turn. It is not the safest option. 1312 is historical property.
- Eric Stuckey advised there is an existing paved apron that sits there, so it may not be viable.
- Mr. Holzen's concern is the separate access if signalized. Better if shared access for safety. Would have to take as public property.
- Alderman Petersen asked about public right-of-way because the state won't take over the maintenance.
- Mr. Holzen noted it would tie back in and 1308 would be responsible for a portion of the driveway. There would be no additional maintenance at 1312. The City would maintain the public right-of-way.
- Alderman Barnhill: If this were signalized it would be for one property.

### **Option 3**

This option corrects the access to 1308 Lewisburg Pike and would require the acquisition of public right-of-way. This option is not supported by the property owner located at 1304 Lewisburg Pike. In addition, the City would need to remove some landscaping, a decorative fence, some utilities, and the entrance gate located at 1304 Lewisburg Pike. Estimated Cost \$85,000.

- Staff discourages this option. A median cut would be more appropriate.

### **Option 4**

This option involves removing the median. This work would include curb removal, road and drainage excavation, base stone, pavement and pavement markings. This option would allow full access to all property owners. Long term access to 1308 would be challenging as they would need to cross two travel lanes and a turn lane to head northbound on Lewisburg Pike. It is anticipated that Lewisburg Pike will have 20,000+ VPD when this area of the City is fully developed. Controlling access is the safest option and would help improve traffic flow along this arterial roadway. Estimated Additional Cost \$105,000.

- This is an acceptable solution. Cons – lack of access control; however, this option is like 96E.
- Additional costs approved in Plan 10 years ago.
- Alderman Petersen: In the CIP Lewisburg all the way to Mack Hatcher was median. There will be more of these come up since this was to be the norm for arterial roads.
- Mr. Stuckey advised this is part of the Street Standards. It is the same discussion we will have about Columbia Avenue.

Mayor Moore advised he would conclude this discussion by 6:15 p.m., and asked the speakers to keep that in mind.

### **Public Comments**

- John R. Phillips, 1308 Lewisburg Pike: Mr. Phillips thanked Mr. Holzen and Mr. Stuckey for meeting with him and working on the issue he brought in January 2015. His assumption

was the highway improvements would be done by painting the pavement. He met with Boyle officials as well. When he saw the raised island he was shocked it went from the top of the hill to Old Peytonsville Road. It blocked him to the north. The issue is that he lost half of his access and can't turn north to get to Franklin. He goes north every day. When his daughters drive he can't ask them to make a tough U-turn around the island. He should have the same degree of access to the state highway that he had before the improvements. He just wants safe access to his property. They have horses and it is important to get 18 ft. trailers in and out. Otherwise, he'll lose the use of the property. He can see why the City may prefer the median, but at the same time when there is an urban environment the medians don't always work. He asked that his access be restored.

- Doug Hale, 1113 Holly Hill Drive, Franklin, attorney for Mr. Phillips: It is an unusual situation and the statute of limitations is running out in a few weeks. It is inverse taking of Mr. Phillips property. Mr. Hale also lives on Lewisburg Pike. It would be a significantly awkward problem if medians were placed all the way. He asked for focus on Option 4 as it avoids a lot of situations going forward.
- Alderman Burger: If Option 2 were chosen, the driveway would T into the historic home at least at a 600 ft. involvement.
- Paul Holzen said it is more appropriate to go to a median cut if going to the north. Waiting in a yellow hatched area to get into traffic could garner a traffic ticket for the motorist.
- Joshua Denton, 1072 Lewisburg Pike, attorney for Ms. Harlan: He commented that Lewisburg Pike is like Belle Meade Boulevard in Nashville, residents have to find a place to turn and go the opposite direction. Access was not taken away from Mr. Phillips. He has a safe right hand turn. This can't be shifted to the government. A person's property rights cannot be taken away for another's convenience. If it is inconvenient, if it doesn't feel safe; it is not a safety issue for his property, it is a driver's issue. A fireman told him there is no issue to get to the property, they can cross the median. There is a Civil War story behind Ms. Harlan's home. If Option 2 is chosen, it will take out an entire tree line.
- Alderman Bransford asked if there had been input 10 years ago when this first came up.
- Susan Harlan, 1312 Lewisburg Pike: She remembers going to meetings that were mostly about a huge development coming in. The developer told her she would not be impacted. Then they took her privet hedge down because of the water line. They said it was too expensive to put on the other side. She said she had not chosen any of the four options.
- There was further discussion on the options: Regarding fire safety, regardless of the option, firefighting would take place from Lewisburg Pike, they would not go into a driveway; the other issue of turning north, it was reiterated this is not a safety issue but a licensed driver's inconvenience by the loss of the left hand turn. It has not been an issue under the law. Alderman Burger mentioned horse trailers not being able to get in and out. Mr. Stuckey noted the City permits U-turns unless designated otherwise.
- Alderman Martin asked if they removed the median could a blinking yellow light be installed at the top of the hill to slow down traffic.
- Alderman McLendon commented that neither party objects to Option 4. The reason for the medians is to improve safety because the homeowners wouldn't be turning left. It is already somewhat dangerous pulling out now. The other options enhance the safety of the homeowners turning left, and Option 4 puts them where they are today, turning left across a busy highway. If two others can't turn left and have to turn right and then U-turn is just as unsafe. The volume will grow and the danger will grow. One of these options means two people can't turn north to get out. One option allows one person to turn. One pits two neighbors against each other. Option 4 was his choice.
- Alderman Skinner: Asked about the crosshatched yellow area in Option 4, is it really illegal to wait there to make a turn? With this option drivers still have to cross over several lanes of traffic. He asked if the state weighs in on this.

- Paul Holzen replied there is the likelihood of getting a ticket standing in the crosshatched area. Also, the State usually goes with what the City wants.
- Alderman Blanton has heard from people on both sides of the issue and thought it too bad the property owners had to engage attorneys and get their own traffic studies.
- Mary Pearce, 103 Woodview Court: The Board of the Heritage Foundation endorsed her coming to this meeting to speak. They have lost six of 120 historical properties. The Walnut Winds historical house has given all it can give. The owner has been an extraordinary keeper of this property. Please don't take any more away from this home. She distributed one page copies of the history of the home.
- Betsy Hester, County Commissioner, 112 Valley Ridge Road: She lives in the UGB and currently has to go to Columbia Pike to go north. Mrs. Harlan is a great steward of the property. Ms. Hester doesn't like the median. When she first heard from Boyle she was told the crest of the hill would be removed as the sight distance is bad. She doesn't like eminent domain but when it benefits thousands of people. If we lose all these historic properties we won't get them back. Prefers Option 4.

# 11. 16-0718 Discussion of Debt Capacity Model for Capital Investment Plan

**Eric Stuckey, City Administrator**

**Russ Truell, ACA Finance & Administration**

Eric Stuckey said this is an overview produced by Public Financial Management Advisors (PFM) and is preliminary modeling on the top six projects.

Russ Truell noted it has been about a year since this was done. Anticipate doing this every year to stay on track. These numbers do not include the recent increase of property tax. There are alternative funding sources for some of the projects.

The Capacity Model includes:

- Actual, Audited Revenues and Expenditures for FY 2015
- Estimated, Unaudited FY 2016 Revenues and Expenditures
- Budgeted FY 2017 Revenues and Expenditures
- Revenue and Expenditure Growth Rate Assumptions for FY 2018-2022 provided by the City
- Bonds issued in FY 2017, FY 2019 and FY 2021 to cover CIP project needs of \$82.3 million which results in bonds issued totaling \$63.8 million

CIP Work Sheet

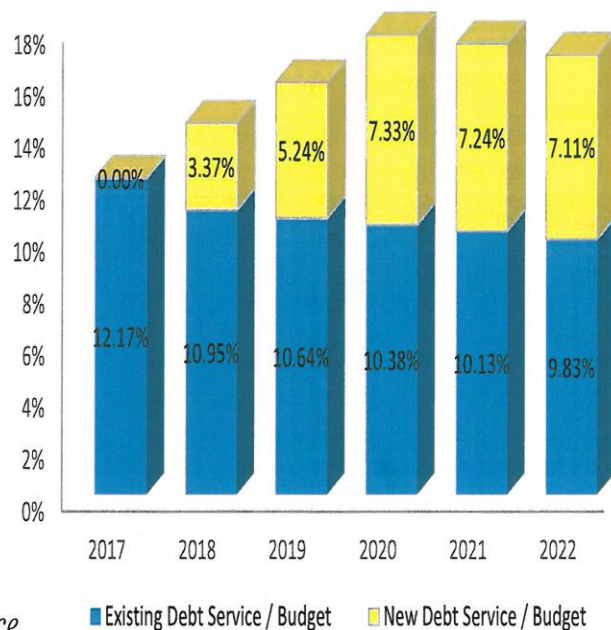
	2017	2018	2019	2020	2021	2022	5 Year Total	Project Total
<b>1. East McEwen Drive-Phase 4</b>	<b>2,600,000</b>	<b>1,000,000</b>	<b>12,164,000</b>	<b>12,164,400</b>	<b>--</b>	<b>--</b>	<b>25,328,400</b>	<b>27,928,400</b>
Net Funding Needs	2,350,000	750,000	7,914,000	7,914,400	--	--	16,578,400	18,928,400
<b>2. East/SE Multipurpose Park</b>	<b>1,200,000</b>	<b>4,000,000</b>	<b>4,000,000</b>	<b>4,000,000</b>	<b>--</b>	<b>--</b>	<b>12,000,000</b>	<b>13,200,000</b>
Net Funding Needs	---	3,800,000	3,800,000	3,800,000	--	--	11,400,000	11,400,000
<b>3. Sidewalk Gaps</b>	<b>250,000</b>	<b>250,000</b>	<b>250,000</b>	<b>250,000</b>	<b>250,000</b>	<b>--</b>	<b>1,000,000</b>	<b>1,250,000</b>
Net Funding Needs	250,000	250,000	250,000	250,000	250,000	--	1,000,000	1,250,000
<b>4. Fire Station 7</b>	<b>80,000</b>	<b>4,150,000</b>	<b>100,000</b>	<b>--</b>	<b>--</b>	<b>--</b>	<b>4,250,000</b>	<b>4,330,000</b>
Net Funding Needs	--	--	--	--	--	--	--	--
<b>5. Franklin Rd. Improv/Stscape</b>	<b>--</b>	<b>2,550,000</b>	<b>5,895,000</b>	<b>5,895,000</b>	<b>--</b>	<b>--</b>	<b>14,340,000</b>	<b>14,340,000</b>
Net Funding Needs	--	1,900,000	4,405,450	5,155,450	--	--	11,460,900	11,460,900
<b>6. Goose Creek Interchange Lit</b>	<b>60,000</b>	<b>810,000</b>	<b>--</b>	<b>--</b>	<b>--</b>	<b>--</b>	<b>810,000</b>	<b>870,000</b>
Net Funding Needs	30,000	405,000	--	--	--	--	405,000	435,000
<b>7. Major Street Resurfacing</b>	<b>--</b>	<b>2,400,000</b>	<b>--</b>	<b>1,700,000</b>	<b>--</b>	<b>1,300,000</b>	<b>5,400,000</b>	<b>5,400,400</b>
Net Funding Needs	--	2,400,000	--	1,700,000	--	1,300,000	5,400,400	5,400,400
<b>8. Hillsboro Road</b>	<b>15,000,000</b>	<b>--</b>	<b>--</b>	<b>--</b>	<b>--</b>	<b>--</b>	<b>--</b>	<b>15,000,000</b>
Net Funding Needs	15,000,000	--	--	--	--	--	--	15,000,000
<b>Project Subtotal</b>	<b>19,190,000</b>	<b>15,160,000</b>	<b>22,409,000</b>	<b>24,009,400</b>	<b>250,000</b>	<b>1,300,000</b>	<b>63,128,400</b>	<b>82,318,400</b>
Net Funding Needs	17,630,000	9,905,000	16,369,450	18,819,850	250,000	1,300,000	46,244,300	63,874,300
<b>Bonds Issued</b>	<b>27,135,000</b>		<b>35,189,300</b>		<b>1,550,000</b>			<b>63,874,300</b>



The page below is Debt Service to Budget Metrics. The figures in yellow represent new debt for capital projects, blue indicates current debt service. The gray is estimated annual debt service with new debt service added to current debt service. 2017-2021 taking on new debt, with the peak in 2020.

## Debt Service to Budget Metrics

	2017	2018	2019	2020	2021	2022
New Debt Service	-	2,177,383	3,492,094	5,001,063	5,058,973	5,125,439
Estimated Gen Fund Budget (GF Revenues)	62,851,566	64,679,768	66,609,758	68,217,387	69,909,525	72,111,789
New Debt Service / Budget	0.00%	3.37%	5.24%	7.33%	7.24%	7.11%
Existing Debt Service	7,651,190	7,079,596	7,084,969	7,080,820	7,085,047	7,086,321
Existing Debt Service / Budget	12.17%	10.95%	10.64%	10.38%	10.13%	9.83%
New + Existing Debt Service	7,651,190	9,256,978	10,577,063	12,081,883	12,144,019	12,211,760
New + Existing Debt Service / Budget	12.17%	14.32%	15.88%	17.71%	17.37%	16.94%



Debt Assumptions:  
*Interest rate of 5.00%*  
*20 year, level debt service*





















The City's updated Debt Management Policy includes the following ratios:

1. Direct debt as a % of Full Value  $\leq 1.75\%$
2. Direct debt of Operating Revenues of  $\leq 3.00X$
3. Total governmental Funds Debt Service as a % of expenditures  $\leq 25\%$

The City also has a reserve fund policy to maintain at least 33% of General Fund Revenues.

## Policy Ratios

Debt Policy	Affordability Matrix				
	Direct Debt % of Full Value	Direct Debt to Operating Revenue	Govt. Fund DS % Govt. Expenditures	General Fund Balance as a % of Operating Revenues <sup>(1)</sup>	Debt Service as a % of Operating Expenditures <sup>(2)</sup>
	$\leq 1.75\%$	$\leq 3.00x$	$\leq 25\%$	$\geq 30\%$	
FY 2017 (Series 2017 Bonds)	 1.3%	 2.4	 14.9%	61.9%	10.8%
FY 2018	 1.2%	 2.2	 16.2%	62.8%	12.8%
FY 2019 (Series 2019 Bonds)	 1.4%	 2.5	 17.4%	64.5%	14.1%
FY 2020	 1.3%	 2.3	 19.0%	66.7%	15.5%
FY 2021 (Series 2021 Bonds)	 1.2%	 2.1	 18.9%	69.3%	15.3%
FY 2022	 1.1%	 2.0	 18.3%	72.2%	15.1%

(1) Moody's 2013 Aaa Median = 38.5%

(2) This metric is no longer reported by Moody's.

### Assumptions:

Market Value/Full Value grows at 1%

Governmental Expenditures grow at 1%

Operating Expenses include debt service to be paid out of the General Fund

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The green on the page above indicates this is something we can handle for these additional projects based on the numbers we have now.

- Alderman Petersen noted in 2015 PFM showed debt service not hitting peak until 2024. If we look at these ratios for 10 years, would that be helpful? Previous debt ratios were less than 12% and now looking at 17% and more.
- Mr. Truell said PFM doesn't like to run more than five years because the numbers are too questionable. Also, Michael Walters Young does growth estimates revenue by revenue. There is generally a downward trend in debt service.

Some preliminary figures and sources will be presented at the September 13 Work Session.

Alderman Martin asked about McEwen Phase 4. Mr. Stuckey advised the final design is in finishing stages. Engineering will give information on grants, etc. regarding time reduction, taking grant vs. not taking grant, and cost.

### Other Business

None

### Adjournment

Work Session adjourned @ 6:37 p.m.

Dr. Ken Moore, Mayor

Minutes prepared by: Linda Fulwider, Board Recording Secretary, City Administrator's Office - updated 10/11/2016 2:11 PM