



HISTORIC  
FRANKLIN  
TENNESSEE

ITEM #8  
WRKS  
07/08/14

## MEMORANDUM

June 27, 2014

TO: Board of Mayor and Aldermen

FROM: Eric Stuckey, City Administrator *ES*  
Vernon Gerth, Assistant City Administrator for Community and Economic Development  
Catherine Powers, Planning and Sustainability Director  
Donald Anthony, Planning Supervisor

SUBJECT: Resolution 2014-51, a resolution approving a development plan for the Williamson County Performing Arts and Enrichment Centers PUD Subdivision, located at 1236 Columbia Avenue.

### **Purpose**

The purpose of this memorandum is to provide the Board of Mayor and Aldermen (BOMA) with information regarding a resolution to approve a development plan, including modifications of standards for façade width, roof slope, nonresidential architecture, and siding for the Williamson County Performing Arts and Enrichment Centers PUD Subdivision on ±11.6 acres, located at 1236 Columbia Avenue.

### **Background**

Please see attached FMPC Report for the background on this project and the conditions of approval for the Development Plan.

This resolution was recommended for approval unanimously (8-0) by the Planning Commission at the June 27, 2014 FMPC meeting. Modification of Standards 1 (planting strip width) was recommended for disapproval with a vote of 8-0. Modification of Standards 2, 3, 4, and 5 (façade width, roof slope, nonresidential architecture, and siding, respectively) were recommended for approval unanimously (8-0).

### **Financial Impact**

This project will have minimal effects upon tax revenue.

### **Options**

Not applicable to this item.

### **Recommendation**

Approval of the resolution is recommended.

**RESOLUTION 2014-51**

**A RESOLUTION APPROVING A DEVELOPMENT PLAN FOR THE WILLIAMSON COUNTY PERFORMING ARTS AND ENRICHMENT CENTERS PUD SUBDIVISION, LOCATED AT 1236 COLUMBIA AVENUE, BY THE CITY OF FRANKLIN, TENNESSEE.**

**WHEREAS,** The PUD process is a review procedure that is intended to encourage innovative land planning and design and avoid the monotony sometimes associated with large developments by:

- (a) Reducing or eliminating the inflexibility that sometimes results from strict application of zoning standards that were designed primarily for individual lots;
- (b) Allowing greater freedom in selecting the means to provide access, light, open space, and design amenities;
- (c) Encouraging a sensitive design that respects the surrounding established land use character and natural or man-made features of the site including, but not limited to, trees, historic features, streams, hillsides, and floodplains;
- (d) Promoting quality design and environmentally sensitive development by allowing development to take advantage of special site characteristics, locations, and land uses; and
- (e) Allowing deviations from certain zoning standards that would otherwise apply if not contrary to the general spirit and intent of this ordinance.

**WHEREAS,** The PUD review process consists of a Development Plan that is reviewed and approved by the BOMA, after a recommendation from the FMPC.

**NOW, THEREFORE, BE IT RESOLVED** by the Board of Mayor and Aldermen of the City of Franklin, Tennessee, meeting in regular session this \_\_\_\_\_ day of \_\_\_\_\_, 2014:

1. That the legal description of the property is as follows:

Map--Parcel	Acres
078J--D5.00	±11.6
<b>TOTAL</b>	<b>±11.6</b>

Parcel 5.00:

*Being a parcel of land located in Franklin City, Williamson County, Tennessee. Having no plat of record, being Tax Map 78J, Group D, Parcel 5.00, Register's of Williamson County.*

*Beginning at an Iron Pin Set in the Westerly Right-of-Way of Columbia Avenue, 45' R.O.W., and the Northerly Right-of-Way of Everbright Avenue, 80' R.O.W. Commence with the Northerly Right-of-Way of Everbright Avenue, North 83°03'08" West, 840.45 feet to and Iron Pin Set;*

*Thence leaving said Northerly Right-of-Way of Everbright Avenue, North 09°38'33" East, 369.07 feet to an Iron Pin Set in the Southerly Right-of-Way of Granbury Street;*

*Thence with the Southerly Right-of-Way of Granbury Street, 50' R.O.W., South 82°20'56" East, 37.31 feet to an Iron Pin found;*

*Thence with a Curve to the left 147.30 feet to an Iron Pin set in the Southerly Right-of-Way of Granbury Street, having a radius of 225.00 feet and a chord bearing and distance of North 65°33'12" East, 144.68 feet;*

*Thence with the Southerly Right-of-Way of Granbury Street, North 46°47'54" East, 71.65 feet to an Iron Pin Set;*

*Thence with a Curve to the right at 492.61 feet to and Iron Pin set, having a radius of 575.00 feet and a chord bearing and distance of North 72°09'42" East, 492.61 feet;*

*Thence with the Southerly Right-of-Way of Granbury Street, South 82°28'29" East, 197.49 feet to an Iron Pin set on the Westerly Right-of-Way of Columbia Avenue;*

*Thence with the Westerly Right-of-Way of Columbia Avenue, South 09°15'20" West, 703.67' to the point of Beginning.*

2. That the overall entitlements for the Williamson County Performing Arts and Enrichment Centers PUD Subdivision are as follows:

<b>Entitlements</b>	<b>Williamson Co. Performing Arts and Enrichment Centers PUD Subdivision</b>
Base Zone	Civic and Institutional (CI)
Character Area Overlay	Central Franklin Character Area Overlay #2
Other Zoning Overlays	Columbia Avenue Overlay #2
Number of Dwelling Units	N/A
Number of Nonresidential Square Footage	99,882
Connectivity Index	2.00
Development Standard	Traditional
Open Space Requirements	Formal: 0.32 acres Informal: N/A Total: 0.32 acres

3. That the Development Plan, the exhibits accompanying the Development Plan, and all conditions and restrictions placed upon the Development Plan by the Franklin Municipal Planning Commission and this Board shall be made a part of this Resolution as though copied verbatim herein, and that a permanent record of the Development Plan, the exhibits accompanying the Development Plan, and all such conditions and restrictions shall be kept in the Franklin Planning Department.
  
4. That the following Modifications of Standards (MOS) were requested and acted upon by BOMA, after FMPC review:

<p><b>MOS 1: Planting strip width</b></p> <p>Approved: _____</p> <p>Denied: _____</p>	<p>Request to waive the Columbia Avenue Overlay District requirement for a planting strip of at least six feet along Columbia Avenue due to an existing sidewalk already in place that does not conform with this requirement. <i>Staff recommended denial.</i></p>
<p><b>MOS 2: Façade width</b></p> <p>Approved: _____</p> <p>Denied: _____</p>	<p>Request to modify the Columbia Avenue Overlay District maximum building width requirement to allow a structure up to 217 feet in width. <i>Staff recommended approval.</i></p>

MOS 3: Roof slope Approved: _____ Denied: _____	Request to modify Columbia Avenue Overlay District roof slope requirement to allow roof slope of 4:12. <i>Staff recommended approval.</i>
MOS 4: Nonresidential architecture Approved: _____ Denied: _____	Request to modify Columbia Avenue Overlay District requirement to allow nonresidential structures to not resemble residential building types. <i>Staff recommended approval.</i>
MOS 5: Siding Approved: _____ Denied: _____	Request to modify Columbia Avenue Overlay District wood siding and fibrous cement siding requirement to allow brick veneer in lieu of wood or cement siding. <i>Staff recommended approval.</i>

5. That this Resolution shall take effect from and after its passage on its first and final reading, the health, safety, and welfare of the citizens requiring it.

**ATTEST:**

**CITY OF FRANKLIN, TENNESSEE**

**BY:** \_\_\_\_\_  
**ERIC STUCKEY**  
**CITY ADMINISTRATOR**

**BY:** \_\_\_\_\_  
**DR. KEN MOORE**  
**MAYOR**

PREAPPLICATION CONFERENCE: 02/20/14  
BOMA/FMPC JOINT CONCEPTUAL WORKSHOP: 04/24/14  
NEIGHBORHOOD MEETING: 05/07/14  
PLANNING COMMISSION RECOMMENDED APPROVAL: 06/26/14  
PUBLIC HEARING / BOMA APPROVAL: \_\_\_\_\_

**FRANKLIN MUNICIPAL PLANNING COMMISSION REPORT**

**NAME OF PROJECT:** Williamson County Performing Arts and Enrichment Centers  
PUD Subdivision, development plan

**LOCATION:** 1236 Columbia Avenue

**PROJECT DESCRIPTION:** Development plan for 2 civic/institutional structures on 11.57 acres

**APPLICANT:** Bryan Richter, C & I Design Inc.  
(615) 599-2525, brichter\_cidesign@comcast.net

**OWNER:** Williamson County Government  
1320 West Main Street, Franklin TN 37064

**PROJECT STAFF:** Donald Anthony

**TYPE OF REVIEW:** Development plan

**RECOMMENDATION:** Favorable recommendation to the BOMA

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PROJECT INFORMATION	
<b>Existing Land Use</b>	Civic/institutional
<b>Proposed Land Use</b>	Civic/institutional
<b>Existing Zoning</b>	CI Civic and institutional
<b>Proposed Zoning</b>	N/A
<b>Acreage</b>	11.57 acres (2.35 acres disturbed)
<b>Proposed Number of Lots</b>	1 lot
<b>Proposed Dwelling Units</b>	N/A
<b>Proposed Nonresidential Square Footage</b>	99,882 square feet (28,724 square feet new)
<b>Proposed Open Space</b>	<i>Formal Open Space: 0.32 acres</i> <i>Informal Open Space: N/A</i> <i>Total Open Space: 0.32 acres</i>
<b>Physical Characteristics</b>	Built-out site with scattered mature trees and gentle slopes
<b>Development Standard</b>	Traditional
<b>Character Area Overlay</b>	CFCO-7 Central Franklin Character Area Overlay
<b>Other Applicable Overlays</b>	CAO-2
<b>Water Utility District</b>	City of Franklin
<b>Proposed Building Height</b>	2 stories

<b>Minimum Landscape Surface Ratio</b>	0.10 (proposed)
<b>Trip Generation</b>	See table below

**ACADEMY PARK TRIP GENERATION  
ON WEEKDAYS WITH NO THEATER PERFORMANCE**

LAND USE	SIZE	DAILY TRAFFIC	GENERATED TRAFFIC			
			AM PEAK HOUR		PM PEAK HOUR	
			ENTER	EXIT	ENTER	EXIT
Senior Enrichment Center (LUC 495)	31,000 sq.ft.	1,048	42	22	50	54

THE ITE TRIP GENERATION DOES NOT INCLUDE A RATE FOR A LAND USE SPECIFICALLY DESCRIBED AS AN ENRICHMENT CENTER FOR SENIOR CITIZENS. THEREFORE, FOR THE PURPOSES OF THESE CALCULATIONS, THE PROPOSED ENRICHMENT CENTER WAS CONSIDERED MOST LIKE LAND USE CODE LUC 495 - RECREATIONAL COMMUNITY CENTER WHICH LIKELY OVERESTIMATES THE PROPOSED USE FOR THIS SITE.

**ACADEMY PARK TRIP GENERATION  
ON WEEKDAYS WITH THEATER PERFORMANCE  
(TWO THURSDAYS AND FRIDAYS EACH MONTH)**

LAND USE	SIZE	DAILY TRAFFIC	GENERATED TRAFFIC			
			AM PEAK HOUR		PM PEAK HOUR	
			ENTER	EXIT	ENTER	EXIT
Senior Enrichment Center (LUC 495)	31,000 sq.ft.	1,048	42	22	50	54
Live Theater	9,500 sq.ft. 290 seats	726	0	0	166	17
<b>TOTAL</b>	<b>40,500 sq.ft.</b>	<b>1,774</b>	<b>42</b>	<b>22</b>	<b>216</b>	<b>71</b>

SURROUNDING ZONING AND LAND USE		
Location	Land Use	Zoning
<i>North</i>	Civic/institutional	CI
<i>South</i>	Civic/institutional	CI
<i>East</i>	Residential	R-3
<i>West</i>	Civic/institutional	CI

## LAND USE PLAN RECOMMENDATIONS

### Central Franklin Character Area - Special Area 7

#### *Land Use*

4. Columbia Avenue has developed with mix of commercial, civic, institutional and residential uses. Located to the south of Fowlkes Street is a node of important historic and civic uses that includes the Carter House and Williamson County Community Services Center. Future uses will include commercial, but retail is limited to local and neighborhood retail. Attached and detached residential and civic and institutional uses are considered appropriate. Accessory dwellings are appropriate in the area.

#### *Development Form*

5. The Columbia Avenue corridor should follow standards for traditional areas. The four block area extending south on Columbia Avenue from Five Points to Fowlkes Street and the existing mixed use area on the block north of Downs Boulevard are contemplated as Mixed-Use Centers.
6. A set of development standards derived from the adopted Columbia Avenue Overlay District will further apply along the corridor. These standards recognize three distinct areas along the corridor, each having unique standards.
7. Buildings will be at a scale up to 2 stories. Buildings may be at a scale up to 3 stories pursuant to a PUD in certain circumstances.
8. Development may be supported by surface or structured parking located to the side or rear of buildings which address the street. On-street parking is encouraged. Surface parking areas should be lined with buildings to diminish the appearance of parking from public view.  
Structured parking, if provided, must be lined with active ground floor uses. Landscape and/or architectural features should diminish the appearance of parking from public view. Structured parking should be screened from view and should not have a presence along the streetscape. Structured parking may be allowed on the outside of the block if it maintains an active ground floor.

#### *Connectivity*

9. Development standards provide for connectivity including sidewalks.

#### *Open Space*

10. Open space will be minimal given the urban character of this area. Established civic and institutional sites contribute to open space. Future open space may include small greens or outdoor plaza spaces.

**PROJECT BACKGROUND:** None

### **PROJECT REVIEW**

**STAFF RECOMMENDATION:** Favorable recommendation to the BOMA



**COMMENTS:**

The proposed project adds one new structure to the former Battleground Academy site and expands one existing structure to the site. The new structure will be situated north of Renaissance High School (on the western side of the "loop" that runs from Everbright Avenue to Columbia Avenue). This structure will serve as a community/activity center for senior adults. The Coverdale Gym structure on the southern edge of the property will be expanded and converted into a performing arts center.

The applicant requests five modifications of standards (MOS), all of which relate to the Columbia Avenue Overlay (CAO). The subject property lies within Special Area 2 of the CAO.

MOS #1: Subsection 5.10.13 of the Franklin Zoning Ordinance requires that sidewalks with a minimum width of five feet be placed on both sides of all streets with few exceptions. Subsection 3.4.7(5)(b)(iii) of the Zoning Ordinance requires a "planting strip with a minimum width of six feet between the curb of the street and the sidewalk" in the Columbia Avenue Overlay. The applicant notes that approximately one-half of the site's Columbia Avenue frontage has an existing sidewalk adjacent to the curb and requests a modification of standards to keep this sidewalk in place. Staff finds that the existing sidewalk does not meet City standards. Further, approximately one-half of the Columbia Avenue frontage has no sidewalk at all. The nature of the civic and institutional uses (school, library, etc.) on the site make a sidewalk with landscape buffer all the more appropriate in this location. Staff recommends denial of MOS #1 and recommends that the applicant be required to install a sidewalk with a minimum width of five feet and a planting strip with a minimum width of six feet along the entirety of the site's Columbia Avenue frontage.

MOS #2: Subsection 3.4.7(5)(c)(iii) requires that front facades "not exceed 45 feet." The applicant notes that the Performing Arts Center facing Everbright Avenue is approximately 65 feet in width, while the Enrichment Center facing Columbia Avenue is approximately 217 feet in width. The applicant states that architectural features on both structures break the structures into segments of less than 45 feet. Staff finds that the widths of both the Performing Arts Center and the Enrichment Center are consistent with nearby structures. For example, the L-shaped east elevation of the Williamson County Library is broken into three distinct segments measuring approximately 80 feet, 120 feet, and 100 feet. The existing structure at the northeast corner of Everbright and Academy is also in the CAO and has a width of approximately 85 feet. Due to demonstrated consistency with the surroundings, staff recommends approval of MOS #2.

MOS #3: Subsection 3.4.7(5)(d) states that "main roofs shall be gables or hips with a slope between 5:12 and 12:12 and shall have overhanging eaves

on all sides that extend a minimum of one foot beyond the building wall." The applicant contends that the roof of the addition to the Performing Arts Center structure should be consistent with the existing roof, the slope of which does not conform with the CAO requirement. Staff agrees that consistency between the existing structure and the addition to that structure will create greater design compatibility. The applicant notes that the Enrichment Center's roof has a slope of 4:12, which also does not conform to the CAO requirement. In examining other roof slopes on the subject property (including the library and school structures), staff has determined that a 4:12 slope would be compatible with these structures and would not disrupt the architectural character of the site. Staff recommends approval of MOS #3.

MOS #4: Subsection 3.4.7(5)(e)(i) requires that "facades of buildings housing nonresidential uses...resemble residential building types." The applicant cites the context and aesthetics of the subject property and asks for a modification of this standard. Staff agrees that a structure with a residential appearance would not be compatible with the civic/institutional structures located on the subject property. Therefore, staff recommends approval of MOS #4.

MOS #5: Subsection 3.4.7(5)(f)(iii) requires that "wood siding or fibrous cement siding that closely resembles wood siding shall comprise at least 50 percent of the primary building material. Cast stone, stone, and cementitious materials shall be permitted, and are encouraged, to accent the primary building material." The applicant requests a modification of standards to allow usage of brick veneer instead of siding to maintain consistency with existing structures on the subject property. Staff investigated the site and determined that the existing structures are composed largely of brick. Staff agrees that using building materials similar to those on nearby existing structures would create a more harmonious site. Because brick veneer would enhance site compatibility, staff recommends approval of MOS #5.

***See attached pages for a list of staff recommended conditions of approval.***

#### **PROCEDURAL REQUIREMENTS:**

1. Fifteen (15) half-size copies of the Development Plan shall be submitted to the Department of Planning and Sustainability by 9am on the Monday after the Planning Commission meeting in order to be placed on the Board of Mayor and Aldermen agenda.
2. If the plan receives BOMA approval, the applicant shall upload the corrected plan to the online plan review website (<https://franklin.contractorsplanroom.com/secure/>) and submit one (1) complete and folded set and a .pdf file of corrected development plan to the Department of Building and Neighborhood Services (Suite 110, Franklin

- City Hall). All revisions to the approved plans shall be "clouded." With the resubmittal, each condition of approval/open issue in the online plan review system shall contain a full response from the applicant as to the satisfaction or completion of that condition.
3. The city's project identification number shall be included on all correspondence with any city department relative to this project.

**\*PROJECT CONSIDERATIONS:**

1. None

**\* These items are not conditions of this approval, but are intended to highlight issues that should be considered in the overall site design or may be required when more detailed plans are submitted for review. These items are not meant to be exhaustive and all City requirements and ordinances must be met with each plan submittal.**

**FRANKLIN MUNICIPAL PLANNING COMMISSION (FMPC) PROCESS AND PROCEDURES**

If the applicant has questions about, or is in disagreement with, a condition of approval, they shall contact the project planner within the Department of Planning and Sustainability prior to the FMPC meeting. If the applicant fails to notify the Department of Planning and Sustainability of an objection to a condition of approval by one (1) day prior to the FMPC Meeting and raises their objection at the FMPC meeting, staff shall recommend deferral of the item until the next available Agenda.

The following is the process for an item to be heard by the FMPC during their monthly meetings:

1. Staff Presentation,
2. Public Comments,
3. Applicant presentation, and
4. Motion/discussion/vote.

This format has been established to facilitate a more orderly FMPC meeting. The process is intentionally designed in order for any applicant questions or disagreements about conditions of approval to be resolved prior to the meeting, rather than during the FMPC meeting. Only when disagreements about conditions of approval cannot be resolved by the applicants and staff prior to the meeting should those issues be raised during the FMPC meeting.

## COF# 4576

### CONDITIONS OF APPROVAL:

#### Planning

##### General Comments

###### 1. Project number

- Applicant shall add COF# 4576 to all sheets in the plans set.

###### 2. Draft elevations (development plan)

- Draft elevations are not being approved with the development plan. Detailed elevations shall be provided at site plan stage and will be reviewed for consistency with Zoning Ordinance as part of site plan review process.

###### 3. MOS #1

- Modification of standards #1 (planting strip width) shall be denied. Applicant shall provide sidewalk and planting strip along Columbia Avenue in accordance with Zoning Ordinance and all other applicable City standards.

###### 4. MOS #2

- Modification of standards #2 (facade width) shall be approved as requested.

###### 5. MOS #3

- Modification of standards #3 (roof slope) shall be approved as requested.

###### 6. MOS #4

- Modification of standards #4 (nonresidential architecture) shall be approved as requested.

###### 7. MOS #5

- Modification of standards #5 (siding) shall be approved as requested.

[11044-FMPC Devel Plan Resp-Dwg-060514.pdf](#)

###### 8. Addressing

- Applicant shall add 110 Everbright Ave to the set of plans.

#### Water/Sewer

##### General Comments

###### 9. Water

- Applicant is working with the Water Management Department to abandon the existing waterline and easement. This line will potentially become a service to the buildings. This comment is to remain open until issue is resolved.

###### 10. Water

- Applicant is working with the Water Management Department to abandon line and easement. The line may become service line. This comment will remain open until issue is resolved.

**RESOLUTION 2014-51**

**A RESOLUTION APPROVING A DEVELOPMENT PLAN FOR THE WILLIAMSON COUNTY PERFORMING ARTS AND ENRICHMENT CENTERS PUD SUBDIVISION, LOCATED AT 1236 COLUMBIA AVENUE, BY THE CITY OF FRANKLIN, TENNESSEE.**

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**CITY OF FRANKLIN, TENNESSEE**

**BY:** \_\_\_\_\_  
**ERIC STUCKEY**  
**CITY ADMINISTRATOR**

**BY:** \_\_\_\_\_  
**DR. KEN MOORE**  
**MAYOR**

PREAPPLICATION CONFERENCE: 02/20/14

BOMA/FMPC JOINT CONCEPTUAL WORKSHOP: 04/24/14

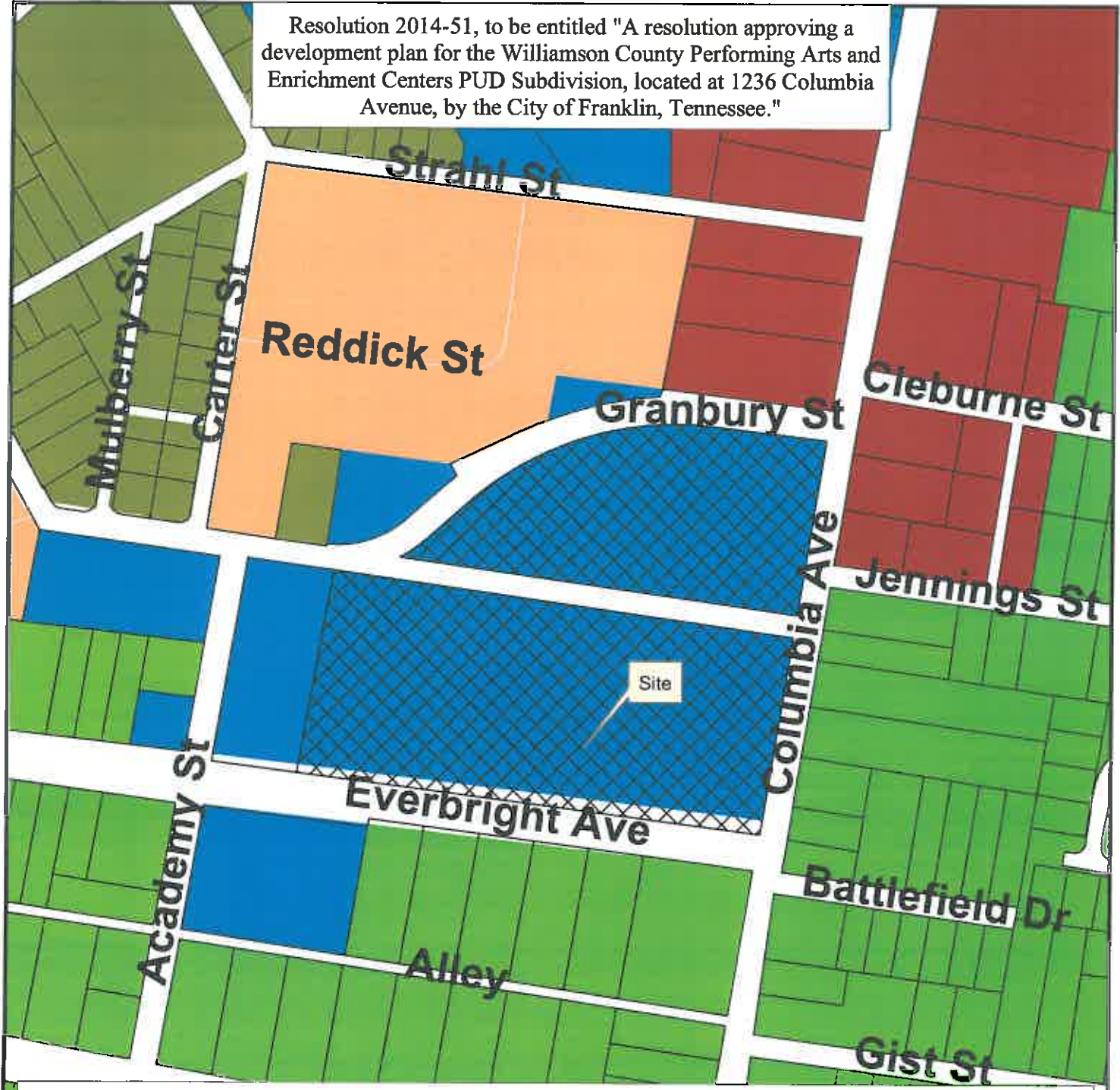
NEIGHBORHOOD MEETING: 05/07/14

PLANNING COMMISSION RECOMMENDED APPROVAL: \_\_\_\_\_




















BOMA APPROVAL: \_\_\_\_\_



Resolution 2014-51, to be entitled "A resolution approving a development plan for the Williamson County Performing Arts and Enrichment Centers PUD Subdivision, located at 1236 Columbia Avenue, by the City of Franklin, Tennessee."



**Legend**

- |  |   |
|--|---|
|  Williamson Co. Centers             |  GO General Office District          |
| <b>Zoning</b>  |  CC Central Commercial District      |
|  AG Agricultural District           |  NC Neighborhood Commercial District |
|  ER Estate Residential              |  GC General Commercial District      |
|  R-1 Residential District           |  MN Neighborhood Mixed-Use District  |
|  R-2 Residential District           |  ML Local Mixed-Use District         |
|  R-3 Residential District           |  MX Regional Mixed-Use District      |
|  Historic Core Residential District |  LI Light Industrial District        |
|  RX Residential Variety             |  HI Heavy Industrial District        |
|  OR Office Residential District     |  CI Civic and Institutional District |

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