

FRANKLIN MUNICIPAL PLANNING COMMISSION REPORT

NAME OF PROJECT:	Plan of Services for Tap Root Hills PUD Subdivision (61.01 acres of the Ingraham property, located at 4101 Clovercroft Road)
APPLICANT:	Greg Gamble, Gamble Design Collaborative (GDC)
PROJECT STAFF:	Catherine Powers, Director, Planning and Sustainability
TYPE OF REVIEW:	Plan of Services
RECOMMENDATION:	<u>Favorable Recommendation to the BOMA</u>

Project Background

Gamble Design Collaborative (GDC) has requested annexation of the 61.01 acres located within the eastern part of Franklin's Urban Growth Boundary (UGB) and adjoining the current city limits of Franklin. The applicant proposes 139 detached, single-family dwellings. The site is located in a rural section of Williamson County and is considered for annexation into the City. The Plan of Services stipulates the infrastructure the applicant and City are required to provide to adequately support the proposed development project. The Plan also stipulates services provided by the City.

Plan of Services

City departments have provided feedback for the Plan of Services, and their requirements are outlined in the Plan of Services resolution. As expected, the Plan of Services' primary issues are wastewater and roadway infrastructure. The following is a summary of major improvements:

Wastewater

The Ingraham Property lies within the Mayes Creek Basin as defined in the City of Franklin Sanitary Sewer Basin Study documents. The proposed development is anticipated to construct one hundred thirty-nine (139) single family residential homes. Generally, developments are required to route their sewer within their identified basin. However, the majority of the Mayes Creek Basin, including the required sewer infrastructure as well as the proposed wastewater treatment plant required to serve this development, has not been built. For this reason, extension of the Mayes Creek interceptor from the south shall not be required as part of this development.

The Developer(s) shall be required to connect to the north to the lift station proposed with the Amelia Park development. This would allow the flow from the Ingraham Property (within the Mayes Creek Basin), to be routed through the Spencer Creek

Interceptor creating possible future, unplanned capacity issues within the Spencer Creek Basin.

To alleviate this issue, the Developer(s)/owner shall be required to reroute the flow currently going to the McKay's Mill West pump station in Spencer Creek to the Watson Branch Interceptor. This will relieve future capacity concerns in the Spencer Creek Basin.

Using as-built drawings for the area, it was determined that several stretches of pipe do not have sufficient capacity to handle the McKay's Mill West pump station or future flows within the basin. These areas will need to be upsized in order for the McKay's Mill West pump station to be taken offline and rerouted to the Watson Branch Basin.

The full build-out of the Watson Branch Basin was also considered to insure that the interceptor will be sized sufficiently for the future. Based on the full basin build-out, a large portion of the Watson Branch Interceptor will need to be upsized in order to allow development to continue within the Watson Branch Basin. To handle future flows, the Watson branch interceptor will need to be upsized from a 15" to a 24" from I-65 to Murfreesboro Road.

The Developer(s) shall be responsible for the following:

- 1) Engineering design, construction, easements, rights-of-way and all cost associated with the on-site sanitary sewer infrastructure required to serve the development of this property.
- 2) Engineering design, construction, easements, right-of-way and all cost associated with rerouting the McKay's Mill West Pump Station.
- 3) Engineering design, construction easements, right-of-way and all cost associated with any required upsizing or extension of the Amelia Park pump station and force main. The City requires the pipe to be sized for a maximum d/D of 0.75.
- 4) Dedication of 30' Sanitary Sewer Easement and Temporary Construction Easement for the Mayes Creek Interceptor Project. The alignment shall be reviewed and approved by Engineering located outside of the proposed roadway and stream buffer.
- 5) Payment of all fees per policies and procedures as outlined in Franklin Municipal Code.

The City of Franklin, TN shall be responsible for the following:

- 1) Engineering design, construction, easements, rights-of-way and all cost associated with upsizing the Watson Branch Interceptor to a 24" sanitary sewer with enough capacity to handle approximately 1.710 MGD from I-65 to Murfreesboro Road. The estimated cost associated with this project is \$1,520,000.00.

Streets

The Developer of the Ingraham property submitted a traffic impact study in June 2013, with the recommendation to extend Market Street along the western frontage of the

subdivision in order to further the eventual construction of this north-south corridor from Clovercroft Road to Murfreesboro Road (via North Chapel Road). This study also recommended the construction of a 100-foot long southbound right turn lane on North Chapel Road at Murfreesboro Road. Finally, it recommended that the Ingraham subdivision provide local street connections with Amelia Park to the north (Fairbanks Street), and with Watkins Creek subdivision to the south (Cecil Lewis Drive and/or Lorena Court); this recommendation is in conformance with the City standard requiring two ways of ingress and egress to access the property.

The Developer shall be required to provide the following:

- 1) Preliminary Engineering alignment study resulting in a detailed horizontal and vertical alignment with cross sections for the portion of the market street extension from Amelia Park to North Chapel Road.
- 2) Engineering design, construction, easements, rights-of-way and all cost associated with the extension of Market Street to the proposed property line. This may include the construction of a proposed bridge or a contribution for a future bridge associated with the alignment of Market Street. The typical section for Market Street shall be 2~12' lanes, curb & gutter, 6' grass strip, 5' sidewalk on the east side, 12' Multiuse Path on the west side and parallel parking fronting all lots that face Market Street.
- 3) Construction of a 100-foot long southbound right turn lane on North Chapel Road at Murfreesboro Road.
- 4) Local street connections with Amelia Park to the North (Fairbanks Street) and Watkins Creek Subdivision to the South (Cecil Lewis Drive and/or Lorena Court)

Financial Impact

The information below shows where staff has prepared a rough estimate of the revenues likely to be generated from the development of this property. This estimate is based on 139 homes and does not include an estimate of the annual cost of the city providing service to this property when fully developed.

PUD Development Fee	\$2,060.00
FMPC Site Plan Review	\$1,760.00
Final Plat	\$3,650.00
Water and Sewer Plans Review	\$600.00
Stormwater Permit Fee	\$100.00
Grading Permit Fee	\$100.00
Water Tap Fee	Milcrofton Water District
Sewer Tap Fee	
System Development Fee (SDF)	\$210,824.00
Access Fee	\$306,600.00
Installation of meter and box	\$181,040.00

Effluent Disposal Fee (EDF)	\$65,700.00
Application Fee	\$3,650.00
Sewer Tap Fee Subtotal	\$767,814.00
Building Permit Fee	\$152,816.00
Road Impact Fee	\$617,142.00
Facilities Tax	\$436,990.00
Electrical Permit Fee	\$29,200.00
Mechanical Permit Fee	\$24,420.00
Plumbing Permit Fee	<u>\$24,420.00</u>
TOTAL	\$2,061,072.00
Additional Fees - Trash Container Fee	\$10,950.00
Williamson County Privilege Tax	<u>\$1,002,000.00</u>
TOTAL Permit Fees w/ additional fees	\$3,074,022.00
Watson Branch Upsizing	<u>\$1,550,000.00</u>
	\$1,554,022.00

City of Franklin Land Use Plan

SEWARD HALL CHARACTER AREA

The Seward Hall Character Area lies east of I-65 on the easternmost edge of the City of Franklin and the UGB. It is comprised of approximately 10,614 acres. The north and east boundaries of Seward Hall are the limits of the UGB. The southern boundary is the Harpeth River. The major regional commerce center in the McEwen Character Area lies immediately to the west.

The character of this area is a combination of Rural and Suburban. Roughly 46% of the land in this area is either vacant or being used agriculturally. The developed portions of the area are almost exclusively Detached Residential development, comprising 33% of the land area. The remaining 11% of the land is open space, institutional uses or utilities.

The topography in the Seward Hall Character Area is relatively moderate, with rolling hills and some steep slopes occurring north of Liberty Pike. The floodplain areas are generally limited to the southern portions of the area.

Planned extensions of Liberty Pike and McEwen Drive, as well as the extension of Market Street and improvements to Murfreesboro Road, will increase development pressure in this area. Pedestrian and cycling facilities in the form sidewalks, bike lanes and multi-use paths are necessary to meet the needs of the increasing population.

City sewer is currently available for the existing subdivisions north and south of McEwen Drive, areas near McKays Mill Subdivision off Clovercroft Road and the Ivy Glen and Caldwell Estates

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Subdivisions. Recent development in the area has tapped into existing sewer lines. Limited sewer, especially in the areas south of Murfreesboro Road, will constrain development to mainly large-lot Detached Residential uses. It is anticipated that as sewer expands south of Murfreesboro Road, that areas to the west of this area would more easily be served.

VISION

The Seward Hall Character Area will be comprised of seven special areas, where residential uses should be predominant. Three of the special areas are identified for smaller scale commercial uses, and are still appropriate areas for residential uses. The entire area should retain a Suburban and Rural character. The preservation of natural features in the area is critical in order to retain its current character.

CHARACTER AREAS SPECIAL AREA 2

CHARACTER

1. This area is largely either built out or committed through approved Concept Plans and typically includes attached and detached residential, parks and open space, with limited institutional and commercial uses. However, there are significantly sized parcels that are currently vacant or agricultural which may be considered for development in the future.
2. The protection of environmental features is important to this area's unique character. Of particular importance in this area are hillsides and hilltops, established clusters of trees, specimen trees and fencerows. These features should be protected.

LAND USE

3. Existing uses are predominantly attached or detached residential. New development shall be consistent with these predominate uses.
4. Civic and Institutional uses, such as but not limited to schools and churches, are appropriate in nodes located at major intersections of collector or arterial streets or along Murfreesboro Road so long as the site design and traffic implications area adequately addressed.
5. There are currently limited commercial and other nonresidential uses are sprinkled throughout this special area. Because Special Areas within Seward Hall Character Area are identified as potential Activity Areas, additional commercial, office or retail uses are not supported.
6. New growth should be encouraged only in areas where adequate public water, sewer and streets are currently available or are planned.

DEVELOPMENT FORM

7. This area should follow standards for the Conventional/Suburban Design Concept.
8. There are many areas that are environmentally sensitive, which have been assigned the Conservation Design Concept.
9. A recommended alternative for this area is the TND Design Concept, which would be appropriate when designed and developed pursuant to a Master Plan.
10. Smaller lots should not be located on the exterior of a proposed development adjacent to, or across the street from, larger lots of an existing development. Lot sizes shall transition to

address existing development patterns. However, if the applicant proposes an alternative, and if potential conflicts will be created, the applicant shall give justification as to how they will be mitigated or avoided.

CONNECTIVITY

11. The Major Thoroughfare Plan identifies roadway construction and improvements to Clovercroft Road, an extension of Market Street near the eastern edge of this special area and roadway widening of Highway 96/Murfreesboro Road along the southern edge of this special area.

12. Greenways should be encouraged as they provide an open space network between neighborhoods, mixed use centers, office and commercial developments, business districts, parks, schools and historic sites. The Greenway and Open Space Plan calls for a multi-use path and bike lanes along Highway 96/Murfreesboro Road as well as secondary routes along Clovercroft Road and Oxford Glen Drive.

13. New subdivisions should provide street connections in all directions and should be designed to connect with adjacent planned or existing roads. Establishing more local street connections helps disperse traffic thereby reducing the volume on major corridors and easing congestion. Additionally, more local street connections increases accessibility and can reduce vehicle miles traveled and average trip length.

OPEN SPACE

14. Areas identified for the Conservation Design Concept include key environmentally sensitive sites such as hilltops and hillsides but also parks, private open-space over five acres, utilities and cemeteries. Although they may not be graphically indicated, all private open space and cemeteries should be considered under the Conservation Design Concept, regardless of size.

15. Redevelopment of any existing private open spaces should be considered in conjunction with the overall subdivision layout and the City's open space requirements.

16. Cemeteries shall be governed by all federal, state and local laws, as appropriate.

17. A well-integrated network of connected open space and parks shall be encouraged to add public amenities and to preserve the existing qualities of the area.

18. Common design elements, such as fieldstone walls and wood plank fencing, shall be used to create and maintain a community identity.

Recommendation

FAVORABLE RECOMMENDATION TO THE BOMA.

RESOLUTION 2014-17

A RESOLUTION, AS AMENDED, ADOPTING A PLAN OF SERVICES FOR THE ANNEXATION OF CERTAIN AREAS (INGRAHAM PROPERTY/TAP ROOT HILLS PUD SUBDIVISION) BY THE CITY OF FRANKLIN, TENNESSEE.

WHEREAS, *Tennessee Code Annotated* (T.C.A.) § 6-51-102 requires that a plan of services be adopted by the municipal governing body prior to passage of an annexation ordinance.

INGRAHAM PROPERTY

The proposed annexation area is located south of Amelia Park Subdivision, north of Watkins Creek Subdivision, and east of the continuation of Market Street. The site is a portion of map 80 Parcel 44.01. A map is attached as Exhibit A. The area comprises a total of 61.09 acres in one parcel with one owner, Ingraham Family Limited Partnership ("Owner"). The Owner requested annexation by the City of Franklin. The area currently is vacant ("Property").

WHEREAS, the Property is contiguous to the City of Franklin City limits.

WHEREAS, it is believed in the best interest of the City of Franklin to annex such area to provide for future development in accordance with City standards.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY OF FRANKLIN, TENNESSEE, AS FOLLOWS:

Section 1. Pursuant to the provisions of T.C.A. § 6-51-102, there is hereby adopted, for the area bounded as described above, the following Plan of Services:

- A. Water
The Property is located within the Milcrofton Utility District. Water availability shall be approved and provided through Milcrofton prior to annexation. The Owner shall be required to provide adequate fire flow and pressure to the Property.
- B. Reclaimed Water
According to the City of Franklin's Municipal Code, reclaimed water systems need to be extended to a development if the development is within 1,000 feet of an existing reclaimed water line. In the case of this Property, a several mile extension would be required to serve the property. For this reason, reclaimed water will not be required to be extended to the Property.
- C. Wastewater
The Property lies within the Mayes Creek Basin as defined in the City of Franklin Sanitary Sewer Basin Study. The proposed development of the Property is anticipated to construct one hundred forty-six (146) single family residential homes. Generally, developments are required to route their sewer within their identified basin. However, the majority of the Mayes Creek Basin, including the required sewer infrastructure as well as the proposed wastewater treatment plant required to serve this development, has not been built. For this reason,

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extension of the Mayes Creek interceptor from the south shall not be required as part of the development of the Property.

The Owner shall be required to connect to the north to the lift station proposed with the Amelia Park development. This would allow the flow from the Property (within the Mayes Creek Basin), to be routed through the Spencer Creek Interceptor creating possible future, unplanned capacity issues within the Spencer Creek Basin.

To alleviate this issue, the Owner shall be required to reroute the flow currently going to the McKay's Mill West pump station in Spencer Creek to the Watson Branch Interceptor. This will relieve future capacity concerns in the Spencer Creek Basin.

A study conducted by Smith Seckman Reid, Inc. ("SSR") evaluated whether the existing sewer infrastructure within Watson Branch has the capacity to accept the existing flows from the McKay's Mill pump station as well as additional future anticipated flows in the area. Based on the number of homes and square footage of commercial space, it is estimated that the peak flow from the McKay's Mill West Pump Station is 0.552 MGD. SSR added the estimated peak flow from the pump station to the peak flow seen during the flow monitoring conducted by the City in 2011 to determine if capacity within the Watson Branch Basin will be an issue. It was determined that the interceptor requires a minimum capacity of 1.710 MGD to be able to accept the flow from the McKay's Mill West Pump Station.

Using as-built drawings for the area, it was determined that several stretches of pipe do not have sufficient capacity to handle the McKay's Mill West pump station or future flows within the basin. These areas will need to be upsized in order for the McKay's Mill West pump station to be taken offline and rerouted to the Watson Branch Basin.

The full build-out of the Watson Branch Basin was also considered to insure that the interceptor will be sized sufficiently for the future. Based on the full basin build-out, a large portion of the Watson Branch Interceptor will need to be upsized in order to allow development to continue within the Watson Branch Basin. To handle future flows, the Watson branch interceptor will need to be upsized from a 15" to a 24" from I-65 to Murfreesboro Road.

The Owner shall be responsible for the following:

- 1) Engineering design, construction, easements, rights-of-way and all cost associated with the on-site sanitary sewer infrastructure required to serve the development of this property.
- 2) Engineering design, construction, easements, right-of-way and all cost associated with rerouting the McKay's Mill West Pump Station.
- 3) Engineering design, construction easements, right-of-way and all cost associated with any required upsizing or extension of the Amelia Park pump station and forcemain. The City requires the pipe to be sized for a maximum d/D of 0.75.
- 4) Dedication of 30' Sanitary Sewer Easement and Temporary Construction Easement for the Mayes Creek Interceptor Project. The alignment shall be reviewed and approved by Engineering located outside of the proposed roadway and stream buffer.
- 5) Payment of all fees per policies and procedures as outlined in Franklin Municipal Code.

The City of Franklin, TN shall be responsible for the following:

- 1) Engineering design, construction, easements, rights-of-way and all cost associated with upsizing the Watson Branch Interceptor to a 24" sanitary sewer with enough capacity to handle approximately 1.710 MGD from I-65 to Murfreesboro Road. **The estimated cost associated with this project is \$1,520,000.00.**

D. Stormwater

The Owner shall be responsible for the engineering, design and construction of the necessary Stormwater infrastructure for the development of the Property and shall comply with all requirements as outlined in the Franklin Municipal Code. As the Property develops, the City of Franklin will charge prevailing stormwater user fees per policies and procedures as outlined in the Franklin Municipal Code.

E. Streets

The Owner of the Property submitted a traffic impact study in June 2013, with the recommendation to extend Market Street along the western frontage of the subdivision in order to further the eventual construction of this north-south corridor from Clovercroft Road to Murfreesboro Road (via North Chapel Road). This study also recommended the construction of a 100-foot long southbound right turn lane on North Chapel Road at Murfreesboro Road. Finally, it was recommended that the Property provide local street connections with Amelia Park to the north (Fairbanks Street), and with Watkins Creek subdivision to the south (Cecil Lewis Drive and/or Lorena Court); this recommendation is in conformance with the City standard requiring two ways of ingress and egress to access the Property.

The adjacent Amelia Park (originally Reunion) applicant requested annexation in 2006. They had a traffic study prepared regarding the extension of Market Street, and submitted it to the City prior to the annexation request. That study was completed in August 2006, with a recommendation for the Option C alignment (see Exhibit B) to connect with North Chapel Road. The addition of Market Street as a Minor Collector Street to the Major Thoroughfare Plan was approved by the Franklin Municipal Planning Commission on September 28, 2006. It was also adopted by the Franklin Board of Mayor and Aldermen on October 10, 2006. It is understood that there will be some variations in the option C alignment on account of the stream buffer and topography, although the corridor concept and connection points (including Watkins Creek Drive) will remain intact.

The Owner shall be required to provide the following:

- 1) Preliminary Engineering alignment study resulting in a detailed horizontal and vertical alignment with cross sections for the portion of the Market Street extension from Amelia Park to a point that is 1,200 LF South of the NW corner of Watkins Creek LLC Property.
- 2) Engineering design, construction, easements, rights-of-way and all cost associated with the extension of Market Street to the proposed property line. The typical section for Market Street shall be 2~15' lanes, curb & gutter, 5' sidewalk and 6' grass strip on the east and west side, and parallel parking fronting all lots that face Market Street.
- 3) Construction of a 100-foot long southbound right turn lane on North Chapel Road at Murfreesboro Road.

- 4) Local street connections with Amelia Park to the North (Fairbanks Street) and Watkins Creek Subdivision to the South (Cecil Lewis Drive and/or Lorena Court).

F. Traffic Control

Traffic signals, traffic signs, street markings, and other traffic control devices will be installed as the need is established by appropriate study and traffic standards. No needs have been identified for the area at this time. New development after the effective date of annexation shall comply with City regulations governing traffic markings.

G. Planning and Zoning

The planning and zoning jurisdiction of the City will extend to the annexed area on the effective date of annexation. City planning will thereafter encompass the annexed area. Staff anticipates the subject property will be annexed as an R-2 zoning district, which is compatible with the surrounding area.

H. Street Lighting

No off-site street lighting is proposed at this time. Street lighting within new developments shall be funded and installed by the Owner per City policy, which includes the installation of electric meters to allow for future ownership and maintenance by the City or homeowners association. The installation and operation of street lights shall coincide with the phasing of development and issuance of Certificates of Occupancy.

I. Parks and Recreation

According to the existing parkland dedication ordinance, the Property, as developed, would pay fees, dedicated land or submit a Modification of Standard (MOS) for easements related to construction of a greenway or trails within the property. For this Property, as developed, 108,600 sf (2.49 ac) are needed to meet the parkland dedication requirements. (139 units break down 35ux1200sf=42,000sf+104ux600sf=62,400sf=104,400sf (2.49 ac) needed to meet parkland dedication requirements.)

The Franklin Municipal Zoning Ordinance, Section 5.5.4 states as follows:

5.5.4 Dedication of Public Land for Parks and Greenways/Blueways in addition to the standards for open space set-asides, residential or mixed-used developments with ten (10) or more dwelling units shall dedicate land to the city for use as public parks or greenways/blueways in accordance with the following standards. For a revision to a PUD approved prior to July 1, 2008, the Public Land Dedication shall only be assessed on any of the new residential dwelling units to be included within the PUD.

- (1) Amount to be dedicated
 - (a) Developments required to dedicate land shall do so in the following amounts:
 - (i) 1,200 square feet per dwelling unit for the first 35 principal dwelling units; and
 - (ii) 600 square feet for each additional principal dwelling unit beyond the first 35.
 - (b) Accessory dwelling units shall be exempt from these requirements.
 - (c) Development proposed in phases shall be considered as a single development for the purpose of applying the land

dedication standards. Development shall not be phases to avoid the requirements of this subsection.

J. Street Name Signs

No additional street name signs in the area have been deemed necessary. New development shall install street name signs per City policy.

K. Fire Protection

Fire protection by the present personnel and equipment of the Franklin Fire Department will be provided on and after the effective date of annexation. No additional manpower or equipment will be necessary to serve the annexation area at this time.

Given an unknown time frame regarding water supply for fire protection and additional unknowns regarding acceptable levels of volume and pressure, as well as existing circumstances with adjacent properties for the southern connection to Watkins Creek, the Owner shall provide residential fire sprinkler systems in all homes until water can be provided at the necessary fire flow and until the southern road connection to Watkins Creek Subdivision (or an alternate road connection to the south) is fully constructed.

L. Police Protection

Police patrol and response to calls by the Franklin Police Department will be provided on and after the effective date of annexation. Police services will be provided with existing personal and equipment.

M. Building and Code Inspection Services

Any Building and Code inspection services now provided by the City will begin in the annexed area on the effective date of annexation. New development after the effective date of annexation shall comply with City building codes. New development shall pay all applicable fees and permits for inspection services.

2. SPECIAL CONDITIONS

- 1) The Owner shall hold a public meeting with Watkins Creek subdivision regarding road connectivity on Cecil Lewis Drive and/or Lorena Court through the subdivision.
- 2) The Owner shall be responsible for the Engineering design, construction, easements, rights-of-way and all cost associated with the on-site sanitary sewer infrastructure required to serve the development of this property.
- 3) The Owner shall be responsible for the Engineering design, construction, easements, right-of-way and all cost associated with rerouting the McKay's Mill West Pump Station.
- 4) The Owner shall be responsible for the Engineering design, construction easements, right-of-way and all cost associated with any required upsizing or extension of the Amelia Park pump station and forcemain. The City requires the pipe to be sized for a maximum d/D of 0.75.
- 5) The Owner shall be responsible for the dedication of 30' Sanitary Sewer Easement and Temporary Construction Easement for the Mayes Creek Interceptor Project. The alignment shall be reviewed and approved by Engineering located outside of the proposed roadway and stream buffer.
- 6) The Owner shall be responsible for the preliminary engineering alignment study resulting in a detailed horizontal and vertical alignment with cross sections for the portion of the market street extension from Amelia Park to a point that is 1,200 LF South of the NW corner of Watkins Creek LLC Property.

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- 7) The Owner shall be responsible for the Engineering design, construction, easements, rights-of-way and all cost associated with the extension of Market Street to the proposed property line. The typical section for Market Street shall be 2~15' lanes, curb & gutter, 5' sidewalk and 6' grass strip on the east and west side, and parallel parking fronting all lots that face Market Street.
- 8) The Developer shall be responsible for the design, Right-of-way acquisition and construction of a 100-foot long southbound right turn lane on North Chapel Road at Murfreesboro Road.

SECTION 3. This Resolution shall be effective from and after its adoption.

ADOPTED THIS _____.

ERIC S. STUCKEY
City Administrator

DR. KEN MOORE
Mayor

Approved as to form by:

Shauna R. Billingsley
City Attorney