

## CITY OF FRANKLIN, TENNESSEE

### Meeting Notes



**Meeting Date:** January 13, 14, and 18, 2022  
**Meeting Time:** Varies  
**Meeting Location:** Franklin City Hall (unless noted as Zoom)

**Project:** Goose Creek Basin Coordinated Study of Land Use, Infrastructure, and the Roadway Network

#### January 13, 2022 at 1:00 pm (Property Owners, Design Professionals)

##### Attendees:

- Adam Ballash, Boyle Investment
- Brad Boston, Walker & Dunlop
- Dickie Sullivan, Sullivan Engineering
- Gary Vogrin, Kiser Vogrin
- Graham Carpenter, Penler
- Greg Gamble, Gamble Design
- Kelly Beasley, Chapter 2 Investments
- Linda Sullivan
- Matt Bryant, M2 Group
- Paul Bass, Consortium
- Peter Crutcher, Clayton Real Estate / Chapter 2 Investments
- Tom Reid
- Venkatesham Ganjipally and colleagues
- Landon Gibbs
- Amy Diaz-Barriga, COF
- Andrew Orr, COF
- Eric Conner, COF
- Jimmy Wiseman, COF
- Vernon Gerth, COF
- Adam Peaper, REA
- Brandon Denny, CDM Smith
- Colin McAweeney, TB
- Cynthia Bowen, REA

##### Notes:

- Potential market, present and near future:
  - Luxury apartments are a good alternative to the houses for sale, with nearby restaurants; denser along I-65 with transition away from interstate
  - What about Pratt Lane endcap?
  - Continued demand for all forms of residential uses at every price point. Franklin can absorb additional growth due to county down zoning, but will need density to drive down price points which may be at odds with desired land use policies with starting price points now at \$900k
  - The demand for commercial is significantly less now, but could integrate commercial nodes at intersections and the flyover; family entertainment uses are desirable
  - Independent living, with limited assisted living, is viable
  - Need to identify street and roadway alignments
  - Berry Farms focused on higher-density, mixed use, walkability
    - Many proposals are just a small mixed used area that is supported by the remainder of that development, which really doesn't work (Westhaven as example); need to be thinking more area-wide, not parcel specific;
  - Franklin started losing potential office tenants to Nashville because of quality of life amenities, walkability, parks/trails in proximity to offices
    - Need to make sure that we are focusing on quality of life amenities in our plan and be 'heavy handed' like Berry Farms with parks, trails, connectivity
  - Dated three-story office buildings with surface parking and no pedestrian connections have much higher vacancy (Brentwood)



- Berry Farms Town Center has just hit the point where structured parking is economically feasible
- Seeing approximately 200,000 sf of annual office absorption
- Berry Farms restaurants are having problems with day time density, but close to critical mass needed
- Issues:
  - Traffic to this area is a nightmare from 6am to 8am
  - The next market to develop will be just beyond Franklin in Spring Hill at June Lake
  - Several of the planned (and needed) roadway extensions will be consuming valuable, developable land. Will be left with property right at key intersections but will be limited in access. Some access policies will need to be re-thought. Need to look at HHO area along Peytonsville Road to Long Lane extension.
  - Parking on arterials is not allowed which will make commercial uses at major intersection nodes difficult
  - Slow absorption for office; demand is for residential; Berry Farms has constructed 1 million SF of office and has much more entitled.
  - Developers understand the impact fees and being responsible for any costs over those, but that is more difficult in this area given the number of owners and smaller parcel sizes (relatively speaking as compared to what have been historically larger farm tracts being developed)
    - Peytonsville road must be improved
    - South Carothers must be extended
    - Goose Creek Bypass extension
  - The traffic is a huge issue so understanding what the City and County are doing is going to be necessary. Being told that transportation issues could likely be significant limiting factor to density.
  - The potential interchange is critical, especially when paired with South Carothers improvements/extension
- What is needed for development to occur?
  - Water main upgrades, sewer extensions, traffic enhancements
  - Limiting factor is Goose Creek interchange
  - City taxes are minimal, so unsure of ability to use TIF or other City-backed financing tools
  - Need to identify the no touch zones and why...hillside protection...are amendments to current standards needed?
  - Haven't really heard about anyone wanting to annex right now
    - The City is looking to extend the UGB to include an additional 2,100 acres in the Goose Creek basin, and then new annexations will be more streamlined
    - Currently, annexation outside the UGB is difficult, timeframe for this year has already passed
    - Confusion between UGB and annexation and the tax structure
- This group is interested in working through the entire process and having us involve them in future feedback



## January 13, 2022 at 2:30 pm - Zoom (Transportation)

### Attendees:

- Anna Emerson, Greater Nashville Regional Council
- Chase Harper, TMA Group
- Felix Castrodad, Nashville Metropolitan Transit Authority
- Hannah Schaefer, WeGo Public Transit
- Jessica Hill, Greater Nashville Regional Council
- Stanton Higgs, TMA Group
- Andrew Orr, COF
- Emily Wright, COF
- Eric Conner, COF
- Jimmy Wiseman, COF
- Jonathan Marston, COF
- Ken Moore, COF
- Paul Holzen, COF
- Adam Peaper, REA
- Brandon Denny, CDM Smith
- Colin McAweeney, TB
- Cynthia Bowen, REA
- Tom Clinard, CDM Smith

### Notes:

- Primary planning issues:
  - Traffic – Goose Creek interchange is projected to fail when Berry Farms tracts are built out, need to educate BOMA as to when it will fail and what LOS is acceptable
  - As we continue to grow, how do we ensure we're doing it responsibly and educating property owners along the way
  - Potential new interchange - have completed interchange concept and want to take it to TDOT and make the economic development/big picture benefit to state argument, not just technical spacing and design considerations
    - Difficult for TDOT to understand concerns because there isn't a lot of development for them to see yet (existing entitlements but not constructed)
    - Proximity to I-840 interchange is primary concern, closer than 1-mile separation guidelines
    - Will be even more difficult to fit an interchange in as development progresses; now is the time to plan and preserve space
  - Recent annexed properties are likely to be fairly dense residential
  - The development community wants more density than what they thought before
  - TDOT was invited to this meeting, did not attend
- Corridor protection and access management:
  - On Lewisburg and Carothers, have access management already planned/in place
  - Essentially limiting access to current curb cuts
  - Berry Farms likely got more than they should have, or than would be granted now
- Transit service:
  - Plan infrastructure for transit hubs, park and ride, this is prime location and should be included in plans unless BOMA says otherwise
  - Connections to micro-transit and fixed route service
  - Transit and mobility will look very different when this area is built out
  - Autonomous vehicles should be considered in this area. Need space to take care of the vehicles in addition to park
  - Serve Ag Expo with transit
- Bicycle & Pedestrian facilities:
  - Bike lanes and sidewalks to be able to cross I-65
  - I-65 acts as a significant barrier
  - New development needs to be walkable and connected
- Infrastructure/phasing:



- South bound interchange needs to be phased in when TDOT makes improvements to I-840 ramps/interchange
- Road impact fees – will be updated this year (they are updated every 3 years)
- If development cost exceeds the impact fee, they have to pay their own way
- Need to ensure that everything is right sized for this and accommodates the desired development
- Phasing and cost sharing is complicated given number of property owners.
- Natural features – must preserve vistas and make sure there is a balanced approach, don't go through a hill
- When the county rezones for schools, that then impacts the traffic flow.
- Water will be a challenge due to the tower locations and need to upsize lines
  - Milcrofton will not fund, entirely developer driven
- They added a signal master plan to the Connect Franklin, there have been five thoroughfare plan amendments since adopted.



## January 14, 2022 at 9:00 am (Citizens, Neighborhood Groups)

### Attendees:

- Amy Alexander, The Refuge Center
- Daniel Klatt, Resident
- Don Harlan, Berry Farms
- Greg Gamble, Gamble Design
- Jason Potts, Alderman, COF
- Jennifer Spergl, Ladd Park
- Kelly Brown, Ladd Park
- Rich Buckner, Multiple HOAs
- Terrence Wittman, Ladd Park
- Andrew Orr, COF
- Eric Conner, COF
- Adam Peaper, REA
- Brandon Denny, CDM Smith
- Cynthia Bowen, REA

### Notes:

- Strengths and opportunities that the Goose Creek area is positioned for:
  - Close to I-65
  - Connectivity
  - Quality city services
  - Closer to interstate & hospital
  - Berry Farms - walkability, the neighborhood services available, sidewalks that are smooth and connected, underground utilities, didn't have to get in a car
  - Mixed use, mix of housing, pedestrian scale
  - Proximity to interstate and subsequent connectivity to region and users/clients
- Concerns with continued build out:
  - Don't want to see a bunch of big box retail, don't need as much as we used to, limit it to more local/neighborhood serving retail and restaurants
  - Need to build more affordable housing – price points that are mixed within neighborhoods
  - Don't do single use zoning that creates segregation – single use zoning creates a system where you know what people make to live there
  - Concerned with number of new apartments being built
    - Density issue or rental issue?
      - Decisions should be based on form, not rent vs. for sale
      - We all started as renters and current rents are equal to some mortgages, renting by choice or because can't find home to buy
  - Is new development going to change the culture of our core/downtown...Cool Springs has radically changed Franklin, what will Goose Creek do?
  - Concerned with the impact of apartments on school capacity
  - Disconnect between the City and County – lack of communication regarding annexation and UGB expansion
    - Annexation process is confusing, too many holes in City limits
  - Long Lane Roundabout – issues with how it was designed
  - Parks and trails have not been expanded on pace with growth
- Driving forces (positive or negative) that will affect Franklin in the future:
  - Lack of housing which is driving up housing price points and it is happening very quickly
  - Need to preserve Franklin vibe
  - Need to preserve open space
- Opportunities that could result in positive change for the area:
  - Very intentional place making & public spaces
  - Need to make sure that its connected and walkable
  - Planning now for parks and trails is critical
  - Having a plan and system to hold developers accountable is critical



- The community values wellness overall – so we should explore a wellness component – health and wellness; but also look into art, theater, functional medicine, yoga
- Focus on something other than the auto – it should not be the driving factor, if so will have huge roads...you can't pave your way out of congestion
- Architecture needs to be consistent with what Franklin is
  - Quality of commercial architecture has gone down (McEwen, Cool Springs)
  - Berry Farms looks good as compared to Carothers
- Long Lane fly-over – why invest in this, spend that money on Lewisburg first



## January 14, 2022 at 10:30 am (Utilities)

### Attendees:

- Abby Davis, Atmos Energy
- Erik Hale, Middle TN Electric
- Jason English, Middle TN Electric
- Kevin Ogles, Middle TN Electric
- Mike Jones, Milcrofton Water
- Todd Palmer, Inflo Design
- Andrew Orr, COF
- Brian Goodwin, COF
- Eric Conner, COF
- Adam Peaper, REA
- Brandon Denny, CDM Smith
- Cynthia Bowen, REA

### Notes:

- Current infrastructure/service/capacity in the area:
  - Middle Tennessee Electric - Substation on Long Lane has capacity and room for some expansion, so maybe on-site improvements but ready to accommodate new development
  - Milcrofton water has capacity in area, line size will be the issue
    - 2 million gallon storage capacity between two tanks at Ag Expo
    - Developers are going to have to pay to increase main size...it was all rural so mostly 6-inch mains
    - Developers would make an application, they would tell us what they are going to build, then the utility would tell them what they need to do
  - Atmos Energy (gas) – will need to make improvements to regulator station, but prepared to handle new growth
  - Sewer - will have inceptors to serve the basin, Redwing reclaimed pump station about to come online, sewer extensions will be necessary and developer driven
- Planned extensions or upgrades:
  - Electric
    - Trying to build some additional lines knowing that the growth is going down on Long Lanes
    - Whomever is out there we will serve, they have large feeders so they are setup to serve a lot of loads. They have service to Boyle and Ramsey. They don't know if anything is planned south of Ramsey's property.
    - Large feeder on the north should accommodate Boyle if they want to increase development density/intensity
    - Substation on Long Lane 50MW transformer and its ½ way loaded, could add another piece of equipment and they have plenty of capacity
  - Gas – they run a model to determine cost/feasibility, are sitting right there at Peytonsville Road, so it really becomes a question of potential load and if upsizing is required
  - Water – again, need to upsize mains, but will be development driven, not in advance
    - Plan to up size 6-inch main along Pratt Lane in conjunction with bridge expansion



## January 14, 2022 at 1:00 pm (City Leadership)

### Attendees:

- Eric Stuckey, City Administrator, COF
- Ken Moore, Mayor, COF
- Roger Lindsey, Planning Commission, COF
- Andrew Orr, COF
- Eric Conner, COF
- Adam Peaper, REA
- Brandon Denny, CDM Smith
- Cynthia Bowen, REA

### Notes:

- Primary planning issues:
  - Roadway network and planned extensions
    - Long Lane
    - Peytonsville
    - Carothers
    - Additional interchange north of I-840
  - Future land use vision
    - Area closest to the interstate and interchange – along Long Lane likely commercial, also need to add housing
    - Need to preserve the beauty of the land
  - Needs to be order and structure to the way we do things especially, at the interchange. Development on Long Lane, long narrow development and typical of what they see at the Planning Commission, developers want to put 150 apartments at the front of the development, or mixed use, and to drop that in the middle of Long Lane. But we haven't described our vision so we don't have anything to evaluate these proposals against...shouldn't be massive hodgepodge of mixed-use developments, doesn't need to be all 35' wide lots either;
  - The first project should not get to dictate the framework, this plan should do that
  - The citizens say we have a great land use plan so let's follow it
  - Push of additional 800 acres by property owners to come into the city
    - It's pretty fragmented ownership, speed is more important to them – ready to sell and make money
  - This area should not just be another Cool Springs, more contemporary office, mixed use, residential development patterns with own character
  - Utility improvements/phasing will be difficult given cost and number of property owners/potential development projects
    - What is the return on the level of investment from the utility infrastructure, while also getting the right character
    - It will be on staff, board, commission to make sure that they hold the community and developers to follow the plan that is created
  - Need to be alert to how retail is changing and how the City should adapt, what does it mean for the current interchange and potential future interchange and the realistic number of retail square footage needed
- Past discussions regarding vision/what have developers discussed:
  - More residential than expected
  - Thought it would be more towards commercial with a bit of higher density residential near I-65
  - Lots of inquiries for luxury apartments





- How does development transition from Reams Fleming tract to single family residential further east/southeast? Boyle is exploring what more intensity/density with structured parking and taller buildings.
    - Eastworks on Carothers is currently trying to transition from existing office and surface parking to more dense, walkable development framework
  - Plano (TX) Legacy West identified as an example
- Commitments or cost sharing from developers:
  - City uses impact fees, if a developer has to put the infrastructure in first, then the impact fees are credited back, if the cost is above and beyond, then the developer is responsible for that additional cost
  - The City is open to other mechanisms – TIF has been used for redevelopment, but maybe okay for new development, with bond sale tied back to it. The City doesn't have the resources to proactively extend/upscale utilities and the roadway network but understand that fragmented ownership makes it difficult for developers as well
  - 10-year capital improvement plan included Pratt Lane bridge replacement, intersection improvements with Peytonsville Road, and Long Lane overpass, everything else is on the developers
  - Carothers Pkwy extension will consume significant developable land so the density request on the remaining piece(s) will be high
- Other things the plan should address:
  - The City owns property for where we need to expand wastewater treatment facilities. How does development in the Goose Creek area drive the timeline for creation/building that facility. BOMA must make decision regarding wastewater system improvements and timing, has been planned, just not final confirmation.
  - This study needs to provide the tools to facilitate decision-making and help the City keep to the plan even though development proposals may come in with deviations.



## January 18, 2022 at 3:00 pm – Zoom (Economic Development, Tourism)

### Attendees:

- Kel McDowell, Williamson Co Chamber
- Maureen Haley Thornton, Visit Franklin
- Mike Matteson, Williamson Co
- Nathan Zipper, Williamson Co Chamber
- Torrey Barnhill, Friends of Franklin Parks
- Andrew Orr, COF
- Emily Wright, COF
- Eric Conner, COF
- Vernon Gerth, COF
- Adam Peaper, REA
- Colin McAweeney, TB
- Cynthia Bowen, REA

### Notes:

- Primary planning issues:
  - From tourism standpoint, it's about facilities, upgrading infrastructure at Ag Center to better support desired activities
    - Need meeting/conference space – plan for something more flexible to host trade shows, conventions, etc (could be meetings, sports, ag programs...flexible)
    - Size – existing convention space is 40k sf, ideally would like 100-150k sf
  - Trails and greenways – connect to new Southeast Park, also through Berry Farms
    - Plan system now and preserve key routes, ensure included in future development plans
    - People are moving to this area for education and quality of life so purposeful planning is very important
  - More contemporary land use pattern than Cool Springs
    - how do we provide residential land use patterns that provide different residential types that address ages, family types and arrangements that works for them...affordability is a whole other factor for them
  - Provide residential land use pattern that supports existing residents and offers new variety
  - Infrastructure upgrades to and around Ag Center
    - Should Ag Center stay and be invested in, or is there a better place for it in the County
    - Figure out how to maximize the facility to maximize the revenue – the ag center is full with activities, but it isn't always with revenue generating activities
  - If there is something that we can't provide in another corridor and this is the only place (transit, park and ride), then we need to be sure we are planning for it hear with appropriate infrastructure
  - Long Lane curve and improvements with overpass
  - Must cross I-65 for retail, would like to have more retail and restaurant opportunities within walking distance.
- Pipeline development/potential office market:
  - Just pulled Q4 vacancy rates, can share
  - Existing inventory is meeting the need
  - Six major wins in past year, only one is building new, the others are retrofitting existing buildings
  - Those coming to town who want to have a 600,000 square feet facility, there are options for them
- Visit Franklin uses geo-location data to understand where visitors are coming from, will be posted online, can share
- How can build-out of Goose Creek Basin enhance Franklin:
  - Walkable mixed use, restaurants

- Right size, right brand hotel could work on this side



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