



## COMMUNITY PLANNING ASSISTANCE TEAM

Historic Franklin: Development & Floodplain Constraints

Franklin, Tennessee  
Study & Final Report

September 26, 2013

The American Planning Association provides leadership in the development of vital communities by advocating excellence in community planning, promoting education and citizen empowerment, and providing the tools and support necessary to effect positive change.

### **Community Assistance Program Staff**

Felicia Braunstein | Director of Professional Practice  
Ryan Scherzinger | Senior Outreach Associate  
Thomas Bassett | Senior Program Associate

### **APA Board of Directors**

William R. Anderson, FAICP | President  
Mitchell J. Silver, AICP | Immediate Past President  
Ann C. Bagley, FAICP  
Whit Blanton, FAICP  
Cynthia A. Bowen, AICP  
Angela D. Brooks, AICP  
Lee Brown, FAICP  
Shedrick Coleman  
Jeanette Dinwiddie-Moore, FAICP  
Kara W. Drane, AICP  
Rodger H. Lentz, AICP  
Kelli Sertich, AICP  
Angela J. Vincent

### **Advisors to the Board**

Stephen Villavaso, FAICP | Chair, Chap. Presidents Council  
Marjorie (Marj) Press, FAICP | Chair, Divisions Council  
Katherine (Katie) Poppel | Chair, Student Reps Council

### **AICP Commission**

Lee M. Brown, FAICP | President  
Anna M. Breinich, AICP | Immediate Past President  
Philip Farrington, AICP  
Cynthia L. Hoyle, FAICP  
Valerie J. Hubbard, FAICP  
Glenn E. Larson, AICP  
Deborah A. Lawlor, FAICP  
Lance B. Schulte, AICP

### **Officers of APA**

W. Paul Farmer, FAICP | Chief Executive Officer  
Ann M. Simms | Chief Financial/Operating Officer

### **Franklin CPAT Members**

Richard Roths, AICP | Team Leader  
Kimberly Burton, AICP  
Bill Harris, FAICP  
Gail Henrickson, AICP  
Marc Yeber, ASLA

Kelly Dannenfels, AICP | Franklin Liason  
Thomas Bassett | APA Senior Program Associate

### **APA Offices**

National Headquarters  
1030 15th Street, NW  
Suite 750 West  
Washington, DC 20005-1503  
Telephone 202.872.0611

### **Chicago Office**

205 N. Michigan Avenue  
Suite 1200  
Chicago, IL 60601-5927  
Telephone 312.431.9100

### **APA Community Assistance Program**

*Please visit: [www.planning.org/communityassistance](http://www.planning.org/communityassistance)*

<b>INTRODUCTION</b> .....	1
• The Purpose of the CPAT Initiative	
• Guiding Values	
• Program Background	
<b>EXECUTIVE SUMMARY</b> .....	3
<b>OVERVIEW AND PROJECT BACKGROUND</b> .....	8
• City of Franklin	
• 5th Avenue North Study Area	
• Organization of this Report	
<b>SUB AREA 1: THE HILL PROPERTY &amp; THE WEST SIDE OF 5TH AVE, NORTH OF MT. HOPE ROAD</b> .....	14
• Overview	
• Recommendations and Implementation Measures	
<b>SUB AREA 2: BICENTENNIAL PARK AREA</b> .....	18
• Overview	
• Recommendations and Implementation Measures	
<b>SUB AREA 3: THE EAST SIDE OF 5TH AVENUE, SOUTH OF MARGIN STREET</b> .....	24
• Overview	
• Recommendations and Implementation Measures	
<b>SUB AREA 4: THE WEST SIDE OF 5TH AVENUE, SOUTH OF MOUNT HOPE ROAD</b> .....	31
• Overview	
• Recommendations and Implementation Measures	
<b>GENERAL CONSIDERATIONS AND RECOMMENDATIONS BEYOND THE STUDY AREA</b> .....	41
<b>URBAN DESIGN CONSIDERATIONS</b> .....	45
<b>CONCLUSIONS AND NEXT STEPS</b> .....	48
<b>FUNDING SOURCES</b> .....	49
<b>THE CPAT TEAM</b> .....	51
<b>PICTURE GALLERY</b> .....	52

## INTRODUCTION

In September 2013, the American Planning Association (APA), through its professional institute, the American Institute of Certified Planners (AICP), organized a Community Planning Assistance Team (CPAT) project in Franklin, Tennessee, with the issue of development in the 5th Avenue North area as its focus. Franklin is the fourteenth community to participate in APA's Community Planning Assistance Teams Initiative.

The project was selected from proposals submitted during CPAT's winter 2012 community application cycle. Kelly Dannenfelser, AICP, Principal Planner for Franklin submitted the successful application on behalf of the City of Franklin and served as APA's primary community liaison throughout this effort.

This report presents the Team's findings, observations and recommendations for the City of Franklin, including the residents, business owners and property owners within the study area.

### **The Purpose of the CPAT Initiative**

The purpose of the Community Planning Assistance Team (CPAT) initiative is to serve communities facing limited resources by helping them address planning issues such as social equity and affordability, economic development, sustainability, consensus building, and urban design. By pairing expert urban planning professionals from around the country with citizen planners from local communities, the initiative seeks to foster education, engagement, and empowerment. As part of the team's goals, a community develops a vision plan that promotes a sustainable, livable, economically vibrant, and healthy urban environment.

APA staff works with the community, key stakeholders, and the host organization(s) to assemble a team of planners with the specific expertise needed for the project. The team meets on-site for three to five days, during which a series of site visits, focused discussions, and analysis are performed. On the final day, the team reports their results back to the community with local press in attendance. A final, more detailed report is issued to the community at a later date.



*Winchester Antique Mall*

### **Guiding Values**

APA's professional institute, the American Institute of Certified Planners (AICP), is responsible for the CPAT initiative. It is a part of APA's broader Community Assistance Program.

Addressing issues of social equity in planning and development is a priority of APA and AICP. The Community Assistance Program, including the CPAT initiative, was created to express this value through service to communities in need across the United States.

Community assistance is built into the professional role of a planner. One principle of the AICP code of Ethics and Professional Conduct states that certified planners shall aspire to "seek social justice by working to expand choice and opportunity for all persons, recognizing a special responsibility to plan for the needs of the disadvantaged and to promote racial and economic integration. Yet another principle is that certified planners should aspire to "contribute time and effort to groups lacking in adequate planning resources and to voluntary professional activities".

## Program Background

In recognition of the key role urban and regional planners play in shaping vibrant, sustainable, and equitable communities, the APA Board of Directors established the “Community Planning Team” initiative in 1995. This initiative resulted in a very successful pro bono effort to assist an economically struggling African-American community in North Carolina. APA has continued to develop a pro bono planning program that provides assistance to communities in need.

Another Community Planning Assistance Workshop initiative is held in the host city of APA’s National Planning Conference every year. The workshop is a one-day event that engages community leaders, citizens, and guest planners in discussing and proposing specific solutions to urban planning challenges. Workshops typically begin with an introduction of individuals involved and a tour of the community, neighborhood, or site. Participants form breakout groups that begin by discussing existing issues and formulate new ideas based on community needs and sound planning techniques. Each breakout group “reports out” on its results to the entire group. Facilitators then lead a discussion to form consensus around future goals and ways to achieve these goals. Upon the conclusion of the workshop, it is the responsibility of the local community to compose a final report that incorporates workshop results and specific actions that local officials should take to turn the project vision into reality.

In 2005, program efforts were notably increased after the tragic and devastating effects of Hurricane Katrina in the Gulf Coast region. APA immediately embarked on a number of initiatives and projects including Planning Assistance Teams in the affected cities of Henderson Point, Mississippi, and Mandeville, New Orleans and Slidell in Louisiana. Another ongoing Gulf Coast recovery project is the Dutch Dialogues, which has brought American planners together with Dutch experts to transform the way that Louisiana relates to and manages its water resources.

AICP broadened the scope of the CPAT program with its 2009 project in Buzzard Point, a neighborhood in Southwest Washington, D.C. Over the course of the site visit, the team met with more than 40 neighborhood groups, government agencies, residents, and other stakeholders.



*House in Historic District*

The team advised community leadership on long-range strategies to strengthen both existing and proposed transit links and to increase accessibility, improve existing affordable housing developments, position the area as a major gateway to the city, and to deal with dominant industrial areas within the neighborhood.

More recently, CPAT teams completed projects in Matthews, North Carolina, Story County, Iowa, Maricopa, Arizona, Wakulla County, Florida and the Heritage Trail in Dubuque County, Iowa. These projects are important landmarks in the development of the CPAT program. They mark the inauguration of CPAT as an on-going programmatic effort. The initiative will increase in scope and frequency in coming years, becoming an integrated part of APA’s service, outreach, and professional development activities.

More information about APA’s Community Assistance Program and the Community Planning Assistance Team initiative, including full downloadable reports, is available at [www.planning.org/communityassistance/teams](http://www.planning.org/communityassistance/teams).

# EXECUTIVE SUMMARY

The Team prepared this report after studying the CPAT application and materials prepared by the City of Franklin; meeting with residents, advocates, stakeholders, staff, elected officials, and property owners; conducting field observations and tours of the study area and surrounding vicinity; and extensive discussion and evaluation of the varied possibilities and concerns. The Team has prepared these final recommendations to the City of Franklin to guide their community dialogue and efforts as they move forward with determining the policy framework of future development and related regulations with regard to building construction within the City's floodplain and adjacent properties. The recommendations have been crafted to create a balanced and sustainable approach that allows for potential economic development, while recognizing the vulnerability and risks associated with development in the floodplain.

The full report organization presents:

- **A background and evaluation of the study area**
- **A variety of recommendations, broken out by sub-areas within the study area, detailing the following:**
  - No Development is the recommendation for areas that are situated in the floodway or are in the deeper parts of the flood fringe which may pose significant risk for life and property. Generally in these areas open space, recreation and temporary uses are suggested.
  - Modified Development is the recommendation for areas that may be situated within the upper parts of the flood fringe that may experience less than 4' of flooding where the risk still exists but is less significant. These areas potentially could accommodate some moderate intensity development provided that certain conditions are met and a prescribed building design is followed.
  - As-Allowed Development is the recommendation for areas that are situated outside the floodplain and do not experience flooding which is associated with the adjacent floodplain. In these areas, development may occur as defined by the City's goals and zoning regulation.



*Proposed Bicentennial Park Plan*

- **Suggested revisions to the City of Franklin Zoning Ordinance to address use and density issues within the study area**
- **Flood mitigation & urban design strategies to assist with development within the study area**
- **Potential funding sources that the City could pursue should they choose to move forward with purchasing properties within the floodplain or conducting mitigation improvements**

The CPAT program provides an independent, professional, third-party community analysis and suggested planning approach. It is not a definitive plan, but information, analysis and suggestions on possible strategies for redevelopment. The study area, 5th Avenue North, is one of the main commercial gateways into the Historic Downtown. The majority of it is also located within the 100-year floodplain.

The City's Land Use Plan encourages redevelopment of this corridor while modifying floodplain boundaries to create an urban gateway into downtown. However, this would appear to be unrealistic based on the City's level of protective floodplain regulations and the depth of the flooding at the Base Flood Level.

Between 1929 and 2010, the City of Franklin experienced approximately 10 major flooding incidents along the Harpeth River. 5th Avenue North contained marginal commercial uses prior to the May 2010 Nashville Flood

which also affected Franklin. Since then, multiple buildings have become vacant. The City of Franklin had adopted various ordinances since the 2010 flood, seeking to provide some flexibility for property owners.

The nature of the CPAT program is one that only allows for an initial study and therefore the Team had only a limited period of time in which to document and analyze in preparation for this report. The Team established self-defined parameters and focused only on those issues that could be analyzed within the timeframe allotted to the Team. The Team recommendations have focused on how development should be designed and constructed within the floodplain. Consideration was not given to engineering projects that would alter the floodplain or that might alleviate the severity of flooding within the study area. **The City and property owners must realize that development within the floodplain will be fiscally and architecturally challenging and will ultimately change the scale of development within the study area.** The recommendations offered in this document will allow redevelopment to occur while minimizing negative impacts. However, even with stringent regulations and design standards, flooding will continue to occur in this area, even if large-scale engineering solutions were employed. To that end, the Team offers the following overarching recommendations with regard to where redevelopment should be allowed within the study area and what types of redevelopment should be permitted:

- **Prohibit redevelopment or new development in the floodplain north of Mount Hope Street on the west side of 5th Avenue (Sub Area 1)**
- **Allow limited low-scale development on the Hill Property (Sub Area 1)**
- **Prohibit redevelopment or new development in the floodplain north of Margin Street on the east side of 5th Avenue (Sub Area 2)**
- **Allow non-residential redevelopment and new development east of 5th Avenue, south of Margin Street (Sub Area 3)**
- **Allow non-residential redevelopment west of 5th Avenue, south of Mount Hope Street (Sub Area 4)**
- **Revise City regulations and policies to increase the number of permitted non-residential uses and to eliminate non-compatible uses such as automobile-oriented businesses and those utilizing hazardous materials**

- **Require pervious pavement for all redevelopment and new construction projects within the study area**
- **Retain the City ordinances that currently require new non-residential structures to be elevated a minimum of 1 foot above the base flood elevation**
- **Prohibit new residential development in the floodplain, but allow new residential development elsewhere in the study area, outside of the floodplain**
- **Require that existing residential structures that are rebuilt to be elevated a minimum of 3 feet above the base flood elevation**
- **Continue to encourage existing legal non-conforming residential and non-residential buildings to make modifications to further mitigate flood damage**
- **Encourage programmed open space, parks and recreational types of uses in areas where development is not recommended**
- **Seek opportunities to connect development in a coherent manner so as to reinforce an urban design framework**
- **Take further steps to protect historic buildings from future flooding and associated damage**
- **Develop a comprehensive urban design strategy that will start to more effectively position 5th Avenue as a contextually appropriate gateway**

More detailed recommendations within each sub-area are provided in the matrix below.



*St. Paul's Episcopal Church*

SUMMARY OF RECOMMENDATIONS		
Type	Description	Term
<b>Hill Property</b>		
PR	Maintain City ownership of the site	Short
IM	Limited low-scale, community-oriented development; options include: <ul style="list-style-type: none"> <li>• Community center</li> <li>• Welcome or visitor center</li> <li>• Parking for the adjacent cemeteries, special events &amp; Bicentennial Park</li> <li>• Expansion of adjacent cemeteries</li> <li>• Park, passive open space, and/or trailhead</li> <li>• Gateway feature</li> </ul>	Long
IM		Long
IM		Medium
IM		Long
IM		Short
IM		Short
PR	Development must respect/complement adjacent historic cemeteries	Mixed
<b>Bicentennial Park Area</b>		
IM	Complete remaining park improvements	Mixed
IM	Purchase remaining privately owned properties	Medium
IM	Include additional amenities; options include: <ul style="list-style-type: none"> <li>• Amphitheater</li> <li>• Additional parking for adjacent cemeteries</li> <li>• Splash park</li> <li>• Additional trails to connect to existing trails/sidewalks</li> <li>• Relocate downtown special events to the site</li> <li>• Enhance connectivity to and use of the river via trails, livery, etc.</li> <li>• Relocate the farmer's market to the old Durango boot factory</li> <li>• Increase the frequency of the farmer's market</li> <li>• Trailhead(s)</li> </ul>	Long
IM		Medium
IM		Long
IM		Mixed
IM		Short
IM		Mixed
IM		Short
IM		Short
IM		Medium
IM	Retrofit bollard at east end of Margin Street for easier emergency access	Short
IM	French's Property: <ul style="list-style-type: none"> <li>• Purchase/lease property for public parking to access cemeteries/park</li> </ul>	Medium
IM	<ul style="list-style-type: none"> <li>• Beautify French's parking lot</li> </ul>	Medium
IM	Uses for City-Owned Properties along 5 <sup>th</sup> Ave (in this area); options: <ul style="list-style-type: none"> <li>• Demolish remaining structures</li> <li>• Install additional parking for cemeteries/park</li> <li>• Add transit stop</li> <li>• Add a trailhead</li> <li>• Install a gateway feature</li> </ul>	Short
IM		Short
IM		Short
IM		Medium
IM		Medium
<b>East of 5<sup>th</sup> Avenue, South of Margin</b>		
PR	Properties fronting 5 <sup>th</sup> Ave - revise City zoning ordinances to: <ul style="list-style-type: none"> <li>• Expand permitted non-residential uses</li> <li>• Prohibit auto-oriented uses currently allowed in this area</li> <li>• Revise setbacks to require buildings to be closer to the street</li> <li>• Require cross-access easements and encourage shared parking</li> <li>• Require corner properties to provide access only from the side street</li> <li>• Require moving parking behind the buildings when properties redevelop</li> <li>• Require new buildings to meet/exceed the floodplain requirements</li> <li>• Prohibit parking that requires vehicles to back directly out onto 5<sup>th</sup> Ave</li> </ul>	Short
PR		Short
PR		Short
PR		Short
PR		Short
PR		Short
PR		Short
PR		Short



IM	Properties fronting 5 <sup>th</sup> Ave - additional recommendations/options: <ul style="list-style-type: none"> <li>• Consolidate and define access points</li> <li>• Consider City purchase of all/some properties for a gateway feature</li> <li>• Redevelop as a permanent, covered, open-air structure for market place</li> </ul>	Medium
IM		Medium
IM		Medium
IM	Mobility Recommendations: <ul style="list-style-type: none"> <li>• Add traffic calming devices to Bridge Street intersections w/ 2<sup>nd</sup> &amp; 4<sup>th</sup> Ave</li> <li>• Install bicycle/pedestrian improvements on Margin Street</li> <li>• Install bicycle/pedestrian improvements on Bridge Street</li> </ul>	Medium
IM		Medium
IM		Medium
PR	City zoning ordinance revision recommendations: <ul style="list-style-type: none"> <li>• Expand permitted non-residential uses</li> <li>• Prohibit auto-oriented uses</li> <li>• Require corner properties to provide access only from the side street</li> <li>• Prohibit parking that requires vehicles to back directly out onto Bridge St</li> <li>• Establish context-sensitive design standards for new construction</li> </ul>	Short
PR		Short
PR		Short
PR		Short
PR		Short
IM	Purchase "dump" property for clean-up; incorporation into park	Long
PR	Floodplain Recommendations: <ul style="list-style-type: none"> <li>• Encourage historic building owners to retrofit with flood-proofing devices</li> <li>• Develop a small-area mitigation plan for historic neighborhoods</li> <li>• Require redevelopment &amp; new construction to utilize pervious pavement</li> </ul>	Medium
IM		Medium
PR		Short
<b>West of 5<sup>th</sup> Avenue</b>		
PR	Properties fronting 5 <sup>th</sup> Ave - revise City zoning ordinances to: <ul style="list-style-type: none"> <li>• Prohibit new development/redevelopment north of Mount Hope St</li> <li>• Revise setbacks to require buildings to be closer to the street</li> <li>• Require cross-access easements and encourage shared parking</li> <li>• Require corner properties to provide access only from the side street</li> <li>• Require moving parking behind the buildings when properties redevelop</li> <li>• Require new buildings to meet/exceed floodplain requirements</li> <li>• Prohibit parking that requires vehicles to back directly out onto 5<sup>th</sup> Ave</li> <li>• Require redevelopment &amp; new construction to utilize pervious pavement</li> </ul>	Short
PR		Short
PR		Short
PR		Short
PR		Short
PR		Short
PR		Short
PR		Short
IM	Properties fronting 5 <sup>th</sup> Ave - additional recommendations/options: <ul style="list-style-type: none"> <li>• Consolidate and define access points</li> <li>• Relocate Sonic out of floodplain into Kroger shopping center</li> <li>• Redevelop as a permanent, covered, open-air structure for market place</li> <li>• Purchase these properties for public use: parking, trailhead, welcome center, and/or amphitheater.</li> </ul>	Medium
IM		Medium
IM		Medium
IM		Mixed
PR	Route 96W Recommendations: <ul style="list-style-type: none"> <li>• Expand permitted non-residential uses along 96W</li> <li>• Revise setbacks to require buildings to be closer to the street</li> <li>• Require cross-access easements and encourage shared parking</li> <li>• Require corner properties to provide access only from the side street</li> <li>• Require moving parking behind the buildings when properties redevelop</li> <li>• Consolidate and define access points</li> <li>• Prohibit parking that requires vehicles to back directly out onto 96W</li> <li>• Allow for denser, multi-story commercial development along 96W</li> </ul>	Short
PR		Short
PR		Short
PR		Short
PR		Short
IM		Medium
PR		Short
PR		Short
IM	Floodplain Recommendations: <ul style="list-style-type: none"> <li>• Establish a maintenance program for Sharps Branch</li> </ul>	Short

PR	• Require new buildings to be raised to meet the floodplain requirements	Short
PR	• Require redevelopment & new construction to utilize pervious pavement	Short
IM	Hard Bargain Neighborhood Recommendations:	Long
IM	• Install pedestrian bridge over Sharps Branch to improve connectivity	Short
IM	• Install entry signage/gateway features around neighborhood	Long
IM	• Construct a community center within Hard Bargain	Short
IM	• Develop a plan for the eventual redevelopment of the Jewell property	Short
PR	• Allow limited, neighborhood businesses along 9 <sup>th</sup> Ave & Mt Hope St	Short
<b>Other &amp; Outside Study Area</b>		
PR	Increase residential densities south of Bridge Street	Short
PR	Require new residential development outside of the study area to provide a certain percentage of housing that is affordable to residents with low- to moderate-income levels	Short
IM	Complete an engineering study of Sharps Branch	Medium
IM	Develop a small area mitigation plan for Green Street	Medium
IM	Complete CRS application process & implement recommended strategies	Medium
IM	Facilitate redevelopment of Kroger shopping center site	Long
IM	Continue to enhance trail connections	Long
IM	Seek opportunities to increase access to and recreation of Harpath River	Long
IM	Construct a multi-use path along the river, Highway 96W & 31	Long
IM	Develop downtown trailheads	Long
IM	Create park'n'rides & establish a downtown shuttle service	Medium
IM	Complete the Mack Hatcher by-pass	Long

**Recommendation Types:**

PR: Policy Recommendation – change/update of city’s policies, codes, regulations

IM: Implementation Measure – activities that involve construction; development of plans or studies; submittal of applications to outside agencies; establishment of new programs; or other activities required to implement new and/or existing policies

**Recommendation Terms:**

Short: 0 - 12 months

Medium: 1-3 years

Long: 3+ years



*New 3rd Avenue culvert bridge*

# OVERVIEW AND PROJECT BACKGROUND



*Harpeth River & 5th Avenue North Study Area*

## PROJECT HISTORY

Located along the Harpeth River, the original Town of Franklin was founded in 1799 and named after Benjamin Franklin. One of the bloodiest battles in the Civil War took place here, which today brings thousands of historic tourists each year to visit the site of the Battle of Franklin, Carnton Plantation, the Carter House and many other historic locations throughout the City. In 2009, The National Trust for Historic Preservation awarded Franklin the prestigious title of Distinctive Destination for offering an authentic visitor experience by combining a dynamic downtown, cultural diversity, attractive architecture and a strong commitment to historic preservation. In the same year APA named the downtown Franklin area a Top Ten Great Neighborhood for the Downtown Franklin's outstanding historic character and architecture and meaningful protection measures the City has adopted to ensure Franklin's unique sense of place is not compromised by future growth and development.

Downtown Franklin, which is located immediately south of the study area, is well known for its annual festivals and parades including: The Main Street Festival in Spring; Fourth of July in Summer; PumpkinFest in October; The Veterans Day Parade in November; and Dickens of a Christmas in December. Thousands of tourists visit Franklin each year to attend these festivals and manymore throughout the year. Visitors enjoy the authentic 15

block historic district that offers true southern hospitality. The uniquely elegant shops downtown offer a variety of restaurants, clothing, gifts and galleries.

## Flooding Issues in Franklin

Flooding in the City of Franklin is not a recent occurrence. In fact, such events have been recorded in the City for at least 83 years. City staff has determined that there have been at least 10 significant floods since 1929. This historical data does not include smaller floods that may have occurred from time to time.

The City has been proactive in responding to the effects of flooding. The City floodplain was first identified by the National Flood Insurance Program (NFIP) in 03/31/78. The City entered the regular phase of the NFIP when the first Flood Insurance Rate Map (FIRM) became effective in 01/02/92. The City's current FIRM was effective on September 29, 2006. The US Army Corps of Engineers is currently re-studying the Harpeth River Floodplain and they and the Federal Emergency Management Agency (FEMA) are expected to provide the City of Franklin with revised preliminary FIRMs in 2014.

The City of Franklin had 441 Flood Insurance policies as of August 27, 2013. The Williamson County Natural Hazard Mitigation Plan indicated that Franklin has had 254 claims paying \$5,073,455.03 in losses between January 1, 1978 and June 30, 2010.



*1948 Flood*

The two waterways with floodplains which directly affect the study area are the Harpeth River and Sharps Branch. The Base Flood Elevation (BFE) for the Harpeth River varies from 636 feet above sea level at the East Main Street/ Franklin Road Bridge to 634.5 feet above sea level at the confluence of Sharps Branch and the Harpeth River. The elevation of the stream bed of the Harpeth River drops from an elevation of 609 feet at 89.5 miles above the mouth of the Harpeth River to approximately 602 feet at the confluence of Sharps Branch which is approximately at mile 86.25. The Elevation of the BFE for Sharps Branch in the study area is static at 634.5 feet. The stream bed of Sharps Branch is at an elevation of approximately 648.5 feet, 1.8 miles above the confluence, dropping to 606.5 at the confluence - a drop of 42 feet in a relatively short distance.

As a point of clarification for this report, the floodway is the deeper faster flowing area of the floodplain used to convey the base flood elevation through the community. The flood fringe is the shallower backwater area used to store the water during the base flood.

### 5th Avenue North Study Area

One of the main commercial gateways into the Historic Downtown, 5th Avenue North, is located within the 100-year floodplain. The City's Land Use Plan encourages redevelopment of this corridor while modifying floodplain boundaries to create an urban gateway into downtown. However, this would appear to be unrealistic based on the City's level of protective floodplain regulations



2010 Flood



1975 Flood

and the depth of the floodplain. Between 1929 and 2010, the City of Franklin experienced approximately 10 major flooding incidents along the Harpeth River. 5th Avenue North contained marginal commercial uses prior to the May 2010 Nashville Flood, and multiple buildings have been vacant since that time. The City of Franklin has adopted various ordinances since the 2010 flood, seeking to provide some flexibility for property owners.

### Entrance to the Historic Downtown Core and Design of the Urban Fabric

The physical appearance of the study area presents dissimilar characteristics in its urban form and an incongruent link to the Historic Downtown core. Further, the characteristics within the area are discordant, indistinct and incoherent. This is especially challenging considering 5th Avenue is an entry route or gateway to the historic core of the City. The initial perspective and perception of the average Franklin visitor is distorted, which may ultimately impede with the full economic potential of the Downtown area. In fact, a community member remarked about an observation a visitor had recently made regarding this area, as that visitor was convinced that Franklin had suffered severe economic consequences from the recent recession. The community identity and design integrity of the urban form becomes fragmented once you arrive at this stretch of 5th Avenue North between Del Rio Pike and Bridge Street. In short, the narrative of the Downtown core as demonstrated by the uniform spatial relationships of its districts and the rational vocabulary



*Diagram of the floodway and flood fringe areas*

of its architecture becomes disjointed and illegible upon entering the study area.

### **CPAT PROCESS**

The City of Franklin, Tennessee submitted a community application to APA's CPAT program in December 2012. Upon official selection, the Historic Franklin Floodplain Constraints project began in 2013 when APA staff started working Kelly Dannenfelser, Principal Planner, for the City of Franklin, to identify the expertise needed for the project. Particular areas of specialization included floodplain management, urban design, historic preservation, economic development, and transportation planning. Rich Roths, AICP, was selected as the Team Leader. Rich Roths and APA staff member and project manager, Thomas Bassett, conducted a preliminary visit to Franklin, May

8-9, 2013. During the preliminary visit, Roths and Bassett toured the entire 94-acre study area, which is roughly bounded by Del Rio Pike on the north, the Harpeth River on the east, Bridge Street on the south and 9th Avenue on the west. Roths and Bassett also met with City staff to be briefed on the challenges faced by the City of Franklin.

Following the preliminary visit, Roths and Bassett worked to identify the additional expertise needed for the project. The other team members selected were Kimberly Burton, AICP, Bill Harris, FAICP, Gail Henrikson, AICP, and Marc Yeber, ASLA (*see the Meet the Team section at the end of this report for information on each team member*). The team participated in several conference calls to discuss the project and studied a wide variety of background materials in the months leading up to their site visit.

The full team arrived in Franklin on September 15, 2013. On the following morning, the team was met by Kelly Dannenfels and several other City staff members, who provided the team with an overview of the on-going 5th Avenue North Improvements Streetscape project. Dannenfels then led the team on a comprehensive tour of the 94-acre study area and an overview of the rest of the City of Franklin.

Following the tour, the team began conducting stakeholder meetings, gathering information from elected officials, senior City staff, representatives of local non-profit and non-governmental organizations. The following day included additional stakeholder meetings with City staff and property owners within the study area. The day concluded with an open public forum and workshop that was conducted at City Hall. Team members facilitated conversations within groups and with the public and recorded key points discussed by stakeholders.

During the course of the following two days, the team worked independently to assess and analyze all findings and to prepare the presentation, which included the team's draft recommendations. The draft recommendations were presented to elected officials, community members and stakeholders at 6:05 p.m. on the evening of Thursday, September 19, 2013. The final report can be found online, along with other details of the project at <http://planning.org/communityassistance/teams/franklin/>. On Friday, September 20, 2013, the team integrated the community feedback from the presentation into the

recommendations and began preparing the final report.

### Organization of this Report

As the team interviewed stakeholders and spoke with members of the public, it became apparent that there was a significant divide within the community regarding redevelopment within the 5th Avenue North study area. One group of participants believed that economic development was the key to revitalizing the corridor and to allowing the City to recoup a portion of its costs associated with the streetscape project. This group generally supported a loosening of current regulations and promoted the construction of new commercial, mixed-use and residential projects within the study area. However, this group also stressed the importance of architectural design and compatibility with surrounding historic buildings.

The second group, while in agreement that maintaining the status quo was not a viable option, believed that new construction should not occur within the study area. Instead, participants holding this view advocated for additional parks, trails, connections to the river and open space, all of which would be low-risk compatible uses within flood prone areas.

The team has organized the recommendations based on whether they are a policy decision or an implementation measure. Recommendations are further classified by the time needed to accomplish those steps. The timeframes are as follows:



Stakeholder Meeting



Team observing conditions on Bridge Street

**TRAFFIC PATTERNS**

▶ Gateway Opportunities

⊖ Important Nodes



**PEDESTRIAN PATHS**

● Planned Focal Points

○ Potential Focal Points



- Short-term (up to six months)
- Mid-term (one to two years)
- Long-term (longer than two years).

These recommendations are discussed according to each of the following sub-areas within the study area:

- **Sub Area 1:** “Hill Property” and properties west of 5th Avenue, north of Mount Hope Road
- **Sub Area 2:** Bicentennial Park Area
- **Sub Area 3:** Properties, on the east side of 5th Avenue, south of Margin Street
- **Sub Area 4:** Properties on the west side of 5th Avenue, south of Mount Hope Road

The team also included overall general considerations and recommendations for properties outside of the study area as well as an overview of the urban design analysis. These considerations and recommendations were either raised during interviews with stakeholder groups or the public, or were noted by the team to have a direct impact on the study area.



*Sub Areas of Study Area*



# SUB AREA 1



THE HILL PROPERTY AND PROPERTIES ON THE WEST SIDE OF 5TH AVENUE,  
NORTH OF MOUNT HOPE ROAD

## OVERVIEW



Hill Property- City Facility

### Hill Property

The City owns property located on a mound adjacent to two African American cemeteries near Mount Hope Road and 5th Avenue North. The building on the property is currently used as a city administrative facility for water treatment. It is massed on 4.2 acres. The City is committed to removing the structure and is considering more appropriate development on the site. There were several alternative suggestions made during input sessions for this site. Possible uses include a new city hall, low-scale residential, entertainment district, retail/commercial, visitors center, community center, parking, open space. However, repeatedly, citizens insisted that any new development must respect the integrity of the adjacent cemeteries and not infringe upon the accessibility or physical/social context of the Hard Bargain neighborhood or cemeteries.

### POLICY RECOMMENDATIONS

#### 1. Utilize this Parcel for Open Space

*Other than the two, privately-owned African American cemeteries to the west of the "Hill Property", there are no parks, trails, or other greenway facilities in this sub area. Additionally, unless the "Hill Property" remains in public ownership, any new recreation or open space facilities in this sub-area would be isolated and would not directly connect to existing or proposed facilities.*

2. Encourage Low-Scale/Low-Impact Public Uses
3. Enforce Compliance with Floodplain Regulations
4. Ensure No Impact on Surrounding Historic Cemeteries

### IMPLEMENTATION MEASURES

#### 1. Construct an Interpretive or Visitor's Center/ Architectural Gateway Feature

The Hill property presents a unique opportunity to consider a wide range of redevelopment (or no development) strategies. Unlike most of the sites in the study area, this city-owned property is one of the only substantial sized sites not in the flood plain. It also has the distinction of being the site that is most visually prominent as one approaches the Downtown core from the north and understandably it is the site that has the most development pressure. That said, the site does have several constraints that would make it challenging to develop in any substantial manner. Although the site is elevated above the flood plain, access to it or from it would not be safe from a flood condition. Also the eastern side of the hill has been cut into and supported with a 25'-to 30' retaining wall. Circulation and parking for any sizeable development on the Hill property may render a proposed project less economically feasible. Another condition that requires some sensitivity is the adjacent cemeteries, one of which is on the National Registry for Historic Places.

Based on the conditions outlined previously, **it is recommended that the site be targeted for low scale community oriented development.** It was suggested on numerous occasions that this site should accommodate a welcome/ visitors / Franklin interpretive center or gateway marker for the City with the latter being a reoccurring theme amongst different stakeholder groups. These ideas not only would be suitable for the site but would also address the issue of a physical marker needed to denote the entry into the downtown historic core. Additionally, a smaller scaled project would lessen potential visual impacts associated with the retaining wall combined with a substantial structure looming overhead.

## 2. Construct a Community Center for Adults/ Teens

Many residents of the Hard Bargain Neighborhood expressed a desire to have a multi-generational community center that would provide a number of activities for children, teens and seniors. Because many residents may lack private transportation or access to public transit, a local facility within, or in close proximity to, the neighborhood was advocated for by residents. In addition to providing programs geared to those residents who are least likely to have access to transportation, the center could also serve as a center for job training activities and continuing education classes. Partnerships with local higher education institutions could provide GED classes, resume preparation and interviewing seminars, and nursing and other vocational training. Job fairs, computer training, and health and wellness seminars could also be conducted.

## 3. Construct Parking for Adjacent Historic Cemeteries

Due to the proximity of the Hill property to the cemeteries, converting all or some of this property to public parking is a possible option. It would allow for convenient access to the cemeteries and additional parking for them since current parking appears to be inadequate.

## 4. Create a Park-and-Ride Lot With a Shuttle to Downtown

A parking lot could also be used as overflow parking for the cemeteries and Bicentennial Park across 5th Ave and to Downtown, especially when there are special events. A shuttle service with the transit service could connect up to the parking lot for more convenient service. However, due to the high elevation of the properties and the distance from Downtown, a parking lot for those destinations may not be especially useful.

## 5. Utilize as a Park/Open Space

Converting all or part of the Hill Property to open space is another potentially viable option. The property could be partially maintained as open space with some parking provided for the cemetery and the park users. While the property has a tremendous vistas



*Hillsboro Street Improvement Project*

overlooking 5th Avenue, access to the site is hindered by the vertical grades and flooding that occurs at the base of the driveway. This will limit the future development potential of this site. Additionally, retaining the property for open space would ameliorate any unintended 'looming' that might be created by constructing a vertical building on an already steep and elevated hill. Amenities in this open space area could include passive uses such as benches or a curvilinear seating-wall, enhanced landscaping, or a gazebo. It is possible that more active recreational uses could also be incorporated if such uses were located safely away from the retaining wall along 5th Avenue. Such uses might include playground equipment and basketball hoops.

## 6. Create a Bicycle Trailhead

A bicycle trailhead at the Hill Property would maximize the views afforded by the property's elevation and would create a welcoming arrival point for bicycle riders. However, additional trail connectivity would be needed to safely route users to and from the property. Such connections could parallel the access drive that already exists on the property. Additional connections to and through the cemeteries to Mount Hope Road should be encouraged. Access to the Hill property will always be limited by the location of the access drive, which is located within the flood fringe of Sharps Branch and the Harpeth River. This location means that the only access is likely to be blocked for significant periods of time during flood

events. The City's information indicates flooding of at least 6 feet during the 2010 event. The future use of this property should be limited to activities which will not be adversely affected by a road closure for long periods, unless another access point can be created that is outside of the floodplain.

### Other Properties North of Mount Hope Road

The remainder of this sub-area consists of the properties that immediately front along the west side of 5th Avenue North, north of Mount Hope Road. These parcels include the Sonic drive-in and a check cashing establishment.

This sub-area is generally low-lying, being approximately 12 feet below base flood elevation at the deepest portion. During the 2010 flood, all of these properties experienced some level of flooding.

During the course of stakeholder interviews and public input, the participants appeared to be equally divided between the "Development" and "No Development" scenarios. Among those who supported the "Development" scenario, possible desired uses in this sub-area included restaurants, small-scale retail sales and service uses that would cater to the needs of surrounding residents. The "No Development" and alternative development uses included keeping but relocating the Sonic restaurant out of the floodplain and utilizing the area as open space.



View from Hill Property

## POLICY RECOMMENDATIONS

1. **Prohibit Further High-impact Development in Favor of Temporary-use Venues and Open Space**
2. **Enforce Compliance with Floodplain Regulations**

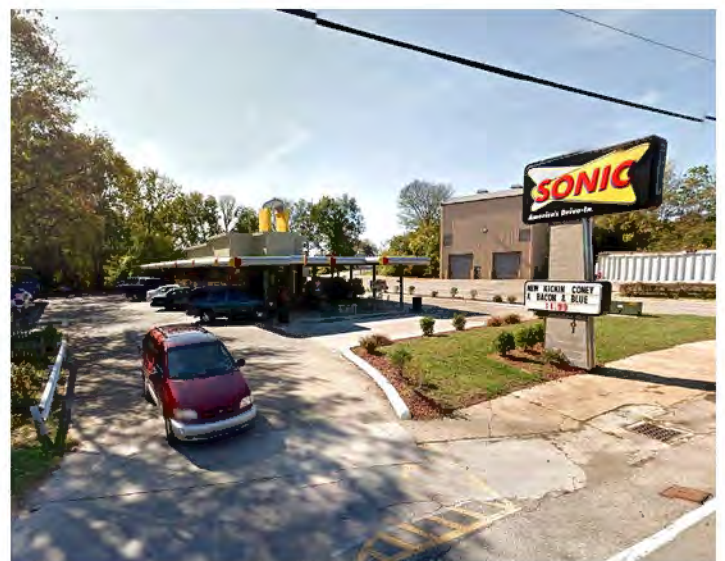
## IMPLEMENTATION MEASURES

1. **Establish a framework to Encourage Low-Impact Development**

Since this is one of the areas more prone to significant flooding and resulting property damage, future planning should limit use to programming that is not permanently habitable.

2. **Develop Incentives for Relocation of Sonic and Other at Risk Businesses/Properties**

The Sonic shop has become an icon among students attending Franklin High School. To some degree, the shop has acquired a cultural niche as viewed by the students. Damaged in the 2010 flood, the shop has been repaired and reopened for continuing business. Located on the west side of 5th Avenue North, the shop is situated in the deeper parts of the floodplain/floodway. Thus there is a very high potential that a similar result of major damage will occur in the next significant flood. Relocating Sonic to a location such as the Kroger shopping center site north of Del Rio Pike would eliminate the potential for significant flooding reoccurrence.



Sonic Drive-In Restaurant

# SUB AREA 2



BICENTENNIAL PARK AREA

## OVERVIEW

### Bicentennial Park Area

The City initially assembled these parcels, which are bounded by the Harpeth River on the north and east, Margin Street on the south, and 5th Avenue on the west, in 1999. The proposed plan calls for the extension of 3rd Avenue, several overlooks, a pavilion, stormwater retention facilities, a walking trail, and a picnic deck. The extension of 3rd Avenue, to its new terminus with 5th Avenue, is currently under construction. The westernmost overlook is also funded for construction at this time. However, no funding has been ear-marked for the remainder of the park improvements. The Team believes that this park is an asset to the community and strongly recommends that the City continue to aggressively seek grant funding to complete the remaining improvements.

### French's Property

French's Boot and Shoe store is located at 328 5th Avenue, immediately west of the Rest Haven Cemetery, and immediately north of the three parcels purchased by the City. This site, which currently contains a viable private business venture, is completely located within the Flood Plain Overlay and a small portion of the parking lot is located in the floodway. It is likely that in the future, this parcel will become a candidate for redevelopment.

**The Team would recommend that the City work with the property owner to obtain the property, either through outright purchase or through a land swap.** If the City were to obtain the parcel, possible reuse scenarios for the site might include a welcome center or



*Franklin City Cemetery*

additional parking for the City's two historic cemeteries, special events and/or Bicentennial Park.

If it is not possible for the City to obtain control of the property, The Team would recommend that the City negotiate with the property owner to lease additional parking for the cemeteries and special events. The Team would also recommend that the City partner with the property owner to beautify the parking lot, particularly with regard to enhanced landscaping.

While the Team does not recommend redevelopment in this sub-area, if at some point the site is privately redeveloped, special consideration should be given to floodplain conformance. The building and parking lot currently occupied by French's Shoe Store are located within the floodplain of the combined Harpeth River/Sharps Branch. City records indicate that this site flooded to a depth of 6 feet during the 2010 event.

Regardless of who may own or redevelop the site in the future, it is recommended that any improvements to the surface of the parking lot be paved with a pervious material. Other minor improvements could be made to the lot with a minimum amount of disturbance in the topography, but any displacement could be compensated on the remainder of the Bicentennial Park site.

If the City purchases the building in the future, it is recommended that the building be demolished and any replacement structure be elevated to one foot above the base flood elevation. Again there should be adequate



*French's Property*

space to provide compensatory storage, if needed, on the remainder of the Park property. Additionally, the following items should be considered:

- Building placement or Siting
- Options to obtain floodplain conformance, including raising the base floor height of the building and the use of embankments and/or other flood-proofing methods
- Access management, parking intensity, traffic safety
- Expanded low impact commercial uses
- Prohibit residential uses

### City-Owned Properties

The City purchased three properties on the east side of 5th Avenue in the 300 block. The properties were purchased because the 5th Avenue streetscape improvements required additional right-of-way along these parcels, which eliminated or severely reduced the ability for on-site parking to be provided on these lots. The buildings on these parcels will ultimately be demolished. As part of the stakeholder and public meetings, the team obtained input as to what might be done with these parcels, following completion of the streetscape project. These options are discussed in further detail, below.

### POLICY RECOMMENDATIONS

1. Purchase Remaining Properties Adjacent to the Park Boundaries
2. Continue to Implement the Bicentennial Park plan



Access road - adjacent to Bicentennial Park

3. Visually and Physically Connect 5th Avenue and Bicentennial Park
4. Program Additional Open Space as it Becomes Available
5. Acquire and Remediate the site referred to as the "Dump" for additional space

### Area and Bike Path Extension

The City should acquire and remediate the "Dump" and make the site an extension of Bicentennial Park. The property is currently unsafe to use and has a high probability of contamination, exposing hazards to residents and the river alike. Any development of any type on this property is not recommended due to its location in the floodway.



example of open space terracing doubling as seating



*Example of trailhead*

## IMPLEMENTATION MEASURES

### 1. Program Future Bicentennial Park Enhancements

Throughout the course of the stakeholder and public meetings, several recommendations were provided regarding additional improvements that would enhance the proposed park plan. These recommended amenities include:

- Constructing an amphitheater
- Providing additional parking for the cemeteries
- Developing a Splash park
- Implement additional active trails/connections

### 2. Design and Construct an Architectural Gateway Feature.

As with the Hill property, the properties along the Eastern edge of 5th Avenue, between Margin Street and the 3rd Avenue Extension, present an opportunity to create a gateway strategy that would delineate an entry point into the Downtown Historic core. This opportunity is particularly feasible, as there are very few options for development since these properties are entirely within the floodplain. Furthermore, the fact that these three contiguous sites are triangular in nature and consist of only 0.6 acres, may hinder redevelopment efforts. As these parcels adjoin the proposed Bicentennial Park and Rest Haven Cemetery, which is listed on the National Register of Historic Places, a gateway strategy that includes a welcome or visitors center will help to add some definition to an

otherwise undefined edge.

To better complete this stretch of 5th Avenue, it is recommended that a landscape strategy employs both hard- and soft-scape schemes. This includes decorative bollards to define the street edge and provide protection to cyclists and pedestrians; pavers for various paths to delineate them from the common sidewalk; pedestrian lighting to further add to an edge condition; a robust landscape scheme to encourage cycling and walking; and street furniture and other amenities to enhance the pedestrian experience. These recommendations should complement the Bicentennial Park's elements but not mimic them so as to be a separate design strategy that defines the public realm along 5th Avenue. Additional measures include:

- Relocating downtown special events to the site
- Increased connectivity to and use of the river
- Relocating the farmers market to the old Durango boot factory and increasing its frequency of operation
- Installation of underground cisterns to retain extra water for times when the City runs low on water supply.

### 3. Create a Bicycle Trailhead

Trailheads are features along bikeways and multi-use trails to provide rest stops for the trail users. Many different features can be part of a trailhead and they can be designed into a variety of styles. Some



*Example of open pavilion*



features could include bicycle parking, restroom facilities, visitor's information & directions, vending machines, vehicle parking, and even small shops for a larger trailhead building. Locating a trailhead near or adjacent to a parking lot, parking garage, sidewalks, and/or transit stops allows for users to change modes and travel along a new route. For example, someone could bike into the City on a bike trail, stop at a trailhead located near a transit stop, leave the bike at the bike rack and take the bus downtown. Another example is someone could drive into town with a bike on their vehicle, park in a parking garage or surface lot that has an adjacent trailhead, and then bike throughout town and back to their car. The two biggest issues faced by bicycle users are convenient bicycle parking/storage and restroom facilities. It is recommended that these two options be included at the trailhead when possible.

This park is an ideal location for a trailhead with its abundant open space and walkability/bikeability on site. The trailhead could be placed in several locations throughout the park as long as it is placed in close proximity to the bike trail that is proposed to wind through the park alongside the river. Two ideal locations in the park would be at the old boot factory and at the east end of Margin Street.

The City should also continue the proposed bike trail from Bicentennial Park along the river through this property and the auto repair shop site and further



*Future Bicentennial Pavilion*

on along the river to provide connectivity and recreational options for trail users.

#### **4. Construct an Open Air Pavilion**

In addition to the City's proposed park improvements, the City has put forth the idea of converting the shell of the former Durango boot factory to use as an event pavilion. One of the potential events that could utilize this space would be the farmers market, which is currently located at The Factory on Liberty Pike. On-site associated parking would also need to be integrated into the plan for users of the market. The structure could be placed in a variety of areas on the park site and would be compatible with the floodplain/floodway that affect this property.

#### **5. Utilize City-Owned Properties for One or More of the Following Uses**

##### **a. Parking for City Cemeteries**

The parcels purchased by the City are immediately to the west of the Rest Haven Cemetery. Some citizens and stakeholders indicated that there was a need for additional off-street parking to serve both this cemetery and the City Cemetery on the east side of 4th Avenue. While the team did not have survey information for the properties readily available at the time of preparing this report, it appears that the irregular shape and small size of the parcels would yield



*Winter Garden Market Pavilion*

only a minimum number of off-site parking spaces, at best. Additionally, because the team is recommending that vehicles be prohibited from backing directly out onto 5th Avenue, parking at this location is not likely to be a viable option.

b. Shuttle/Public Transit Pull-Out

Another alternate use for these City-owned properties could be as a shuttle or public transit pull-out. While users of the shuttle or transit service would still need to park elsewhere and walk to the site, there appears to be sufficient property to allow the construction of a “pull-out” facility off of 5th Avenue to pick up passengers.

c. Open Space

Converting the city-owned properties to open space along the east side of 5th Ave is a feasible option. Due to size and access constraints on the site, in addition to being located in one of the deeper areas of the floodplain, development of a building on this site is not ideal and therefore is not recommended. The green space, with its proximity to 5th Ave, should contain mostly passive uses for safety reasons, so it could include some or all of the following options: bench seating for people who are visiting the cemeteries or park, artfully-designed winding seating-wall, aesthetically-pleasing landscaping, gazebo, or other shading device. Open space uses for recreation and children are not recommendation due to safety, pollutions and noise concerns with the proximity of traffic on 5th Ave.

d. Farmer’s market/Open-air market

A small open air market pavilion or simply a pop-up farmer’s market could be built or set up on the City-owned properties on the east side of 5th Ave; however the properties only total 0.6 acre and the site is irregularly shaped, so it would be a tight fit unless integrated somehow with the French’s property to the north (all the property or use/lease of their parking). The use would be compatible with the floodplain, but there would not be any on-site parking (unless an arrangement with French’s could be settled), so this is not the most ideal site for this use. A small parking lot or open space would be a better fit.



*Rest Haven Cemetary*

**6. Update Public Areas to Address Access and Safety**

During the course of the Team’s fieldwork, it was noted that there may be minor upgrades needed to public infrastructure to address access and safety concerns. For example, there is a bollard at the end of Margin Street at the access point to the Harpeth River Bike Trail. This feature is designed to keep motor vehicles off of the trail. It is recommended that any bollards limiting access along the trail be constructed so that they may be dropped-down by first-responders to allow access by emergency vehicles.

# SUB AREA 3



PROPERTIES EAST OF 5TH AVENUE, SOUTH OF MARGIN STREET

## OVERVIEW

### Properties East of 5th Avenue, South of Margin Street

This sub-area is comprised of those parcels that are south of Margin Street, east of 5th Avenue, west of the Harpeth River and north of Bridge Street. This sub-area contains many historic structures that have been converted from a residential use to a non-residential use. The “Old, Old Jail” (*Art Deco Jail built in 1941*) and the “Old, Old, Old Jail” (*McConnell House originally built in 1905*) are also located in this sub-area. The 1941 Jailhouse building has been purchased by the Heritage Foundation of Franklin and is in the process of being restored. The 1905 Jailhouse building has been restored and is currently used as an event venue. The owners of this property have indicated that they would like to expand their facility to include an outdoor event area, which would wrap around the north side of the 1941 Jailhouse.

One suggestion which was received from the public was that a floodwall or levee could be used to protect this sub-area. However, the Team’s determination is that a levee is not an option due to the constraints within the sub-area. It is possible that a floodwall might be an option for the strip mall (*located at the NE corner of Bridge & 5th*) if access is available from Bridge Street and if the footprint of the building is not increased. The only way development should be allowed on the remainder of the sites in this sub-area is if new development is constructed to meet the City’s flood protection requirements.

### POLICY RECOMMENDATIONS

- 1. Create a Transition Zone into the Historic Downtown Core**
- 2. Prohibit New Residential Construction in the Floodplain**

Currently, with a few limited exceptions, the City does not designate a minimum or maximum permitted densities in the Central Franklin Special Character Area. Instead, density is negotiated on a case-by-case basis, and is determined by the quality and design of each individual development proposal. Not only does the Franklin Land Use Plan encourages infill development in this area of the City, the Team also heard from several stakeholders and members of the

public who either advocated for, or acknowledged, that higher density in the core downtown area was essential for long-term sustainability. Increased density, would provide a permanent market base for locally owned-businesses and could potentially decrease the number of vehicle trips. However, this particular sub-area is not suitable for residential development as a majority of the parcels are either located in the Flood Fringe or the Floodway. Allowing residential development within the floodplain places not only property, but human lives at risk. While certain non-residential uses may be appropriate for this sub-area, the team does not recommend allowing any new residential uses within the floodplain or increasing permitted residential densities within this sub-area.

- 3. Require Existing Residences and Businesses to Conform with Current Base Flood Elevation Requirements when Constructing Additions or Completing Renovations**
- 4. Encourage Modification to Existing Structures to Bring into Conformance with Current Base Flood Elevation Requirements**
- 5. Program Additional Open Space or Similar Uses as Land Becomes Available**
- 6. Consider Purchase of Properties for Use as Public Open Space**
- 7. Support Improvements that Enhance Mobility**
- 8. Develop Design Standards**

### IMPLEMENTATION MEASURES

- 1. Require Elevation Certificates**

Flooding along the East Side of 5th Avenue between Margin and Bridge Street may be caused by either flooding from Sharps Branch or the Harpeth River and probably from a combination of both sources. Currently there is a strip mall, four commercial structures, a manufactured home, and associated accessory structures in this sub-area. These are all located in the flood fringe area. During the 2010 event, the strip

mall saw flood depths of up to 2 feet. The structure at 232, 234 and 242 5th Avenue North saw flood depths of up to 4 to 6 feet. The manufactured home also saw depths of up to 6 feet. It is recommended that elevation certificates be completed on all five structures. Unless the elevation certificates, along with the flood levels indicate that the structures are above the flood elevations, it is recommended that if the structures remain empty after the State of Tennessee's non-compliance deadline they be demolished. If the structures are demolished any new construction should be based on the City of Franklin's floodplain management ordinance requirements.

## 2. Educate Owners Regarding Protection of Historic and Non-Historic Structures in the Floodplain

For the historical structures located in the floodplain, it is recommended that the Heritage Foundation and the City of Franklin's Historical Preservation Planner contact the US Department of the Interior to obtain guidance and documents concerning protection of historical structures in the floodplain. This information should then be distributed to the owners of historic properties within the sub-area.

The 1941 Jailhouse site is located in the flood fringe and was flooded to a depth of two feet at the rear of the building. This is a historical structure and does not have to meet any flood protection requirements. However, the City of Franklin must consider a variance for the property if any improvements are made to the building, which would be considered to be a

substantial improvement. The Team has also been advised that the Heritage Foundation, which is funding the rehabilitation of the building, is considering using the lower floor of the building for the storage of historical records after the rehabilitation is completed. The Team strongly recommends against such a use as it potentially places these documents at significant risk of damage or complete loss. While the Foundation is proposing to store the records on shelves to a height above the base flood elevation, there is no guarantee that flooding will not exceed those depths in the future, thus placing rare and important records at extreme risk.

The 1905 Jailhouse is located in the floodplain of the Harpeth River. The building is on the National Register of Historic Places. This is a historical structure and does not have to meet any flood protection requirements. However, the City of Franklin must consider a variance for the property if any improvements are made to the building that would be considered to be a substantial improvement. The recommendations regarding the use of the lower level of the 1941 Jailhouse also apply to this building. It is recommended that the City determine the location of the floodway on this site prior to allowing any modifications at the rear of the property, since the Heritage Foundation discussed the possibility of modifications.

In the case of the non-historical structures located in the floodplain, the City should complete substantial damage reviews after any future floods and should



*example of sharrows for bike safety*



*Bridge Street*

require the owner(s) to meet the flood protection requirements if the structures are substantially damaged. In the meantime, it is recommended that the City distribute information to the owners regarding protecting the structures from future floods. If owners are interested in mitigating their structures, the City could apply to the State and FEMA for mitigation funds.

### **3. Restore Historic Features of Modified Historic Buildings Within the Sub-Area**

The sub-area consists of low scale residential and non-residential buildings that helps to define much of the historic character of the neighborhood and the Historic Downtown Core. This area is fairly intact and effectively contributes to an existing historic urban fabric. However, a majority of the properties sit in the floodplain, and three of those sites that are closest to the Harpeth River are situated within the floodway. With the exception of those few buildings at most risk, the objective in this sub-area should be to maintain, protect and enhance the current neighborhood pattern and character. Rehabilitation and flood-proofing incentives for the City's cultural resources should be paramount. It is recommended that the City seek opportunities to develop programs that would encourage owners of historic buildings to take proactive measures to protect the City's cultural resources. For structures that are historic in nature, but have been altered to such a degree so as to have lost their architectural integrity, it is recommended

that full rehabilitation be considered. This not only means the restoration of character defining architectural features, but also the requirement that such structures be flood proofed and mechanical/electrical systems be upgraded.

### **4. Program One or More of the Following Public Open Space Alternatives**

#### **a. Amphitheater**

During the course of obtaining public input, it was suggested that an amphitheater be considered in this sub-area, specifically along the east side of 5th Avenue North. It is doubtful that an amphitheatre could be constructed in this area, even if the lots were assembled into one parcel. Furthermore, the Team does not recommend an amphitheatre immediately along the east side of 5th Avenue, as traffic noises will negatively impact the type of activities conducted in an amphitheater such as music or dramatic events. A better alternative would be to locate an amphitheatre further to the east, closer to 4th Avenue and Margin Street, as this area is farther away from vehicular traffic and would provide an additional amenity in close proximity to Bicentennial Park.

#### **b. Open air market**

A modest-sized open air market pavilion would potentially fit well on the properties along the east side of 5th Avenue, just south of Margin St. There would be limited room on-site for associated parking for vendors and visitors; with the remainder of the required parking having to be located off-site. If this alternative is pursued, the structure should be built as close to 5th Avenue as possible, in order to project a pedestrian-friendly and visual presence to passers-by. This would complement the new streetscape strategy, provide revenues for the property owner(s), and allow for construction of a structure that would be compatible with the floodplain conditions of these properties. In addition, this would be a unique and a marketable feature for Franklin, drawing residents and visitors alike.

### **5. Acquire, Demolish and Remediate Auto Shop Site on Bridge Street**

Immediately to the east of the Old, Old, Old Jail, is an existing auto repair shop. This property is entirely

within the floodway. Up to six feet of flooding occurred on this parcel in 2010. The Team recommends that the City acquire this property and demolish the existing buildings. Because of its extended use as an auto repair shop, it is likely that there is contamination on the site. At a minimum, once the property has been acquired, the City should conduct a Phase I environmental site assessment, in order to determine what, if any, contaminants are located on-site, and the extent of any such contamination.

## 6. Add 4-Way Stops on Bridge Street at the 2nd Avenue and 4th Avenue Intersections

There is a high volume of east-west traffic on Bridge Street, making it difficult for pedestrians and vehicles alike to cross Bridge Street. Some traffic calming measures should be introduced to reduce vehicular speeds enough for it to be comfortable for all users of Bridge Street. Suggested calming measures include installing four-way stops at 2nd & 4th Avenues, adding raised and striped pedestrian crosswalks at all intersections across Bridge Street, and/or installing pedestrian sidewalk bump-outs at all of the intersections (2nd, 4th & 5th), similar to the installations at the 3rd Ave intersection.

The City Plan also calls for a bike route along Bridge Street. Neither a bike trail (off-street) nor bike-lanes (on-street) could be installed without acquiring additional right-of-way, which is not a feasible option for this area. Instead, sharrows are recommended, along with the appropriate *'share the road'* signage.

## 7. Create Overflow Parking Lots

In the two vacant lots along the south side of Margin, between 2nd and 3rd Avenues, the Team recommends the City consider creating improved parking lots that meet all current code requirements for use by businesses, the park, the cemeteries, and for special event overflow for Downtown. An additional option, though much more costly, would be construction of a parking garage. In addition to base construction costs associated with a parking structure, additional measures would also have to be taken in order to mitigate potential floodplain impacts. These measures would likely make construction of a parking

garage economically unfeasible at this time.

## 8. Enhance Walkability and Bikeability on Margin Street

Margin Street is currently a hazardous road on which to walk or bike, due to a lack of sidewalks or delineated bicycle lanes. With the existing cemeteries and the construction of Bicentennial Park alongside the northern side of Margin, it is important to offer safe options for a variety of transportation modes and users. An initial low-cost option would be to mark sharrows in each direction along Margin Street with 'share the road' signage since there is not currently enough room for bike lanes along Margin. Also, in the short-term, a sidewalk should be constructed along the south side of Margin between 3rd and 5th Avenues. It is currently not possible to construct sidewalks on both sides of Margin Street from 5th Avenue to 3rd Avenue without the need to acquire additional right-of-way from adjacent property owners. In the long-term, Margin Street should be widened to include sidewalks on both sides of the street. Between 3rd Avenue and 1st Avenue, there is sufficient right-of-way to install sidewalks on both sides of the road, and the northern sidewalks are already included in the Bicentennial Park plan.

## 9. Rezone Properties to Prohibit Incompatible Uses

The properties that front 5th Avenue North constitute the prominent entry into the historic core of downtown Franklin. Currently, these properties are zoned



Old Daycare at Margin Street and 4th Avenue

GC, General Commercial, which permits more intensive, highway-oriented businesses, such as automotive fuel sales and automotive service stations. These types of uses are not only incompatible in the floodplain, but also with the historic character of properties south of Bridge Street. Additionally, such types are inconsistent with the uses and scale of development in the historic residential areas to the east. Therefore, the Team recommends that a new or different zoning classification be applied to those properties that front on 5th Avenue. The new zoning designation should prohibit uses that are auto-centric and should require buildings to be constructed as close as possible to the edge along 5th Avenue.



*Bridge Street crossing*

## **10. Revise City Codes to Ensure Architectural Compatibility with Surrounding Historic Development**

New development in this sub-area should require buildings to be architecturally compatible with surrounding historic development in the Downtown core. This would include design, scale, and mass of buildings, as well as placement and orientation of the buildings on the lot. Historic buildings located south of Bridge Street are placed at or close to the front property line, lining the street. These code revisions would achieve the dual purpose of creating a streetscape that mimics the character of the adjacent historic downtown, and would, by default, eliminate the ability to place parking between the street and the building, thereby addressing citizen concerns about vehicles backing directly out onto 5th Avenue. City codes should be amended, if needed, to mandate that new construction be placed within 0-5 feet of the front property line with parking to the sides or rear of the building. Renovations, expansions and additions to existing buildings should be required to bring the buildings into compliance with the new build-to regulations, as much as would be practicable.

## **11. Amend Codes to Incorporate Urban Design Oriented Standards**

The area along 5th Avenue just south of Margin Street consists of legal non-conforming development that is small-scale in nature, and includes contributing and non-contributing elements to the historic district. Every property that fronts 5th Avenue (between

Margin Street and Bridge Street) sits in the floodplain, making development and an urban design strategy complicated. Based on the degree of historical significance for individual buildings in the district, it may be a considerable challenge to develop a meaningful streetscape module that connects with the rest of an urban design framework for 5th Avenue. Each one of these properties likely has significant and unique constraints, from substantially under-utilized parcels and street edge parking lots to flood-susceptible buildings and facades of non-defining character.

However, should the City consider significant economic incentives for rehabilitation and/or allow some low-scale retail or restaurant redevelopment (with flood design guidelines and street character standards), then the foundation for an active street may be realized. Similar design strategies recommended for the west side of 5th Avenue can be applied to the east side. Should such a plan be implemented, a well defined street edge comes into focus, activity becomes concentrated at the edges and connectivity to the Downtown core becomes more apparent.

## **12. Revise Zoning Code to Allow Increased Types of Commercial Uses**

A city's economic security and urban design prowess are determined in large measure by the effective blend of businesses within its commercial districts. Land dedicated to commercial/retail uses enhances tax production. The study area affords a number of opportunities to increase the mix of permitted



non-residential uses. To that extent, the City's zoning regulations should be revised to allow an enhanced list of permitted commercial and ancillary uses. However, it is clear that development in this area will require placing structures at elevated levels to meet flood construction guidelines.

### 13. Site-Specific Recommendations

#### a. 2nd Avenue and Margin Street

This site is located in the flood fringe area and was flooded to a depth of 8 to 10 feet in the 2010 flood. If any structural construction is proposed for the site at 2nd Avenue and Margin Street, it should be required to meet the City's minimum Flood Damage Protection requirements. The City should consider a land swap or transfer of development rights for this property and use the site for parking for Bicentennial Park and/or for the businesses located in the historical neighborhood.

#### b. Old Daycare

A building located at 234 4th Avenue (at the intersection of 4th Avenue and Margin Street) was formerly a day care center. The building is in the flood fringe and experienced flooding in 2010 of up to four feet in depth. Affected negatively after the 2010 flood, the building is now in disrepair and is currently vacant. The building also lacks a consistent level floor surface and needs extensive repairs. The Team was advised that the owner is proposing to raise the floor in the building to meet the floodplain management requirements prior to reuse. The Team concurs with this proposal, subject to the condition that the outside portion of the building that is located in the floodplain be protected by flood resistant materials. Clearly a viable exercise may also be to replace the existing building with a higher and better use. The current building does not hold promise for investment to meet floodplain conformance.

*Examples of elevated houses*



# SUB AREA 4



PROPERTIES WEST OF 5TH AVENUE, SOUTH OF MOUNT HOPE ROAD

## OVERVIEW



*View from 5th Avenue looking northeast*

### Properties on the West Side of 5th Avenue, South of Mount Hope Road

This sub-area is bounded by Mount Hope Road on the north, the properties immediately fronting 5th Avenue on the east, Highway 96W on the south and 9th Avenue on the west. This sub-area includes portions of the Hard Bargain Neighborhood, an auto repair station, a car dealership, a bank, and a large warehouse facility, commonly referred to as the “Jewell Property”. The property commonly referred to as the “Hill Property” is not included in this sub-area, and is discussed previously in this report.

One of the concerns commonly expressed by stakeholder groups and community members is the lack of effective uses to generate activity, the sporadic development and resulting significant gaps in the urban fabric and a design that detracts from Franklin’s already established identity for the 5th Avenue and Hwy 96 West area. The desired goal stated by these same constituents is to focus a significant amount of effort and resources to re-imagine and remake this stretch of 5th Avenue to create a better transition and gateway to the downtown historic core. This sub-area is generally low-lying, being approximately eight feet below base flood elevation at the deepest portion. During the 2010 flood, all of these properties experienced some level of flooding.

During the course of stakeholder interviews and public input, the participants appeared to be equally divided

between the “Development” and “No Development” scenarios. Among those who supported the “Development” scenario, possible desired uses in this sub-area included restaurants, small-scale retail sales and service uses that would cater to the needs of surrounding residents, and a boutique hotel. “No Development” and alternative development uses included an amphitheater and an open air market, in addition to simply utilizing the area as passive open space.

There are five structures located in the floodplain immediately on the west side of 5th Avenue. One structure located at the northeast corner of Mount Hope Road is in the floodway of Sharps Branch. The team recommends that the long range plan of the City should be to purchase and demolish this structure to open up the floodway.

One suggestion for development all of the 5th Avenue North study area was the construction of a flood wall, levee or ring levee. **The Team does not recommend constructing a flood wall /levee for the following reasons:**

- Flooding comes from both Sharps Branch and the Harpeth River, thus a regular floodwall or levee would not protect a structure.
- Due to the depth of flooding, a ring levee would have to be built to an elevation of one foot above the Base Flood Elevation. The height would be such as to block the view of the commercial or retail structures in this area.
- A levee or a ring levee takes up 3 feet in width to every 1 foot in height, necessitating a considerable amount of land to construct.
- These barrier wall strategies would impact adjacent properties by pushing flood waters to those properties

There are four sites located on 5th Avenue that are located in the flood fringe area. Flooding of the auto dealership was eight feet at its maximum depth. Flooding at the auto garage was at an elevation of six feet, while flooding on the site owned by the City of Franklin was at an elevation of two feet. Flooding to the site owned by Dale Watson was at an elevation of eight feet. In the short range, only the City facility could be mitigated using dry-flood-proofing techniques. Any redevelopment of the remaining sites should be required to be elevated to one foot above the base flood elevation. Any redevelopment



*Example of floodable structure*

could be accomplished by placement of fill if there is adequate space on-site to allow compensatory storage. Otherwise any structures should be elevated off the natural grade above.

## **POLICY RECOMMENDATIONS**

### **1. Prohibit New Residential Construction in the Floodplain**

Currently, with a few limited exceptions, the City does not designate minimum or maximum permitted densities in the Central Franklin Special Character Area. Instead, density is negotiated on a case-by-case basis, dependent upon the quality and design of each individual development proposal. The Franklin Land Use Plan currently encourages infill development in this area of the City. Additionally, the Team also heard from several stakeholders and members of the public who either advocated for, or acknowledged, that higher density in the core downtown area was essential for long-term sustainability.

While increased density, in close proximity to goods and services, would provide a permanent market base for locally owned-businesses and could potentially decrease the number of vehicle trips, this particular sub-area is not suitable for residential development, as a majority of the parcels are located in the floodplain. Allowing residential development within the floodplain places not only property but, also human lives in possible jeopardy. While certain non-residential uses may be appropriate for this

sub-area, the team does not recommend allowing any new residential uses within the floodplain or increasing permitted residential densities within this sub-area.

- 2. Revise City Codes to Incorporate Regulations Regarding Building Placement and Design Standards**
- 3. Purchase Specific Sites Within the Floodplain to Open Up the Floodway and Provide Open Space**
- 4. Pursue Mobility Improvements to Mount Hope Road**
- 5. Require Reconstruction of Existing Residences and Businesses to Conform with Current Base Flood Elevation Requirements**
- 6. Encourage Modifications to Existing Structures to Increase Conformance with Current Base Flood Elevation Requirements**
- 8. Increase Multi-Modal Mobility and Inter-connectivity**

## **IMPLEMENTATION MEASURES**

### **1. Encourage Dry Flood-Proofing Techniques**

Flood heights from the 2010 flood to the sites on Highway 96 were two feet or less above the Base Flood Elevation. It is recommended that in the short range City staff work with the property owners to encourage them to incorporate dry flood-proofing techniques to the outside of the buildings. In the long range any redevelopment should be required to meet the minimum requirements of the City's Floodplain Management Ordinance.

### **2. Site Specific Recommendations**

There is one site on Mount Hope Road that is located in the flood fringe area. Flooding from the 2010 flood to the Mount Hope Road Site was at a maximum level of eight feet. Any redevelopment of the site should be required to be elevated to one foot above the base flood elevation. Any redevelopment could be accomplished by placement of fill if the site has adequate space to allow compensatory storage. Otherwise any structure should be elevated on columns.

### 3. Remove Vegetative Overgrowth from Sharps Branch

The floodplain on Sharps Branch extends upstream of 9th Avenue along Green Street in the Hard Bargain Neighborhood and Highway 96, and eventually extends to just upstream of Natchez Street. During the public input meetings conducted for this study, the Team heard repeated complaints regarding flooding in this upstream area. Based on the Team's tour of the floodplain area, the Sharps Branch Basin appears to have a number of issues. At a minimum, the issue that can be dealt within this study area is the need for stream maintenance activities below 9th Avenue. This area is heavily overgrown and the vegetation should be trimmed or removed. Once the vegetation maintenance is completed additional stream maintenance such as clearing debris or bank maintenance may become evident. In addition, a long range stream maintenance plan should be drafted and implemented. The remainder of the suggested mitigation options will be discussed under the Other/Outside of Study Area Section of the report.

### 4. Program One or More of the Following Open Space Alternatives

#### a. Amphitheater

One possible option suggested for this sub-area is an outdoor entertainment or amphitheater site. The Alexander Auto Dealership site appears to be the only site that is adequate in size for such a venue within this sub-area. In order to accomplish flood resilient construction, seating should be constructed of concrete which is durable and can withstand a floor event with little or no damage. Should surface parking be included, it should be constructed of pervious pavers. **Any construction in the flood fringe may require compensatory storage.**

#### b. Open air market

This idea was developed to combine the desire to build in the floodplain while limiting floodplain impacts via the use of an open structure. This type of structure is permanent and is covered. It has electricity and can have ventilation and heating, so it can be used throughout the day and most of the year. A private developer could build this structure and rent out spaces to different vendors and users for varying



*Pedestrian crossing*

lengths of contracts and amounts of space. It would provide Franklin with a unique use that would draw both local residents and visitors alike. A large variety of merchants would likely be interested in renting space, from farmers to craftspeople to some services and mini-grocers, since portable refrigeration units could be accommodated. The structure would have to meet FEMA's opening requirements in order to allow flood waters to flow through and minimum height requirements for the roof to ensure it would be above the flood waters.

A large open air market pavilion would fit well on the car dealership property due to the site's large size. There would be room on-site for associated parking for visitors and vendors. The structure should be built as close as possible to 5th Avenue to reinforce a street edge condition and further define circulation paths. This would complement the new streetscape, provide revenues for the property owner, and allow for construction of a structure that would be compatible with the floodplain conditions that exist on this property

### 5. Construct Walkability and Bikeability Improvements on Mount Hope Road

Mount Hope Road runs past a school, residential neighborhood and cemetery, and so would benefit from the addition of bike lanes to serve the residents in that area. The roadway should be widened by 4-6 feet to accommodate the bike lanes. However as this would result in substantial property impacts to the



*Example of pedestrian bridge*

residents along Mount Hope Road, a more feasible solution would be the addition of sharrows markings on the pavement with 'share the road' signage. Sidewalks already exist on the south side of Mount Hope Road, with the cemetery and off street parking utilizing most of the north side. Therefore, it is reasonable at this time to retain the sidewalk on only the south side.

#### **6. Install Streetscape Improvements on Mount Hope Road**

The Mount Hope Road corridor could greatly benefit from streetscape improvements to make the roadway more comfortable for pedestrians and bicyclists and to also enhance the aesthetics of the corridor for residents and visitors to the cemetery. Street trees could be placed along either side of the roadway and overgrown brush should be trimmed back and maintained. In addition, street lighting should be added to improve the comfort and safety of pedestrians walking through the corridor at night and also to improve the aesthetics of the corridor. Additional aesthetic improvements could include appropriately-placed benches, trash receptacles, enhanced landscaping, and seasonal/event banners on the lights. If funding permits, the old sidewalk could also be replaced with a new one, possibly with a new material such as brick. Lastly, identification signage could be added at entry points into the neighborhood.

#### **7. Install Additional Pedestrian Crossings**

To facilitate pedestrian access across 5th Avenue to

the cemetery and Bicentennial Park on the east side of 5th Ave, a pedestrian crossing could be installed at the Mount Hope Road and 5th Avenue intersection. This could be constructed using either a self-actuated pedestrian signal or with painted crosswalks across 5th Avenue on the south side of Mount Hope Road.

#### **8. Install a Pedestrian Crossing at 9th Avenue and Highway 96**

To facilitate pedestrian access across Highway 96, three options should be considered – a vv signal with cross walks, self-actuated pedestrian crossing installed at the 9th Avenue/Highway 96 intersection, or painted crosswalks across Highway 96.

#### **9. Construct a Multi-Use Path Along Sharps Branch**

The trail could be located along the west side of Sharps Branch to best serve the residents in that area. The trail could connect on the north end with the sidewalk on 5th Avenue near the Sonic restaurant where the waterway intersects with 5th Avenue. It could intersect with the Mount Hope Road and connect with the existing sidewalk on the south side of Mount Hope Road, continuing south along the waterway until it intersects with 9th Avenue and the sidewalk and/or multi-use path along Highway 96. Some of the brush would need to be cleared out along the waterway and easements on private properties would also be required.

#### **10. Construct a Pedestrian Bridge Over Sharps Branch**

For a pedestrian bridge over Sharps Branch to be feasible, the warehouse and car dealership properties would need to be redeveloped into uses that the community would want to access by foot. This is especially important if the warehouse remains under private ownership, as pedestrians would need to cross that property to utilize the bridge. A connecting trail could start on the west side of the bridge and connect to 9th Avenue through the existing undeveloped parcel on the east side of 9th Avenue, just north of Glass Street. A connecting trail on the east side of the bridge could be designed to extend out to 5th Avenue, depending on the use of the car dealership site at the time of design.

## 11. Develop an Access Management Plan

Access to, from and through this sub-area will also be an important component of an overall urban design strategy. Since the vehicular capacity of 5th Avenue is constrained by the existing infrastructure, mobility will be a challenge and could pose some obstacles for redevelopment. Herein lies an opportunity to use an urban design program as a potential mitigation tool. For example, if the overarching objective for the sub-area is to develop a multi-modal mobility strategy, an urban design framework would be key to determining the functional and connective characteristics of the area. By balancing vehicular, transit, bike and pedestrian needs, redevelopment would allow for singular opportunities that offer moments that are experiential and strongly desired by the community.

## 12. Institute a Minimum Residential Density for Properties Along Highway 96W

The team heard from many participants in the study that higher density, mixed-use development was desired along this corridor. Currently, the properties fronting along the north side of Highway 96W are zoned CC, Central Commercial District. The purposes of the Central Commercial (CC) District, hereinafter referred to as the “CC District”, are to:

- Meet the need for professional services, specialty shops, public and semipublic uses, and attached and detached residential dwellings;
- Encourage compatible infill development with the existing character of downtown;
- Create pedestrian-oriented development through the integration of a mixture of uses including residential;
- Ensure neighborhood compatibility with surrounding neighborhoods; and
- Preserve the historic fabric of Franklin.

The CC zoning designation appears to already allow a wide variety of uses, including detached and attached dwelling units, personal services and retail sales and services. Therefore, no regulatory changes would appear to be required in order to accomplish the goal of integrating uses. However, the lack of an established minimum and/or maximum density in this area means that each project is negotiated on a



*Hwy 96 looking northwest*

case-by-case basis, dependent upon project design and quality. The team would recommend that the City consider a minimum density for new development (outside of the floodplain) of five units per acre. Alternatively, the City could establish a density range, with both a minimum and maximum number of residential units per acre, or implement a more traditional maximum density standard. It should also be remembered that any new construction in this area will have to meet the minimum requirements of the Franklin Flood Protection Ordinance.

The properties on the northwest corner of 5th Avenue and Highway 96 have the greatest potential for significant development in the study area overall and this sub-area in particular. With ideas ranging from a cultural/performing arts center or a community or recreational center to mixed use buildings with affordable housing or an entertainment plaza with restaurants and retail, the consensus among members who participated in the meetings and public workshop advocated at least some development in this area. Each of the suggestions offered could be viable uses contingent on careful and detailed analysis and could be proposed as new construction or part of a rehabilitation and reuse program of existing buildings. Of particular interest for numerous community members is that any new construction be placed closer to the street.

## 13. Revise Zoning Codes to Require Affordable or Workforce Housing Units in New Residential

## Developments

While affordable housing has become a less pressing issue since the economic downturn began in 2008, the on-going growth pressures experienced by the City of Franklin continue to ensure that sanitary and decent housing may not always be available to all workers and residents. This concern was especially prevalent among residents of the Hard Bargain Neighborhood. While the Hard Bargain Neighborhood Association works to build safe affordable housing within the neighborhood, this cannot and does not address the need that exists citywide. The team would recommend that as the City works to increase residential densities and promote mixed-use development, that the City also require that a certain percentage of new residential units be reserved for low- to moderate-income housing. A typical percentage is 10% to 20% of new residential units. Federal tax credits are often available to support this type of housing, and which can either be made available to all residents who meet the income requirements, or can be age restricted to residents who are 55 years old or older.

In addition to requiring a certain percentage of units to be set aside for affordable housing in new development, the City should also revise its existing zoning ordinance to allow accessory dwelling units (often referred to as “in-law apartments”) to be constructed in certain areas of the City, particularly within the core downtown and historic areas. These units could either be rented out to non-family members or could be used for aging relatives or adult children who are still living at home.

### 14. Work with Owner of Warehouse Property to Create a Redevelopment Plan

This property, also commonly known as the “Jewell Property”, contains a warehouse facility. While this property is currently not proposed for redevelopment, the potential exists that this will occur at some point in the future. The property, which is almost entirely out of the Flood Fringe Overlay, backs up to residences on the east side of 9th Avenue, in the Hard Bargain Neighborhood. Among the potential development scenarios are the following:

- Demolish and rebuild the structure

- Renovate/reuse the structure
- Construct offices, mixed use projects, sports facilities, restaurants, or retail
- Construct a cultural center for arts and a museum
- Preserve as open space

Regardless of the type of redevelopment that occurs on the site, consideration should be given to improving access between the property, the Hard Bargain Neighborhood to the west, and the commercial areas on the 5th Avenue North. This could be accomplished by either extending Margin Street west into the site, or by constructing a pedestrian bridge. The primary challenge to enhancing connectivity to this parcel is two-fold. First, the property does not have direct access to either 5th Avenue or to Highway 96W. Second, Sharps Branch would need to be bridged in a manner that would create limited impacts to the free flow of water.

**It should be noted that the warehouse on the Jewell Property sits outside the flood plain and presents the best opportunity as an anchor for further development and a potentially important component to an urban design framework.** As for new construction, situating buildings along the street edge would help to strengthen the urban form of the street by providing some enclosure and thereby defining the street edge.



*Example of floodable structure*



## 15. Revise Regulations Regarding Building Placement

New development in this sub-area should require buildings to be compatible with surrounding historic development in the Downtown core. This would include design, scale, and mass of buildings, as well as placement of the buildings on a particular parcel(s). Historic buildings located south of Bridge Street are placed at or close to the front property line, lining the street. This would achieve the dual purpose of creating a streetscape that compatible in character with the adjacent historic downtown, and would, by default, eliminate the ability to place parking between the street and the building, thereby addressing citizen concerns about vehicles backing directly out onto 5th Avenue or Highway 96. It would also further define the street edge which would encourage increased pedestrian activity.

City codes should be amended, if needed, to mandate that new construction, be placed within 0-5 feet of the front property line with parking to the sides or rear of the building. Renovations, expansions and additions to existing buildings should be required to bring the buildings into compliance with the new build-to regulations, as much as would be practicable.

## 16. Develop Regulations Regarding Building Height and Design

If it is decided that development should occur in the flood plain, all structures built would need to be protected from potential flood waters. The most common method is to elevate all primary habitable spaces above the Base Flood Elevation (BFE). This is accomplished by raising the structure on posts or piles as demonstrated by development in coastal areas such as New Orleans. The result would be a first floor access lifted off the natural grade from a minimum of several feet to as much as an entire story.

Such strategies pose several challenges from a design and function standpoint. From the perspective of design, raising the structure adds height and scale which could have unintended visual consequences in terms of neighborhood compatibility. In addition to these potential impacts, some community members who may be unfamiliar with various flood proofing design methods expressed a concern that such strategies may not fit into the character of the community.



*Community Workshop*

As for function, access to the first (or habitable) floor becomes a challenge especially for community members with disabilities and in terms of ADA compliance.

This is not to say, however, that these issues could not be effectively addressed as has been demonstrated in other communities facing the similar flooding challenges. Flood Proofing Design Standards could help both developer teams, as well as community members, better understand what is to be expected when building within a flood plain. Elevating the structure can be achieved either by foundation walls, shear walls, posts, piers, pilings, or columns. Some of these building elements can be concealed with screening devices. Others can be designed to function with flood vents and other similar types of openings. Gaining access to these elevated structures requires a flight of stairs, mechanical lift (elevator) or both.

Other flood-proofing strategies exist such as raising the grade with the use of levies, berms and embankments, however such methods may create unintended consequences. Also such methods would be nearly impossible for most sites and are rarely effective when employed in any significant manner to mitigate flooding.

## 17. Adopt Regulations Regarding Access Management, Parking, and Traffic Safety

Many of the stakeholders and public participants stated their concerns and frustration related to traffic within the historic downtown in general, and on 5th

Avenue in particular. The typical traffic volumes on these roadways are currently hindered by the on-going 5th Avenue streetscape improvements, which has reduced traffic to one-lane each way in this corridor. Following completion of the improvements, traffic will be returned to two-lanes in each direction.

However, once the streetscape project is completed, citizens and business owners have also expressed concerns regarding parking, driveway locations and overall safety for patrons at local businesses along 5th Avenue. Specifically, the following items were discussed:

- Vehicles should not be allowed to back directly out of parking lots onto 5th Avenue
- Parking for special events needs to be addressed, as vehicles are now encroaching into surrounding residential neighborhoods
- Some properties have multiple driveway cuts along 5th Avenue, some of which could, potentially, be eliminated

The team understands that the City of Franklin does not have the final authority to approve or prohibit driveway cuts along 5th Avenue, as this area is under the jurisdiction of the Tennessee Department of Transportation. However, there are other regulatory and design strategies that could be employed to address this issue at a City level. The Team would recommend that the City consider implementing some, or all, of the follow access management strategies:

- Prohibit ingress/egress onto 5th Avenue for corner properties and properties that have direct access to an adjacent cross street
- Require the use of cross-access easements, to allow patrons to drive through an adjacent property in order to access a side-street driveway, or to reach an adjacent or nearby business without having to utilize 5th Avenue
- Prohibit businesses from utilizing parking spaces that will require vehicles to back directly out onto 5th Avenue

## 18. Revise Regulations to Allow Expanded Commercial Uses

This particular sub-area is in close proximity to not only the historic downtown area but, also the Hard Bargain Neighborhood to the west. Many residents of the Hard Bargain Neighborhood, as well as other stakeholders, indicated a desire to have smaller-scale retail sales and service establishments that would provide for the daily needs of local residents. Such uses included:

- Restaurants, serving either regional and local residents
- Beauty salons and barber shops
- Nail salons
- Small convenience markets
- Bowling alleys

Currently, the City's Flood Fringe Overlay and Floodway Overlay severely limit what can be built in this area. While contributing historic structures are allowed to utilize any of the uses permitted in the base zoning category, non-historic structures are limited to one of the following two options:

- Existing non-conforming uses are allowed to expand, repair, and renovate, as long as the type of business does not change
- If the use changes, the expansion of the existing building would be prohibited

In addition to uses serving neighborhood residents, the team heard from many participants who advocated for a small, boutique hotel within this sub-area. Currently, hotels, bed and breakfast facilities and other types of uses which permit overnight stays are prohibited within the Flood Fringe Overlay.

Allowing non-conforming uses to continue to remain and expand, regardless of whether they are the types of uses desired in this area of the City, would appear to be counterproductive to redevelopment and the City's public safety policy. The team recommends that the City's regulations be revised to permit any of the non-residential uses already permitted by the base zoning to be developed in this sub-area, provided

that all the development meets all flood damage protection requirements. Additionally, the City should continue to work with property owners and business owners within the study area to determine if additional uses should be permitted (i.e., hotels) and whether some currently permitted uses should be eliminated (i.e., automobile dealerships). Furthermore, the City should also consider establishing a special exception or conditional use process for certain types of non-residential uses. This would permit additional review for those uses that might be appropriate but that may have impacts on surrounding neighborhoods or the floodplain. Typically, special exception uses are reviewed by the Planning Commission, which would then make a recommendation to the Board of Zoning Adjustments, which would make the final decision on the project. The Board of Zoning Adjustments could also require additional conditions be met, in order to ensure that all potential impacts are mitigated.



*Concept of flood resilient house*

# GENERAL CONSIDERATIONS AND RECOMMENDATIONS BEYOND THE STUDY AREA



## POLICY RECOMMENDATIONS

1. Connect Outside Areas to the Historic Core
2. Enforce Compliance with Existing Base Flood Elevation Regulations
3. Increase Density Downtown Outside of the Floodplain

## IMPLEMENTATION MEASURES

### 1. Conduct a Sharps Branch Engineering Study

As noted in the introduction, Sharps Branch is a relatively short stream but the stream bed drops approximately 42 feet in 1.8 miles. This means that the stream is very susceptible to flash floods. In addition, the majority of the drainage basin is nearly built out and there is very definite need for a stream maintenance program both downstream near the confluence with the Harpeth River and along portions of the streams that were channelized years ago.

The City of Franklin should complete an engineering study of Sharps Branch with the goal of identifying:

- Whether the stream can be modified by the removal of the channelized portions of the stream and whether this will reduce the flows of the waters downstream;
- Whether encouraging existing property owners to add green solutions to their sites such as rain gardens and rain barrels will reduce flows downstream;
- Whether the current flood insurance study is accurate; and to identify whether any other solutions are available to reduce the intensity of flooding.

### 2. Draft a Small Area Mitigation Plan for Green Street and Study Area Mitigation Plan

The City is a participant in the Williamson County Multi-Hazard Plan, which makes the community eligible for money from the Federal Emergency Management Agency's Hazard Mitigation Programs to reduce future damages from various natural hazards, such as flooding. The Mitigation Plan identifies risks to the community, identifies areas that are in need of mitigation activities to reduce risks, and identifies

changes that are needed to local ordinances and regulations to make them more compatible to reducing the risk from hazards.

The current mitigation plan is more of a broad brush of the mitigation needs of the county and the participating communities. Damage indicates that there is a definite need for mitigation action in both the study area and along Sharps Branch immediately upstream of 9th Avenue between Green Street and Highway 96. It is recommended that the city staff prepare a small area mitigation plan for this overall site.

### 3. Initiate Participation in the Community Rating System

After years of watching ever increasing subsidized flood insurance payments being made to Pre-FIRM structures, or structures built prior to the publishing of the first Flood Insurance Rate Maps, Congress amended the National Flood Insurance Program Requirements via the Biggert-Waters Flood Insurance Reform Act of 2012. One of the provisions of that Act was to direct FEMA to begin raising the premiums on Pre-FIRM structures until the Premiums reach actuarial rates (rates that will cover the losses without any subsidy). Starting on October 1, 2013, flood insurance premiums for Pre-FIRM structures will be raised 25% a year until they reach the actuarial rates.

One way of reducing the effect of these rate increases as well as reducing the cost of Flood Insurance to other policy holders in the community is through the Community Rating System (CRS). By participating in the CRS, communities can get credit for floodplain management requirements that they enforce over and above the Federal minimums, as well as for other activities which they take to reduce flooding such as storm water management, public information outreach, mapping and regulations, flood damage reduction, and flood preparedness.

From the review of the activities that the City is already undertaking, it appears that the City could be eligible for a reduction in premiums by applying to the CRS Program. It is also recommended that once the city is successful in entering the CRS that they

audit their current activities to determine where more points could be obtained by modifying regulations or activities.

#### **4. Explore Opportunities to Promote Major Redevelopment at Kroger Shopping Center**

The Kroger shopping center is an asset to the Franklin community. The store is located on a large parcel (13.7 acres). Much of that site could be more effectively used. Relocating Sonic to the site would benefit both the redevelopment of this shopping center area, while eliminating a structure that is located within the Flood Fringe Overlay. In addition, the store is in need of beautification of both the building and landscaping.

The Franklin Land Use Plan encourages infill development in this area of the City. The team also heard from several stakeholders and members of the public who either advocated for, or acknowledged, that higher density in the core downtown area was required for long-term sustainability. Increased density, in close proximity to goods and services, would provide a permanent market base for locally owned-businesses in the study area and surrounding neighborhoods. Additionally, increasing density could potentially decrease the number of vehicle trips in this area, as residents would have alternative modes of transportation available to them, including public transit, pedestrian, and bicycling opportunities.

While design, project quality, and site location should continue to be significant criteria when determining appropriate density, the team would recommend that the City consider a minimum density for new development of five units per acre. Alternatively, the City could establish a density range, with both a minimum and maximum number of residential units per acre, or implement a more traditional maximum density standard.

#### **5. Hard Bargain ID Signage, Connectivity, Zoning Change to Allow Neighborhood Commercial**

The Hard Bargain neighborhood has been well-established since the late 1800s. It is not officially classified by the National Register of Historic Places as a historic area, but it is still a distinct neighborhood that

is integral to the overall community character. It is recommended that identifying signage or markers be situated around the key entry points into the neighborhood. The signage/markers should be designed in keeping with the unique cultural aspects of the neighborhood.

Additionally, many residents indicated to Team members that there was a need and desire for small-scale commercial uses to support residents within the neighborhood. The Team would recommend that the City review and revise its ordinances to allow limited commercial uses within the Hard Bargain Neighborhood. Such uses might include beauty salons, barber shops, small convenience stores, and small diners or restaurants.

#### **6. Program One or More of the Following Mobility Improvements**

##### **a. Connection to Chester Hill Private Trail Connection and Use by the Public**

The connection to the private trail associated with the Chester Hill neighborhood to the north of the study is an important connection to the public trail system. Access for the public should be secured legally so that the trail can be used by everyone. Some potential options could include eminent domain, access agreements, or maintenance agreements.

##### **b. Enhance Recreational Use of River**

The river is an asset to the community, and active use of it should be encouraged. Since the river does not typically have significant water depth, canoeing, kayaking and fishing are the most reasonable recreational activities. Canoeing and kayaking trips can span longer distances, outside of this study area, but connections, such as launching areas should be considering in Bicentennial Park.

##### **c. Construct a Multi-Use Path Along the River, Highway 96 and Highway 31**

The Franklin Greenways and Open Space Plan calls for multi-use paths and/or bike lanes along all of the gateway routes connecting to the Downtown, around the Downtown, and along the river. Providing

multi-modal options for both recreational and mobility purposes will assist in reducing congestion on the roads. As shown in the plan, these locations would connect to the study area.

#### **d. Provide Greenway Connections**

The Franklin Greenways and Open Space Plan also provides a macro-scale plan for connecting parks and cemeteries to active transportation routes, including sidewalks, bike lanes, bike trails, and multi-use paths. In addition, public acquisition of riparian rights along waterways should be encouraged. Additionally, activities which promote habitat biodiversity, mitigate or reduce flooding or create non-water greenways should be encouraged.

#### **e. Create a Downtown Trailhead**

Construction of a trailhead in the Downtown area should also be considered in order to promote alternative modes of travel to and within the Downtown. This would have the positive effect of reducing the amount of vehicular traffic and promoting more active lifestyles for residents and visitors. Possible suggested locations would be at the main entrances into Downtown, at existing parking garages, and at major connection points.

#### **f. Build Park'n'Ride Parking Lots Along Gateway**

To help address congestion in the Downtown, park'n'rides should be considered along the 'gateway' routes into the historic core area. Park'n'rides could be simple parking lots for people to coordinate their own carpooling or could incorporate transit stops. Location options for the park'n'rides include: the intersections with Mack Hatcher and the 'gateway' routes, city-owned properties along the gateway routes that are outside of the downtown, and other undeveloped land in close proximity to the gateway routes that are outside of downtown.

#### **g. Enhance Roadway Connectivity**

The City of Franklin's roadway network is essentially a spoke and hub system, which is convenient for vehicles traveling into and out of the Downtown, but not for vehicles that want to travel between intra-city neighborhoods. The construction of portions of Mack

Hatcher Boulevard has greatly helped this mobility issue. However, when the by-pass is completed, the route cannot enhance mobility or connectivity outside of the downtown. Furthermore, the multi-use path system that has been constructed along Mack Hatcher should be continued around the entire route to provide mobility connections for all users.

### **7. Draft and Adopt Design Standards**

Of all the concerns, perceptions and suggestions shared during the stakeholder meetings and public engagement, the visual quality and continuity of the community was one of the highest priorities. Various community members, whether they favored more development or more open space, all agreed that any strategy proposed for the study area must include a high standards for architecture and design. By adopting and adhering to design standards, the lens of the visitor to Franklin can be adjusted so that their view of the Historic Downtown core reflects a more accurate and complete picture. The City should adopt an urban design strategy, which would include performance standards that address connectivity, way finding, interaction, and the like. A framework that offers developers options and incentives instead of instituting another layer of regulations should be considered. The overall objective is to enhance economic vitality through prudent development choices, to ensure community compatibility through balanced and unifying physical form, and to reinforce community identity through effective articulation and materiality.

# OVERVIEW OF URBAN DESIGN ANALYSIS

One of the primary objectives for the CPAT report is to address the physical challenges and opportunities of the Study Area through an urban design evaluation and analysis. Under typical conditions, such an exercise would consider well established urban design strategies and implementation tools. However the presence of flood conditions presents environmental challenges that require more thoughtful attention and additional mitigation. In doing so, such measures present significant implications for the scale, character and performance of any comprehensive urban design strategy. For example, if a proposed building is raised several feet above the natural grade, how does the building design address its implicit and explicit connection to the sidewalk? How does it contribute to an overall comprehensive strategy to activate the street? Finally how are ADA and other accessibility issues effectively addressed with such a significant differential in grade?

The existing conditions of the Study Area present enormous opportunities as well as significant challenges. In addition, while some parts of the area can accommodate some development, other parts cannot and will require a different design approach that is both site specific and integrative to a larger framework. That said, the community has expressed concerns and desires related to the

design aspects as the City moves forward in developing new policy regarding those areas. The following were reoccurring themes and misconceptions raised by stakeholder groups as they relate to the character and scale of development. Team responses to these concerns are discussed in further detail, below.

- 1) The only method to elevate an existing building would be to place it on stilts**
- 2) Elevating a building would detract from the already established scale of the historic district**
- 3) Any development must be in keeping with the architectural character of the adjacent historic district**
- 4) Regardless of what is determined for 5th Avenue North, it must be framed by a high degree of architectural design**
- 5) The 5th Avenue North corridor should have the visual quality to emphasize the road as a gateway into the history of downtown**

## Varying Methods for Elevating a Structure

Many of the existing structures in the study area are both part of the historic district and located in the floodplain.



*Concept Model of Low Rise Commercial*



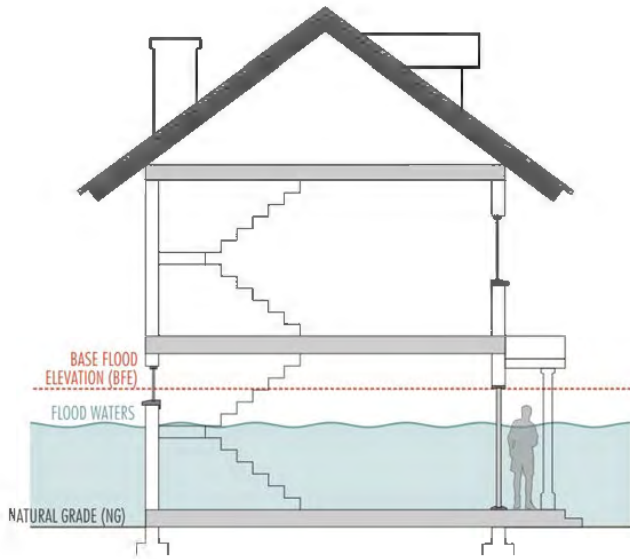


Diagram of Existing Flood Condition

Community members realize that in order to save these buildings, it is necessary to elevate them above the Base Flood Elevation (BFE). However these same members expressed concerns about seeing these buildings on stilts. There are, however, other methods that can be employed to raise a structure above the BFE in order to preserve the historic building and make it flood safe.

### Altering the Scale of the Neighborhood

In addition to concerns for protecting the character of these buildings, community members were concerned about the perceived scale of the district should a number of these buildings be raised by the height equivalent to that of an entire floor. The fact of the matter is that an increase of 8 to 10 feet in height to certain buildings should not have any significant visual impact on the district overall. The alternative to not making the necessary modifications is the potential loss of the historic building altogether. Additionally, as a designated historic building, any modifications are subject to certain guidelines to maintaining character defining features and will require additional review by both City staff and the Historic Preservation Board to insure district integrity.

### New Development Must Conform with Existing Architectural Integrity

During the Team's information gathering, comments made concerning the cohesiveness of character within the existing Historic District were a high priority. **It is recommended that design guidelines that are specific to the area be established to help steer the orienta-**

### tion, massing and character of future development to insure compatibility with the existing historic fabric.

By offering a developer tool kit using illustrations and images, a prescribed materiality, articulation and detail can be achieved to garner the desired development results. Design standards will also allow staff to provide consistency across projects and remove uncertainty for developers and property owners.

### Overall Design Strategy for the 5th Avenue Commercial Corridor

A design strategy that frames 5th Avenue North was a high priority reported by many of the stakeholder groups. Whether land is used for open space or development, community members expressed a deep desire that a design plan be implemented to define the corridor. To that end, it is recommended that the City develop a comprehensive urban design framework which buttresses individual site or discreet plans that address performance and identity, paths and linkages as well as form, scale and materials.

### The 5th Avenue Corridor to be Visually Defined as a Gateway

Of all the remarks, it was universally accepted that 5th Avenue is an important entry point into the Downtown Historic Core that has been neglected and hampered

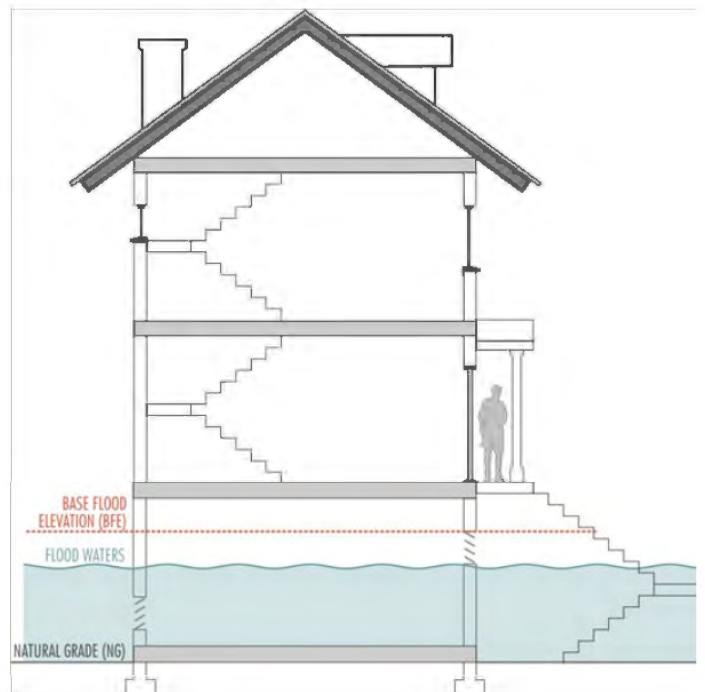


Diagram of Proposed with Flood Condition



Flood Vent

by continued flooding over the decades. This particular issue seemed to be a source of frustration especially among community and business leaders. It is therefore recommended that the southern end of 5th Avenue, particularly at the intersection of 5th Avenue and Hwy 96/ Bridge Street, be further studied to develop a branding campaign to improve the visual and wayfinding quality. This can be accomplished by implementing strategies and devices such as indentifying elements, narrative

panels and other markers that will better define the corridor as a gateway.

## Summary

Of all the concerns, perceptions and suggestions shared during the stakeholder group and public engagement, the visual quality and continuity of the community was one of the highest priorities. Various community members, whether they favored more development or more open space, all agreed that any strategy proposed for the study area must include a high degree of quality architecture and design. Should the City adopt an urban design strategy, it should be mindful of the performance characteristics as well as aesthetic quality. Any guidelines should include performance standards that address connectivity, wayfinding, interaction, and the like. The City should consider a framework that offers developers options and incentives instead of instituting another layer of regulations. The overall objective is to enhance economic vitality through prudent development choices, to ensure community compatibility through balanced and unifying physical form, and to reinforce community identity through effective articulation and materiality.

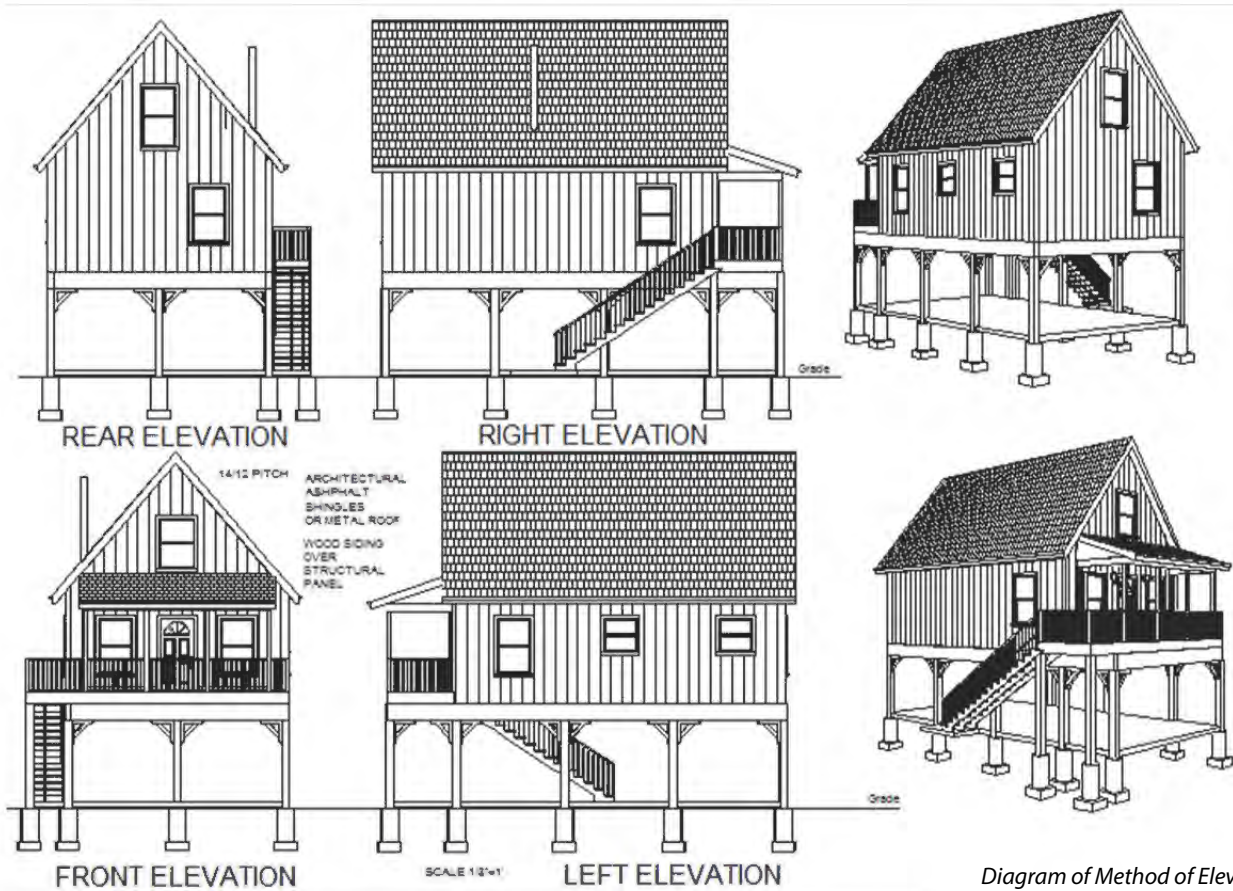


Diagram of Method of Elevation

## CONCLUSION AND NEXT STEPS

The CPAT program provides an independent, professional, third-party information gathering and analysis to suggest possible planning solutions for a specific community challenge. It is not a definitive plan, but rather documentation, findings and suggestions on possible strategies for reprogramming and redevelopment for the study area surrounding 5th Avenue North. It is a neighborhood that consists of overlapping and competing issues that combined present significant challenges to the community. This particular area is not only directly adjacent to Historic Downtown, but is also defined by a main arterial road and commercial corridor that leads to the city's center. Under normal conditions, this would have simply been a community economic development exercise. However the context of the area is framed by the floodplain that defines much of the area and which has reached 100 year flood stage 11 times in the past 84 years.

In an ideal scenario, the City of Franklin would prohibit any redevelopment within the floodplain, purchase all of the remaining private parcels, demolish the existing at-risk buildings, and create an open space entryway into the historic downtown core. However, the report acknowledges that there is a significant dichotomy between those who view this area as ripe for economic development and those who would advocate against redevelopment and instead for uses consistent with recreation and open space. Based upon input the Team received during its fieldwork these divides appear to be well entrenched, but not unbridgeable.

The recommendations proffered by the Team recognize the range of challenges that confront Franklin. The approach crafted is not meant to be interpreted as one-size-fits-all, but rather as a set of goals to be considered that reflect the varying conditions and related challenges of individual parcels within the Study Area. Therefore any further study and resultant policy changes should contemplate and be specific to the conditions of the particular parcel being considered. Any new policy framework for the area will require significant changes to existing City policies and will require numerous amendments and revisions to existing zoning codes. The City and property owners must realize that development within the floodplain will be fiscally and architecturally challenging and could ultimately change the scale of development

within the study area. Because the policy changes will constitute radical shifts in terms of private property rights and architectural design, the City will need to establish and maintain a dialogue with residents, business operators, and property owners within the study area, in order to obtain meaningful input and buy-in from all affected stakeholders.

In reviewing this set of recommendations, it should be understood that the objective of this report is to address economic development desires without building back vulnerability and risk. It is also a document intended to be a starting point for an informed discussion among the residents, business owners, stakeholder groups and decision-makers in determining the community's desires and priorities that will require further engagement and analysis. The City of Franklin may then need to engage in a more in-depth analysis for specific parcels to determine an appropriate level of development. Many of the regulatory changes recommended by the Team can be accomplished within six months. For example, changes to the zoning classifications to broaden the types of non-residential uses allowed in certain areas. Other revisions, for example, implementing design standards, will require additional input from affected business and property owners, and may take six to 18 months to complete. The recommended policy change to prohibit any redevelopment within certain portions of the study area, will require significantly more time to complete, as the City will have to identify funding sources and negotiate with owners on the sale of the property. If needed, the City may have to resort to eminent domain in order to acquire properties subject to repetitive flooding. The fiscal impact to the City, as well as that of the affected owners, will need to be further studied and will require a deep and long-term commitment from elected officials as well as the community in general.

# POTENTIAL FUNDING SOURCES FOR PROJECTS

A number of potential funding opportunities exist to support projects recommended in this report. These sources for support are variously competitive at the state and federal levels. Equally, they may be found in the areas of social/recreational, land use/flood management, and community/economic development. Many of the sources require a local match to the Federal or State grant.

## Federal Sources

FEMA/National Flood Insurance Program or Hazard Mitigation Program Funds: A number of federal-funded programs and grant opportunities are available for the management and control of flood-prone areas and to reduce the effects of flood damages, i.e. Flood Related Grants through the Hazard Mitigation Grant Program, under the Disaster Mitigation Act of 2000, or the Flood Mitigation Assistance Program, and Flood Hazard Mapping and Risk Analysis funds. The amount of funds available under each budget activity varies.

FEMA has three sources of funding for hazard mitigation activities at the local level:

- Hazard Mitigation Grant Program (HMGP). HMGP assists in implementing long-term hazard mitigation measures following Presidential disaster declarations. Funding is available to implement projects in accordance with State, Tribal, and local priorities. The State may make funds available from a particular disaster to any community in the State regardless of whether they were included in the current declaration. The City must file an application to the State to be eligible.
- Pre-Disaster Mitigation (PDM): PDM provides funds on an annual basis for hazard mitigation planning and the implementation of mitigation projects prior to a disaster. The goal of the PDM program is to reduce overall risk to the population and structures, while at the same time, also reducing reliance on Federal funding from actual disaster declarations. The City must file an application to the State to be eligible.
- Flood Mitigation Assistance (FMA): FMA provides funds on an annual basis so that measures can be taken to reduce or eliminate risk of flood damage to buildings insured under the National Flood Insurance Program (NFIP). The City must file an application to the State to be eligible.

- Periodically, the US Army Corps of Engineers have funding available after they complete a study and recently the US Department Housing and Urban Development has made mitigation funding available after major flood events. Those agencies should be contacted regarding the availability of funding.

## State Sources

Tennessee Emergency Management Agency: The state agency provides a level of funding, extensive management information, and referral sources, i.e. DFIRM Project, Department of Economic and Community Development, American Recovery and Reinvestment Act, and private faith-based Tennessee Baptist Disaster Relief.

## Local Sources

A number of resources are available for project-specific projects. Some of these resources are made to local government and private development efforts on a competitive basis. For projects (i.e. Franklin's graveyards) related to historic preservation, the National Trust for Historic Preservation may be approached. For economic development (along 5th Avenue), the national Main Street Program offers potential funding and advice. For support to the Hard Bargain neighborhood, Community Development Block Grant program has a number of funding opportunities. Additional funding sources for community development programs include ArtPlace America, Allstate Foundation, RBC Blue Water Project, Do Something Disaster Grants, and similar community improvement efforts.

The City has used the TIF district for Nissan North American HQ and it is the only one. The City used the TIF for its purchase of the land where the Nissan building resides. The Nissan building is owned by the Industrial Development Board. Nissan makes PILOT payments in lieu of taxes.

The City has used PILOT agreements for Healthways, Jackson Life, Verizon and others.

Additionally, the City has made trade-offs to secure development opportunities, specifically, two land swaps have been made in the last 10 years: (1) the swap with a landowner for additional Bicentennial parkland and (2) the agreement with the County where the City obtained the post office and old, old jail in exchange for some land the city owned outside of the city limits.

Public-private partnerships have been exercised by the City of Franklin several occasions, specifically:

- Five Points Post office—long term lease with First Bank in exchange for restoring the front façade, renovating the interior of the building, and adding landscaping and a fountain in the plaza area.
- Eastern Flank Battlefield Park—The City paid for half of the park and the private and non-profit groups paid the other half. A donor purchased the former golf course and held it for a year while funds were raised.
- Solar array at the water treatment plant—The City leased the land to an energy company who funded and constructed the array. The company sells power back to TVA and the City shares in the revenue. Solar array at the water treatment plant—The City leased the land to an energy company who funded and constructed the array. The company sells power back to TVA and the City shares the revenue.
- Another public private partnership is at the future Consolidated public works facility. The City is making access improvements and intersection signalization for a new drive entrance the facility across an adjacent private property which will benefit from better access.

To date no philanthropic foundation in the area has contributed to projects in Franklin.

## MEET THE TEAM



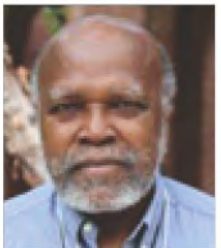
### **Rich Roths, AICP, Team Leader**

Rich Roths is a semi-retired Principal Planner with URS Corporation. He is a nationally recognized expert in floodplain management and mitigation planning. He has provided mitigation assistance to at least 20 States and their communities.



### **Kimberly Burton, AICP**

Ms. Burton is an experienced program and project manager, in addition to a professional engineer and certified planner. She has 14 years of experience working in the public and private sectors. In addition, Ms. Burton teaches energy, sustainability & resiliency planning courses at the Ohio State University. During her career, Ms. Burton has worked on a wide variety of planning, engineering, and environmental projects. Her skillsets include city and multi-modal transportation planning, community & economic development, environmental documents, grants, noise & air quality analyses, safety studies, and public involvement activities.



### **Bill Harris, FAICP**

William M. Harris presently is Adjunct Professor of Political Science at Georgia Regents University. His research interests focus upon inner city economic development and citizen empowerment.



### **Gail Henrikson, AICP**

Gail Henrikson earned a Master Degree in Urban and Regional Planning from the University of Wisconsin-Madison. Ms. Henrikson is currently the Director of Planning and Zoning for the City of New Smyrna Beach, Florida, a coastal community of 23,000, that is located approximately 20 miles south of Daytona Beach. As Director of Planning and Zoning, Ms. Henrikson was involved in drafting the City's first neighborhood plan and in establishing a Neighborhood Council to assist in creating a citywide vision for future growth. In addition to her work for the City of New Smyrna Beach, Ms. Henrikson is also the incoming Vice-President of the Surfcoast Chapter of the Florida Planning and Zoning Association.



### **Marc Yeber, ASLA**

Holding degrees in architecture, urban planning and landscape architecture from University of Southern California (USC), Marc Yeber currently serves as Planning Commissioner for the City of West Hollywood. Previously, Marc served on the Historic Preservation Commission. He is a member of ASLA and AIA as well as APA where he serves on California Chapter of APA Board of Directors as the Vice President of Public Information. In his current practice, CONT-X Studio, Marc is focused on urban design and landscape infrastructure projects. He is also consults for others involved in the entitlement process by identifying key elements of a project and producing presentation materials to effectively communicate the design intent to various stakeholder groups.



### **Thomas Bassett**

Thomas Bassett is a senior program associate in the American Planning Association's Washington, D.C., office, where he works on many projects including the Community Assistance Program and International Outreach. He is part of the Energy and Climate Partnership of the Americas team. He has participated in planning projects in Argentina, Brazil, Chile, Colombia, Germany, South Africa, and the United States. His published work appears in The South African Geographical Journal and URBAN, as well as a forthcoming article in Latin American Perspectives. He holds an MS in Urban Planning from Columbia University, and an AB in Portuguese and Brazilian Studies from Brown University.

# PICTURE GALLERY

## Public Noticing



## Field Observation



## Staff Briefing



## Public Input Session



## Community Workshop



Community Workshop (continued)



Presentation of Findings & Recommendations

