



PLANNING COMMISSION STAFF REPORT

To: Planning Commission Members
From: Liz Fields, AICP, Planner
Meeting Date: September 10, 2025

PC 25-19 Major Site Plan – Casey’s General Store

Property Information: Location: Parcels #0426452005, 0426452006, and 0426452007 (1288 E. 2nd Street)
Zoning: C-1 “General Commercial District”
Proposed Use: Automobile Fueling Station
Property Size: 1.59 Acres
Proposed Building Size: 4,319 square feet
Proposed # of Parking Spaces: 20 spaces and 1 ADA accessible space (21 total)

Project Overview: The applicant, Casey’s c/o Paul Hanson, is requesting approval of a major site plan for the construction of a Casey’s General store and automobile fueling station located at 1288 East 2nd Street. The proposed use will include a 4,319 square foot convenience store, a gas canopy with 10 fuel pumps, and 21 parking spaces.

Comments: Site Plan: The proposed development includes the construction of a convenience store, which is set back from East 2nd Street to allow for the placement of the gas canopy in the front of the building. The 21 parking spaces are located along the front and east of the building, and one loading space is provided to the west of the building. Access to the site is provided via a right turn only lane from East 2nd Street and a driveway from East Lawn Drive.

Landscape Plan:

Overall: The landscape plan proposes 398 plantings, which include deciduous trees, evergreen trees, shrubs, and ground cover. The plantings are proposed to be located along the perimeter of the development as well as around the proposed loading area.

Perimeter Lot Landscaping: Based on Table 1111.06-2, the appropriate buffer yard classifications for this property would be “A” which requires a buffer yard of 15 feet as well as two deciduous trees and two evergreen trees per every 100 linear feet of buffer yard and “E” which requires a buffer yard of 15 feet, three deciduous trees, four evergreen trees, and four evergreen shrubs per every 100 linear feet of buffer yard, and a four to six foot opaque fence.

The west property line is adjacent to an existing commercial use (NAPA Auto Parts) which requires a Type “A” buffer yard. This buffer yard is 221 linear feet which would require four deciduous trees, four evergreen trees, and four deciduous shrubs. Based on the landscaping plan, these plantings are provided with an additional four shrubs proposed for a total of 10.

The south property line is adjacent to an existing residential uses which requires a Type “E” buffer yard. This buffer yard is 314 linear feet which would require nine deciduous trees, 13 evergreen trees, and 13 evergreen shrubs. Based on the landscaping plan, these plantings are provided with an additional 15 shrubs provided (relocated from the building foundation planting requirement) for a total of 28. A six-foot wooden opaque fence is proposed to extend along the southern property line and encroach into the secondary front yard along East Lawn Drive. While six-foot opaque fences are not typically permitted in the front yard, Planning Commission may approve a six-foot opaque fence in the front yard for the purpose of satisfying a buffering requirement per Section 1107.11(j)(2).

Loading Dock Landscaping: Section 1111.06(h) requires that loading areas be screened along the entire lot line if adjacent to or abutting a residential district with a wall or natural vegetation which will grow up to seven feet in height within five years of planting and have a minimum opaqueness of 75 percent at all times. In addition to the shrubs planted around the loading area, a dense planting of evergreen trees (eight feet in height) along the rear property line should provide sufficient landscaping to meet this requirement.

Screening of Trash Container Receptacles: Section 1111.06(i) requires that dumpsters be fully enclosed by a six-foot wall or fence. The dumpster is located west of the loading area and is proposed to be enclosed by a six-foot wooden fence which meets the requirement.

Interior Parking Area Landscaping: Section 1111.06(j)(2) requires landscaping within parking areas for lots between 16,000 to 29,999 square feet in the form of a landscaped area that is equal to five percent of the parking area. The applicant has provided that the parking area is 26,000 square feet, which would require a landscaped area of 1,300 square feet. 90 square feet of

landscaping is provided in a landscape island to the northeast of the building, however, due to site constraints, the applicant is proposing to relocate 1,217 square feet along the western property line. It should be noted that while a landscaping island is provided, the minimum size of a landscape island is 200 square feet with a minimum width of 10 feet per Section 1111.06(j)(2)(C). Since this requirement is not met, the applicant is requesting that Planning Commission vary the size of the landscaping island to 90 feet per Section 1111.06(j)(2)(D).

Section 1111.06(j)(3) requires one deciduous tree for every 3,000 square feet of parking area or for every 10 parking spaces. With a total of 21 parking spaces being proposed, two deciduous trees would be required. This requirement has been met.

The applicant is requesting a waiver from Section 1111.06(j)(2) for the interior parking area. While a 90 square foot parking island is provided, 1,300 square feet is required. The applicant states that due to site constraints it would not be possible to meet this requirement and proposes that an additional 1,217 square foot landscape area is provided along the western property line to provide screening.

Lot Interior Landscaping: Section 1111.06(k)(1) requires three deciduous trees for each 100 feet of building perimeter. With a total building perimeter of 298 square feet, three deciduous trees are required. This requirement is met with three deciduous trees proposed to the west of the building near the loading area and dumpster enclosure.

Building Foundation Plantings: Section 1111.06(k)(2) requires building foundation planting in the form of 10 shrubs per every 100 feet of building perimeter. With a total building perimeter of 298 linear feet, 30 shrubs are required. The applicant has noted that due to site constraints, placing the shrubs along the building foundation is not feasible and have instead placed the shrubs around the loading area and the buffer along the southern property line to satisfy the requirement.

Parking:

Parking Spaces: A total of 21 parking spaces is proposed for the development. Per the requirements of Table 1111.07-5, the development is required to have a minimum of 12 parking spaces. Due to their excess of parking spaces, staff recommends the removal of the five parking spaces on the side of the building. Cars entering the site from East Lawn Drive may encounter conflicts with cars backing out of the parking spaces on the side of the building.

Staff also recommends the removal of the parking spaces in front of the dumpster enclosure to avoid conflict between cars parked in those spots and the dumpster needing to be emptied. Removal of these parking spaces would also create additional opportunities for interior parking area landscaping.

Loading Spaces: Table 1111.0-7 does not require loading spaces for commercial buildings under 5,000 square feet. However, one loading space is provided to the west of the proposed building which meets the size requirement for a Type A space (semi-truck vehicles). The applicant will seek a variance from Section 1111.07(m)(8) which prohibits loading spaces within 50 feet of a residential district as the loading space is approximately 25 feet from the adjacent residential district.

Stacking Spaces: A total of two stacking spaces are provided per fuel pump which meets the requirements of Table 1111.07-6.

Building Elevation and Design:

Overall: The proposed building is a total of 4,319 square feet with a maximum height of 21 feet and three inches.

Tripartite Configuration: Section 1115.08(h)(3)(A) requires that all building elevations consist of a tripartite configuration consisting of a base or foundation; a middle or modulated wall and a top portion formed by a pitched roof or articulated cornice. The proposed building includes a tripartite configuration which consists of a stone foundation, brick wall, and metal roof which varies in height.

Building Articulation: Section 1115.08(h)(3)(B) requires that all building elevations be articulated in a manner to avoid an uninterrupted appearance through the use of windows, doors, offsets, or a change in materials. Based on the elevations submitted by the applicant, the building is sufficiently articulated.

Building Materials: The proposed building materials consist predominantly of brick with cultured stone accents being utilized along the foundation of the building, the corners of the building, and in the rear of the building to enclose the downspouts. Glass windows are utilized along the front and sides of the building and are distributed evenly. An ACM panel system is utilized in the middle of the building where the sign is located and will be colored red per Casey's branding.

Lighting: The applicant is proposing five light poles along the border of the parking area which are a total of 17 feet in height (15-foot pole plus a two-foot base). Each pole contains a full cut-off lighting fixture. The submitted photometric plan indicates that the maximum illumination level at the property line is consistent with the requirements of Table 1111.07-4.

Signs: The applicant has included a sign package which indicates that one wall sign, three canopy signs, and a brick ground sign are proposed. While the majority of these signs will require the submittal and review of a Sign Permit at a later date, conditional use approval is required for the electronic message center proposed in the ground sign.

Major Site Plan Standards for Approval

Major Site Plans shall only be approved if Planning Commission finds that all of the following standards are met:

- 1) That it fully complies with all applicable requirements of this UDO;
The proposed major site plan largely conforms with the requirements of the UDO. Waivers, modification, and variances are recommended for those aspects of the development which do not meet the standards of the UDO.
- 2) That it adequately protects other property or residential uses located on the same property from the potential effects of a non-residential use;
The development adequately protects other property from the potential effects of a non-residential use through buffering and screening.
- 3) That it is not detrimental to the use and character of the surrounding properties;
The proposed development is not detrimental to the use and character of the surrounding properties.
- 4) That it provides safe conditions for pedestrians or motorists and prevents the dangerous arrangement of pedestrian and vehicular ways; and
The proposed development provides safe conditions and prevents the dangerous arrangement of pedestrian and vehicular ways.
- 5) That it provides safe ingress and egress for emergency vehicles.
The proposed development provides safe ingress and egress for emergency vehicles.

Considerations:

Should the Planning Commission approve the proposed Major Site Plan, staff recommends the following conditions be considered:

- 1) The applicant shall comply with the comments from the City of Franklin Engineer.
 - 2) The applicant shall apply for and receive a variance from Section 1111.07(m)(8) regarding the location of the proposed loading space in relation to the adjacent residential district.
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