



# CITY OF FRANKLIN

DEPARTMENT OF PLANNING & ENGINEERING

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## Plan Commission Staff Report

**To:** Plan Commission Members  
**From:** Joanna Tennell, Senior Planner  
**Date:** October 9, 2024  
**Re:** **Case PC-24-18 (R): Wawa Rezoning**

### REQUEST:

**Case PC-24-18 (R)...Wawa Rezoning.** A request by Wawa to rezone approximately 10.4 acres from Industrial: General (IG) to Mixed Use: Regional Center (MXR) with Gateway Overlay (GW-OL) to remain. The property is located north of Earlywood Drive, east of US 31/Morton Street and south of Sloan Drive.

### ADJACENT PROPERTIES:

#### Surrounding Zoning:

North: MXR, GW-OL, & IG  
South: IG & GW-OL  
East: IG (Pending rezoning request to IN)  
West: MXC & GW-OL

#### Surrounding Land Use:

North: Koenig John Deere & Fire Station  
South: Fletcher Car Dealership  
East: School Services  
West: Casey's General Store,  
Clean & Go Car Wash, & vacant

### CURRENT ZONING:

The "IG", Industrial: General zoning district is intended to provide locations for general industrial manufacturing, production, assembly, warehousing, research & development facilities, and similar land uses. This district is intended to accommodate a variety of industrial uses in locations and under conditions that minimize land use conflicts. This district should be used to support industrial retention and expansion in Franklin.

The intent of the Gateway Overlay (GW-OL) district is to require development at the City's entrances that is aesthetically consistent, responsive to development pressures, and proportional to the area's traffic management issues.

### PROPOSED ZONING:

The "MXR", Mixed Use: Regional Center zoning district is intended to provide locations for a variety of business and institutional land uses that either serve a regional market, or require convenient access to high-volume transportation routes. This district is intended to permit a mixture of compatible land uses in close proximity to appropriate transportation routes and other necessary infrastructure.

## **CONSIDERATIONS:**

1. Wawa has requested that the 10.4 acres located north of Earlywood Drive, east of US 31/Morton Street and south of Sloan Drive be rezoned from Industrial: General (IG) to Mixed Use: Regional Center (MXR) for a future commercial development that includes a Wawa Food Market & Fueling Station.
2. Wawa is proposed to be located on the 3.65 acres immediately north of Earlywood Drive. A copy of the concept plan and elevations are attached.
3. The property immediately east of the subject property was previously Earlywood Educational Services which recently closed and is now owned by the Franklin Community School Corporation (FCSC).
4. FCSC has filed a rezoning request (PC-24-20) to rezone this property from Industrial: General (IG) to Institutional (IN). They are proposing to demolish the existing structure and build a new pre-K facility with corresponding site improvements.
5. Wawa and FCSC plan to consolidate their entrances to assist in minimizing the curb cuts along Earlywood Drive.
6. The Technical Review Committee reviewed the petition at their September 19, 2024 meeting.
7. If the rezoning is approved, the petitioner will need to file Primary Plat, Construction Plans & Secondary Plat, and Site Development Plans for review and approval prior to construction.
8. The 2013 Franklin Comprehensive Plan, Land Use Plan, identifies this area as Manufacturing. “Manufacturing areas are intended to accommodate large scale businesses that produce finished products from raw materials. Uses in these areas may include product manufacturers, as well as any related warehousing and offices. Manufacturing areas may include facilities that involve emissions or the outdoor storage of materials and finished products. These two factors are the primary distinction between manufacturing areas and light industrial areas.”
9. Due to the substantial growth and changes the city has experienced since the Comprehensive Plan was adopted in 2013, the City of Franklin will be updating the plan in 2025.
10. There have been two large residential developments approved for construction north of the subject site. Kingsbridge Subdivision is currently under construction and will include 240 single-family dwellings. The Post Apartments is proposed to include 312 apartment units and is located approximately 500 feet north of the subject property (north of Sloan Drive and east of US31/Morton Street).

## **CRITERIA FOR DECISIONS – REZONING:**

In taking action on rezoning requests, the Plan Commission shall pay reasonable regard to the decision criteria outlined in Article 11.6 (I) of the City of Franklin Zoning Ordinance.

1. ***Comprehensive Plan: The City of Franklin Comprehensive Plan and any other applicable, adopted planning studies or reports.***

**Staff Finding:**

Staff finds that the request to rezone the subject property for commercial uses is consistent with the Comprehensive Plan as it indicates that the existing inventory of available ground may not meet the needs of the market in regard to location and size. The subject property is located along two main thoroughfares of the City: US 31/Morton Street and Earlywood Drive – Location and is a 10+ acre parcel - Size.

**2. Current Conditions: The current conditions and the character of current structures and uses in each district.**

**Staff Finding:**

The property is located immediately to the south and east of properties currently zoned MXR (Mixed Use: Regional Center) and MXC (Mixed Use: Community Center) which have been developed with commercial uses. In addition, it is important to note that the subject site is located along a major arterial road (US 31) and is in close proximity to new residential growth that will need additional commercial services.

**3. Desired Use: The most desirable use for which the land in each district is adapted.**

**Staff Finding:**

The property is immediately adjacent to other commercial properties and commercially zoned properties which allows the majority of the same permitted land uses proposed. In addition, the property’s proximity to US 31 provides excellent access to a regional transportation route.

**4. Property Values: The conservation of property values throughout the City of Franklin’s planning jurisdiction.**

**Staff Finding:**

The rezoning request should not negatively affect the property values in the area. The development of the property could increase the property values as additional commercial services are provided. The City’s current commercial inventory would be expanded which promotes additional growth and expansion of the tax base and provide additional job opportunities for the community.

**5. Responsible Growth: Responsible growth and development.**

**Staff Finding:**

The MXR zoning would allow for additional commercial uses to be developed along the US 31 corridor to provide services to the existing and new residential areas located to the north and west of the subject site while also providing services for the employees of the nearby industrial facilities.

**PLAN COMMISSION ACTION – REZONING :**

In the rezoning process, the Plan Commission has the authority to review the provisions of the Comprehensive Plan and the Zoning Ordinance. Plan Commission action (either *favorable*, *unfavorable*, or *no recommendation*) is a recommendation to the City Council, which takes action on the rezoning petition.

**STAFF RECOMMENDATION – REZONING:**

Based on the criteria for decisions above, staff recommends a *Favorable Recommendation* be forwarded to the Franklin City Council rezoning the property to MXR (Mixed Use: Regional Center) with GW-OL to remain.

### 3.19 Mixed-Use: Regional Center (MXR)

**District Intent:**

The "MXR", Mixed-Use: Regional Center zoning district is intended to provide locations for a variety of business and institutional land uses that either serve a regional market, or require convenient access to high-volume transportation routes. This district is intended to permit a mixture of compatible land uses in close proximity to appropriate transportation routes and other necessary infrastructure.



**A. Permitted Primary Uses:**

*Use Matrix: The Use Matrix (p 3-3 through 3-7) provides detailed use lists for all zoning districts.*

**Agriculture Uses**

- farm (general)
- farm equipment sales and service
- farmer’s market
- winery

**Residential Uses**

- dwelling, secondary (on upper floors)

**Institutional/Public Uses**

- community center
- day-care center
- funeral home
- government office
- hospital/medical center
- library
- lodge or private club
- medical clinic
- parking lot or garage (as a primary use)
- police, fire, or rescue station
- trade or business school

**Park Uses**

- athletic fields, courts, & areas
- nature preserve/center
- park and/or playgrounds

**Commercial Uses**

- auto-oriented uses (small scale)
- auto-oriented uses (large scale)
- data processing / call center
- conference center
- health spa
- hotel
- office uses
- personal service uses
- recreation uses (small scale)
- recreation uses (medium scale)
- recreational uses (large scale)
- restaurant
- retail uses (small scale)
- retail uses (medium scale)
- retail uses (large scale)
- retreat center



**B. Special Exception Primary Uses:**

*Use Matrix: The Use Matrix (p 3-3 through 3-7) provides detailed use lists for all zoning districts.*

**Residential Uses**

- bed and breakfast facility
- boarding house
- dwelling, multi-family (more than 2 dwelling units)
- nursing/assisted living facility
- residential facility for the developmentally disabled type I
- residential facility for the developmentally disabled type II
- residential facility for the mentally ill

**Communications/Utilities Uses**

- communication service exchange
- telecommunications facility/tower
- utility substation
- water tower

**Institutional/Public Uses**

- animal shelter
- church or other place of worship
- government facility (non-office)
- institutional facility for the developmentally disabled/mentally ill

**Park Uses**

- driving range (as a primary use)

**Commercial Uses**

- auto-oriented uses (medium scale)
- mass transit terminal/station
- fireworks sales
- kennel
- mobile/manufactured home sales
- truck stop/travel center

**Industrial Uses**

- light industrial assembly/distribution
- light industrial processing/ distribution

C. Lot Standards

**Minimum Lot Area**  
 • 15,000 square feet

**Maximum Lot Area**  
 • not applicable

**Minimum Lot Width**  
 (measured at front setback/build-to line)  
 • 100 feet

**Maximum Lot Depth**  
 • not applicable

**Maximum Lot Coverage**  
 (including all hard surfaces)  
 • 75%

**Min. Front Yard Primary Struct. Setback**  
 (measured from street right-of-way)  
 • 50 feet when adjacent to an Arterial Street  
 • 30 feet when adjacent to a Collector Street  
 • 20 feet when adjacent to a Local Street

**Min. Side Yard Primary Struct. Setback**  
 (measured from adjacent property line)  
 • 15 feet

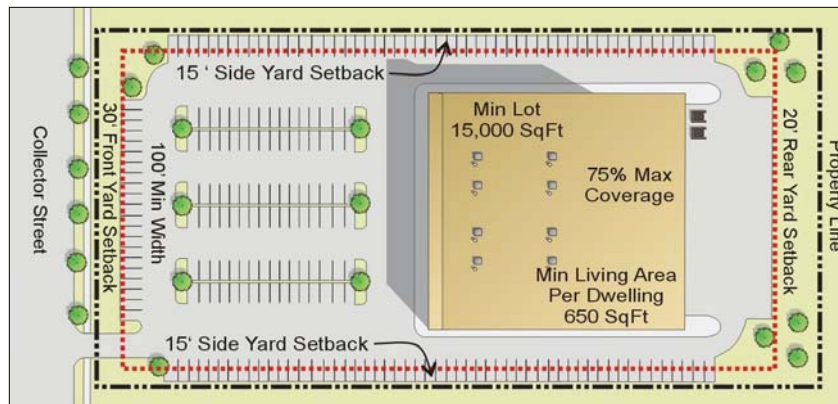
**Min. Rear Yard Primary Struct. Setback**  
 (measured from rear property line)  
 • 20 feet

**Minimum Living Area per Dwelling (for primary structures)**  
 • 650 square feet

**Minimum Ground Floor Living Area (for primary structures)**  
 • not applicable

**Maximum Primary Structures per Lot**  
 • 1

**Maximum Height (for primary structures)**  
 • 45 feet  
 • See Chapter 7.14, for telecommunications facility height requirements



Illustrative Layout (Does not reflect all requirements contained within this Ordinance).

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