Shelby County Board of Zoning Appeals

April 9, 2024, at 7:00 PM

Table of Contents

Agenda	3
BZA 24-10 Charles Reed – Development Standards Variance	4
Staff Report	4
Recommendation from City of Shelbyville	6
Site Plan	7
BZA 24-11 Cornerstone Christian Fellowship – Development Standards Variance	8
Staff Report	8
BZA 24-12 American Wholesale Trailers – Development Standards Variances	13
Staff Report	13
Petitioner's Findings of Fact	17
Site Plan	18
BZA 24-13 Mark E Shannon – Use & Development Standards Variances	19
Staff Report	19
Petitioner's Statement of Intent	25
Petitioner's Findings of Fact	26
Site Plan	28
BZA 24-14 Flat Rock Christian Church – Development Standards Variances	29
Staff Report	29
Petitioner's Findings of Fact	33
Tower Plans	34
Site Plan	36

MEETING AGENDA

Shelby County Board of Zoning Appeals April 9, 2024, 7:00 P.M.

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ROLL CALL

APPROVAL OF MINUTES

Minutes from the March 12, 2024, meeting.

OLD BUSINESS

None.

NEW BUSINESS

BZA 24-10 – CHARLES REED: DEVELOPMENT STANDARDS VARIANCE. Located at 610 E McKay Rd, Shelbyville, Addison Township.

BZA 24-11 – CORNERSTONE CHRISTIAN FELLOWSHIP: DEVELOPMENT STANDARDS VARIANCE. Located at 7414 E Michigan Rd, Waldon, Liberty Township.

BZA 24-12 – AMERICAN TRAILER WHOLESALERS: DEVELOPMENT STANDARDS VARIANCES. Located at 4485 E SR 244, Shelbyville, Liberty Township.

BZA 24-13 – MARK E SHANNON: USE & DEVELOPMENT STANDARDS VARIANCES. Located at 9298 N Mechanic St, Gwynneville, Hanover Township.

BZA 24-14 – FLAT ROCK CHRISTIAN CHUCH: DEVELOPMENT STANDARDS VARIANCES. Located at 2853 W Pope St, Flat Rock, Washington Township.

DISCUSSION

V23-14 – DANNY & MARIA RIGDON: ZONING VIOLATION. Update on progress to correct violation. Located at 5879 N PR 660 W, Fairland, Brandywine Township.

ADJOURNMENT

The next regular meeting of the Shelby County Board of Zoning Appeals is scheduled for Tuesday, May 14, 2024, at 7:00 PM.

Property Details

Location: 610 E McKay Rd, Shelbyville, Addison Township.

Property Size: 1-acre.

Current Land Use: Single-Family Residential.

Zoning Classification:

R1 (Single-Family Residential)

Intent: This district is established for single-family detached, medium to large sized homes on medium to large sized lots.

<u>Development Standards</u>: Promote lowimpact development in harmony with a natural setting.

Future Land Use per Comp Plan Incorporated Planning Area: Single-Family Residential

Single-family residential can indicate a few varieties of densities including high, medium and low densities.

Surrounding Development

	Zoning	Land Use
North	R1(Shelbyville)	Single-Family
		Residential
South	R1(Shelbyville)	Single-Family
		Residential
East	R1	Single-Family
		Residential
West	R1(Shelbyville)	Single-Family
		Residential

Staff Report

Case Number: BZA 24-10

Case Name: Charles Reed – Development Standards

Variance

Request

Variance of Development Standards to allow for an 1,800 sq. ft. pole barn exceeding 50% the square footage of the footprint of the residence.

Code Requirement

UDO Section 5.07 F 1: <u>Maximum Size:</u> The total square footage of all enclosed accessory structures on a lot adjoining one or more lots in the RE, R1, R2, VR, M1, M2, MP, VM, IS, C1, C2, I1, I2, or HI Districts shall not exceed fifty percent (50%) of the footprint of the primary structure.

Purpose of Requirements: Limiting the size of residential accessory structures ensures that the residence remains the visual focal point of the property and discourages use of residential accessory buildings for commercial activities utilizing large trucks, large machinery, and/or large equipment.

Property Map



Case Description

- The petitioner plans to construct a 30'x60' (1,800 sq. ft.) pole barn. The petitioner has also obtained a permit to rebuild the majority of the existing house.
- The square footage of the pole barn would equal approximately 89% of the square footage of the footprint of the house. The plans submitted for the house rebuild by the petitioner provide the square footage of the house for the square footage calculation.
- The barn would sit over twice the required minimum setback from the property lines.
- The City of Shelbyville municipal limits adjoin the lot on three sides. The structure would comply with Shelbyville's zoning code.
- The property lies within the City of Shelbyville's Incorporated Planning Area. City planning staff has reviewed the request and has no objection to the variance.

Staff Analysis of Findings of Fact

1. State Requirement: The approval will not be injurious to the public health, safety, morals, and general welfare of the community.

Staff Analysis: Construction of the structure would require a building permit and the structure must comply with all building codes before passing a final inspection. The public would not have access to the structure.

2. State Requirement: The use and value of the area adjacent to the property included in the variance will not be affected in a substantially adverse manner.

Staff Analysis: The structure would be located on a property significantly larger than most adjacent residential properties and would sit over twice the required minimum setback from the property lines. Therefore, the structure would not impact adjacent property in an adverse manner.

3. State Requirement: The strict application of the terms of the Unified Development Ordinance will result in practical difficulties in use of the property.

Staff Analysis: A strict application of the ordinance would prohibit construction of an accessory structure permittable within the Shelbyville city limits on property adjacent to the city limits.

Staff Recommendation

Staff recommends **APPROVAL** primarily because a strict application of the ordinance would prohibit construction of an accessory structure permittable within the Shelbyville city limits on property adjacent to the city limits.

Owner:

Applicant/Owner Information

Applicant: Charles Reed

1475 E Lawndale Dr. Shelbyville, IN 46176

Reed Real Estate III LLC

From: Adam Rude
To: Desiree Calderella
Subject: 610E McKay Road

Date: Thursday, April 4, 2024 8:43:25 AM

CAUTION: This email originated from outside your organization. Exercise caution when opening attachments or clicking links, especially from unknown senders.

Shelby County Board of Zoning Appeals Members,

With all properties in close proximity to the City, and within an area which will likely enter the City's jurisdiction at some point in the future, we feel it is important to ensure that improvements in these areas align with both the City and County's UDOs, minimizing future non-conformities. We greatly appreciate the County Planning Office's efforts to include our office when these types of cases arise.

After reviewing the Development Standards Variance by Charles Reed at 610 E McKay Road, we do not have any opposition to the requested variance, and it appears to meet the City's standards for an accessory structure in the R1 zoning district.

Please let me know there are any questions or concerns that our office can assist with.

Thanks,



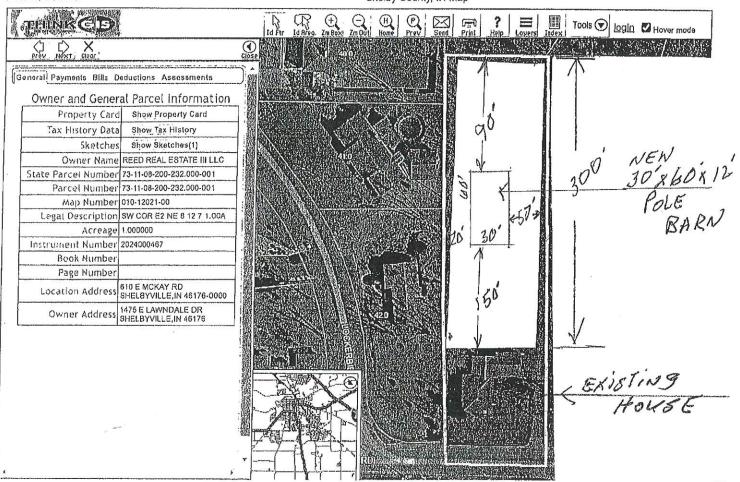


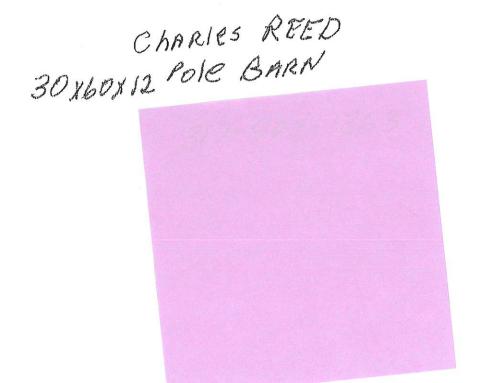
T: 317-392-5102 x 306 | M: 317-512-0090

E: arude@cityofshelbyvillein.com | W: www.cityofshelbyvillein.com

A: 44 W. Washington Street, Shelbyville, IN, 46176

Need to Schedule A Meeting With Me?





Property Details

Location: 7414 E Michigan Rd, Waldon,

Liberty Township.

Property Size: 25.88-acres.

Current Land Use: Church.

Zoning Classification:

IS (Institutional)

<u>Intent:</u> This district is established for institutional and municipal owned lands for public purpose and use.

<u>Development Standards:</u> Require quality time, place, and manner development standards to minimize impacts on adjacent residential properties while serving the needs of the overall community.

A1 (Conservation Agricultural)

R1 (Single-Family Residential)

Future Land Use per Comp Plan Industrial

The purpose of this category is to provide for a full range of light and heavy industrial uses. Types of uses include manufacturing, processing, distribution and storage. The designation should accommodate a variety of industrial establishments which:

- Employ high environmental quality standards
- May function as an integral part of an overall development area
- Require large tracts of land because of their nature and function
- Have minimal impacts on adjacent uses

Surrounding Development

	Zoning	Land Use
North	NA	I-74
South	A1, RE, R1	Cropland /
		Estate
		Residential
East	B3 (Decatur County)	Vacant
West	R1/IS	Single-Family
		Residential

Staff Report

Case Number: BZA 24-11

Case Name: Cornerstone Christian Fellowship –

Development Standards Variance

Request

Variance of Development Standards to allow for replacement of a manual message board with an electronic message center on an existing pole sign.

Code Requirement

UDO Section 5.73 E 1 c – Prohibited Signs: The signs listed in this section are prohibited - Animated Signs: Signs that gain attention through animation, including: LED or similar sign boards, except when LED elements are used for static messages.

Purpose of Requirements: Sign standards provide a balanced system of signage to facilitate communication between people and their environment and to avoid visual clutter that is potentially harmful to traffic safety, property values, community appearance, and the economic vitality of Shelby County.

Property Map



Case Description

- The petitioner intends to replace the manual message board on an existing pole sign along I-74 with a 5.5'x9.7' (53.35 sq. ft.) electronic message center. The petitioner does not propose to make any other changes to the sign.
- The UDO imposes a maximum height limitation of 6-feet and a maximum area limitation of 40 sq. ft. for sign in the IS District. The existing sign exceeds the maximum size limitations. Plan Commission records indicate that the petitioner erected the sign prior to the current UDO and obtained all proper approvals, therefore, the sign qualifies as a legal-nonconforming structure. The UDO allows for alterations to legal-nonconforming structures only if the alteration does not result in increased nonconformity. The addition of an electronic message center would increase the nonconformity of the sign; therefore, the petitioner has requested this variance.
- The property also includes a ground sign along Michigan Rd.
- Surrounding development includes mostly agricultural and single-family residential uses. The southeast corner of the I-74/CR 800 E interchange includes a truck stop within the jurisdiction of Decatur County which has a digital gasprice pole sign.
- Historically, the BZA has considered electronic message centers appropriate on ground signs with limitations on lighting and animation components. The BZA has not reviewed a case regarding an electronic message center on a pole sign.
- The I-74 corridor within unincorporated Shelby County does not currently include any signs with electronic message center components.

Staff Analysis of Findings of Fact

1. State Requirement: The approval will not be injurious to the public health, safety, morals, and general welfare of the community.

Staff Analysis: Addition of an electronic message center on a sign exceeding current UDO size limitations would result in a sign significantly exceeding the aesthetic limitations imposed by the UDO. Location of the sign at the southern gateway into Shelby County may be harmful to traffic safety, community appearance, and the economic vitality of Shelby County.

2. State Requirement: The use and value of the area adjacent to the property included in the variance will not be affected in a substantially adverse manner.

Staff Analysis: Addition of an electronic message center on a sign exceeding current UDO size limitations would result in a sign significantly exceeding the aesthetic limitations imposed by the UDO, which may negatively impact the aesthetic quality and value of the surrounding area.

3. State Requirement: The strict application of the terms of the Unified Development Ordinance will result in practical difficulties in use of the property.

Staff Analysis: A strict application of the ordinance would not prevent continued use of a manual message board on the legal-nonconforming sign.

Staff Recommendation

Staff recommends **DENIAL**

Addition of an electronic message center on a sign exceeding current UDO size limitations would result in a sign significantly exceeding the aesthetic limitations imposed by the UDO. Location of the sign at the southern gateway into Shelby County may be harmful to traffic safety, property values, community appearance, and the economic vitality of Shelby County.

If the Board chooses to approve the variance, Staff recommends the following stipulations:

- 1. The content of the sign shall change no more than once every thirty seconds and shall transition by an instant change/slideshow effect. The sign shall not include motion picture capabilities.
- 2. The sign shall include a sensor or other device that automatically determines the ambient illumination and be programmed to automatically dim according to ambient light conditions.
- 3. The EMC portion of the sign shall be turned off between 10 PM and 5 AM.
- 4. The brightness level for any digital display shall be calibrated for less than 0.2-foot candles above ambient light levels, as measured at the right-of-way line.
- 5. The "default" setting shall be a black screen in the event of a malfunction.

Applicant/Owner Information

Applicant: Cornerstone Christian Fellowship Owner:

r: Same

7224 E Michigan Rd. Waldron, IN 46182

Representative: Greenfield Signs, Inc.

716 W Main St.

Greenfield, IN 46140

View of sign driving east of I-74



Google Street View – Oct, 2023

View of sign driving west on I-74



Google Street View – Aug, 2022

Property Details

Location: 4485 E SR 244, Shelbyville, Liberty Township.

Property Size: 4.15-acres.

Current Land Use: Vacant.

Zoning Classification:

C2 (Highway Commercial)

Intent: This district is established for commercial uses that are closely related to the special needs of the traveling public, interstate commerce, trucking and, in general, vehicular traffic along interstates and major state highways.

Development Standards: Require quality time, place, and manner development standards to minimize impacts on adjacent properties while encouraging economic vitality. Minimize light, noise, water, and air pollution.

<u>BZA</u>: Be sensitive to aesthetics and the potential for light pollution, noise pollution, pedestrian safety, and vehicular safety.

Future Land Use per Comp Plan Estate Residential

The purpose of this category is to provide for new rural residential housing opportunities in rural areas not well suited for agriculture. New residential development should have reasonable access to roads and utilities and should not significantly disrupt agricultural activities. The residential density of this category should not exceed one lot for every two acres.

Surrounding Development

Zoning	Land Use
RE	Vacant / Woodland
NA	I-74
A2	Cropland
NA	I-74
	RE NA A2

Staff Report

Case Number: BZA 24-12

Case Name: American Trailer Wholesalers –

Development Standards Variances

Request

Variances of Development Standards to allow:

- Use of existing driveways located closer than 150-feet from intersecting streets;
- 2. Use of existing driveways located closer than 100-feet from another driveway;
- 3. Use of existing un-striped parking and maneuvering areas;
- 4. Outdoor display and storage of vehicles and trailers for sale on existing gravel surface.

Code Requirement

UDO Section 5.20 A 1 a: <u>Separation:</u> From a Street Intersection: No single driveway shall be permitted to be installed: Within 150 feet of any intersecting street if access is along an arterial or collector street.

UDO Section 5.20 A 2 a: <u>Separation:</u> Multiple Entrance: Two or more driveways shall not be permitted to be installed: Within 100 feet of one another if access is along an arterial or collector street.

UDO Section 5.63 A: Parking Lot Standards

UDO Section 5.58 A: <u>Vehicle Dealership</u>: The outdoor display, storage, and parking of vehicles (trailers included in definition of vehicle) for sale shall be permitted, provided that all vehicles are parked on either asphalt, concrete or on a special display approved by the Zoning Administrator; or enclosed within a structure. Parking cars in the right-ofway, within the setback for a parking lot, or on grass or gravel shall not be permitted.

Purpose of Requirements: Driveway and parking lot dimensional requirements protect the safety of motorists and pedestrians and allow for efficient traffic flow. Prohibiting storage of vehicles and trailers for sale on gravel surfaces encourages orderly display of merchandise, thereby protecting the aesthetic quality of the surrounding area and economic vitality of the County.

Property Map



Case Description

- The petitioner intends to use the property in its current condition for a semi-trailer dealership. The petitioner does not propose any modifications to the property.
- The property has had a commercial zoning designation since the County adopted its first zoning map and has historically included automobile-oriented uses and outdoor storage of large equipment.
- The UDO permits semi-trailer dealerships in the C2 District, however, requires that any use of property established after the effective date of the UDO also comply with all development standards identified in the current UDO for the applicable zoning district. The property complies with all development standards other than the standards addressed with the variances. The UDO does not require landscaping on commercial property until installation of a new primary building.
- The Indiana Department of Transportation (INDOT) issues driveway permits for State Roads, including SR 244. INDOT has approved use of the driveways as shown on the site plan submitted with the application for use of the property for semi-railer sales as described by the petitioner.
- Staff reviewed aerial photography of similar semi-truck sales operations located south of Indianapolis. Most
 operations include paved and stiped parking lots. Operations located in rural areas generally include gravel outdoor
 storage areas. Operations located in urban areas include both gravel and paved outdoor storage areas.

- The County recently permitted a trailer-sales operation at the northeast corner of the I-74 / SR 244 intersection. The plans for the facility include stiped parking and maneuvering areas and a 40'x100' concrete pad for outdoor display of all trailers.
- The criteria of variance approval cannot reflect the appropriateness of the use itself, as the UDO already permits semi-trailer sales in the C2 District. The criteria of variance approval must reflect the appropriateness of use of the property in its current condition for uses of property permitted in the C2 District. If the Board chooses to approve the variances, the Board may restrict use of the property to the proposed use if the Board determines that other uses permitted in the C2 District require upgrading the site to comply with the UDO.

Staff Analysis of Findings of Fact

Variances #1 & #2 - Use of existing driveways located closer than 150-feet from intersecting streets and use of existing driveways located closer than 100-feet from another driveway;

- 1. State Requirement: The approval will not be injurious to the public health, safety, morals, and general welfare of the community.
 - Staff Analysis: INDOT has approved use of the driveways as shown on the site plan submitted with the application for use of the property for semi-railer sales as described by the petitioner. Therefore, use of the existing driveways will not adversely impact the public.
- 2. State Requirement: The use and value of the area adjacent to the property included in the variance will not be affected in a substantially adverse manner.
 - Staff Analysis: INDOT has approved use of the driveways as shown on the site plan submitted with the application for use of the property for semi-railer sales as described by the petitioner. Therefore, use of the existing driveways will not adversely impact surrounding properties.
- 3. State Requirement: The strict application of the terms of the Unified Development Ordinance will result in practical difficulties in use of the property.
 - Staff Analysis: A strict application of the ordinance would prohibit use of existing driveways approved for the proposed use by INDOT.

Variances #3 & #4 - Use of existing un-striped parking and maneuvering areas and outdoor display and storage of vehicles and trailers for sale on existing gravel surface.

- 4. State Requirement: The approval will not be injurious to the public health, safety, morals, and general welfare of the community.
 - Staff Analysis: Unstriped parking and maneuvering areas may negatively impact the safety of motorists and pedestrians and hinder traffic flow into and within the parking lot. The UDO advises the BZA to consider aesthetics when making decisions regarding property in the C2 District. Paved parking and outdoor storage areas would improve the aesthetic quality property, thereby improving the aesthetic quality of the area.
- 5. State Requirement: The use and value of the area adjacent to the property included in the variance will not be affected in a substantially adverse manner.

Staff Analysis: Unstriped parking and maneuvering areas may hinder traffic flow into the parking lot, thereby negatively impacting use of the public road by adjacent properties. The UDO advises the BZA to consider aesthetics when making decisions regarding property in the C2 District. Paved parking and outdoor storage areas would improve the aesthetic quality property, thereby improving the aesthetic quality of the area.

6. State Requirement: The strict application of the terms of the Unified Development Ordinance will result in practical difficulties in use of the property.

Staff Analysis: A strict application of the ordinance would not prevent use of the property for a semi-trailer sales facility with stiped parking areas and paved outdoor storage areas consistent with similar facilities in the region.

Staff Recommendation

Staff recommends **APPROVAL** of variances #1 & #2 because INDOT has approved use of the driveways as shown on the site plan submitted with the application for use of the property for semi-railer sales as described by the petitioner. Staff recommends **stipulations**:

- 1. The variance shall be rendered void if use of the property changes.
- 2. Use of the central driveway for access shall be prohibited.

Staff recommends **DENIAL** of variances #3 & #4 primarily because similar trailer sales facilities in the region include stiped parking areas and paved outdoor storage areas. Also, the Board should carefully consider aesthetics due to the location of the property at the intersection of two major corridors. If the Board chooses to approve the variance, Staff recommends stipulations:

- 1. The variance shall be rendered void if use of the property changes.
- 2. Outdoor storage of trailers intended for sale shall be screened by landscaping or a fence and/or confined to an area of the property as determined by the Board.

Applicant/Owner Information

Applicant: American Trailer Wholesalers Owner: Jim George / J & J George Properties LLC

7217 Halden Place 1501 S 450 E Indianapolis, IN 46214 Shelbyville, IN 46176

Representative: Jarrod Johnson

7217 Halden Place Indianapolis, IN 46214

DEVELOPMENT STANDARDS VARIANCE FINDINGS OF FACT

Α	pplicant: Jarrod Johnson		
C	ase #:		
Lc	ocation: 4485 E State Road 244, Shelbyville, IN 46176		
an	ne Shelby County Board of Zoning Appeals must determine that the following criteria have been met in order to approve a application for a Development Standards Variance. Using the lines provided, please explain how your request meets ach of these criteria.		
1.	General Welfare: The approval will not be injurious to the public health, safety, and general welfare of the community Our proposal to store for-sale semi-trailers on the gravel lot of this property poses no negative repercussions to the local		
	community, as the site is currently zoned and permitted to have semi-trailers parked on the existing gravel lot. The parking		
	area in front of the office building is not striped, but has plenty of room for multiple cars, including a handicap altered vehicle w/ ramp.		
	We will not have heavy traffic flow for our business. The existing driveway was cleared for use by INDOT.		
2.	Adjacent Property: The use and value of the area adjacent to the property included in the variance will not be affected in a substantially adverse manner.		
	No adverse affects will be brought upon the adjacent properties, as the current zoning of the proposed property already allows for the		
	storage of semi-trailers on-site. Additionally, the entrace to the proposed property is the closest driveway to the highway		
	exit ramps and passes no other drives or roads before our primary yard entrance for semi-trailer entry.		
	the current condition of the property, including office parking area, poses no adverse affect to adjacent properties.		
3.	Practical Difficulty: The strict application of the terms of the Shelby County Zoning Ordinance will result in a practical difficulty in the use of the property.		
	The proposed variance does not request permission to make any changes to the existing		
	property, it soley requests permission to store for-sale semi trailers on the existing gravel lot, use		
	· · · · · · · · · · · · · · · · · · ·		
	existing driveway that has been cleared by INDOT and use office parking area in		

The Board of Zoning Appeals may review the applicant's findings of fact to assist with their decision-making process. Please see below for general guidance related to completing the findings of fact:

General Welfare: How does the request do no harm to the overall community of Shelby County? (ex. pollution, customer safety, road network safety, building code compliance, etc.)

Adjacent Property: How does the request do no harm to adjoining property and neighborhood? (ex. noise, odor, traffic generation, distance from property lines, appearance of property, etc.)

Practical Difficulty: This situation shall not be self-imposed, nor be based on a perceived reduction of, or restriction on, economic gain (ex. of practical difficulty: topography of property, location of septic system, consistency with nearby land uses, historical use of property, etc.)



Property Details

Location: 9298 N Mechanic St, Gwynneville, Hanover Township.

Property Size: 9.57-acres.

Current Land Use: Construction Service.

Zoning Classification:

RE (Residential Estate)

<u>Intent</u>: This district is established for single-family detached dwellings in a rural or country setting.

<u>Development Standards</u>: Promote lowimpact development in harmony with a natural setting

Future Land Use per Comp Plan Agriculture

The purpose of this category is to provide for traditional agricultural practices (such as crop production and livestock grazing) and modern agricultural practices (such as agricultural research facilities and CAFOs). Rural home sites may also occur within this category; however, the emphasis should remain on agriculture. New residential subdivisions that remove prime farmland from production should be discouraged. The residential density of this category should be one lot for every five acres.

Surrounding Development

	Zoning	Land Use
North	RE	Estate Residential
South	A1/RE	Cropland / Estate
		Residential
East	RE	Estate Residential
West	VR	Industrial

Staff Report

Case Number: BZA 23-13

Case Name: Mark E Shannon – Use & Development

Standards Variances

Request

Variance of Use to allow for a self-storage facility, including outdoor storage, in the RE (Residential Estate) District.

Variances of Development Standards to allow:

- 1. Transfer of the use variance with the property when sold;
- 2. Lot coverage to exceed 30%;
- 3. Lack of designated ADA parking spaces;
- 4. Two commercial ground signs.

Code Requirement

UDO Section 2.11 – *RE District Intent, Permitted Uses, and Special Exception Uses.*

UDO Section 9.17 F 2 – Use Variance: A use variance granted by the Board of Zoning Appeals may run with the land or applicant until such time as:

- a. The use of the variance ends, is vacated, or unused for three (3) months consecutively;
- b. The property conforms with the Unified Development Ordinance as written; or,
- c. The property is sold.

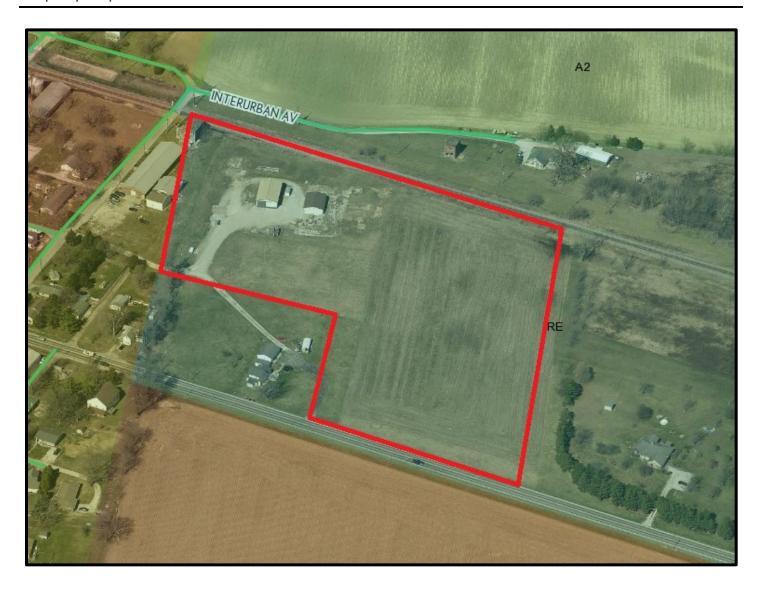
UDO Section 2.12 – *RE District Development Standards: Maximum Lot Coverage* – 30%

UDO Section 5.60 F – Parking for the Disabled

UDO Section 5.73 – General Sign Standards & **UDO Section 5.74** - Agricultural Commercial, Institutional, and Neighborhood Commercial Signs.

Purpose of Requirements: Provisions for expiration of use variances allow property to transition back to a use permitted in the underlying zoning district at a time when the specific approved use may no longer be viable. Lot coverage standards encourage orderly development of lots and consistency of development within neighborhoods. ADA parking standards provide for accessible parking for the disabled. Sign standards provide a balanced system of signage to facilitate communication between people and their environment and to avoid visual clutter that is potentially harmful to traffic safety, property values, community appearance, and the economic vitality of Shelby County.

Property Map



Case Description

Proposed Use & Development

- The petitioner intends to develop the property for use as a self-storage facility providing outdoor storage areas for boats, recreational vehicles, and motorcycles. In the future, the petitioner may also build indoor storage units.
- Immediate proposed development includes an 8-foot-tall privacy fence, landscaping, expansion of existing gravel area, and asphalt driveway apron.
 - The petitioner intends to maintain the existing buildings as part of the facility.
 - The site plan submitted with the variance application shows all outdoor storage areas and buildings at least 60-feet from the property lines. The UDO requires a 60-foot setback for buildings in the I1 (Low Intensity Industrial) District. The UDO allows self-storage facilities by-right in the I1 District.
 - The landscaping plan submitted with the variance application complies with the landscaping requirements for property in the I1 District, other than substitution of ornamental or evergreen trees for some of the required canopy trees.
 - Staff reviewed aerial photography of existing self-storage facilities in Shelby County. Most facilities in Shelbyville include paved parking lots and outdoor storage areas. All facilities in the unincorporated County include gravel parking lots and outdoor storage areas.
- Possible future development includes a maximum of eleven (11) self-storage buildings and associated gravel
 maneuvering areas. The petitioner's Statement of Intent indicates that they may pave the maneuvering areas if
 feasible.
- The petitioner's Statement of Intent indicates that key-pad entry will allow access by customers at any time and that the facility would have approximately two-hundred customers per month on a seasonal basis.
- Development of buildings on the site would require Technical Advisory Committee review and approval of a Site Plan in compliance with applicable County codes. The Site Plan must include elevations, specific building and parking locations, proposed septic design, and drainage infrastructure.

Supplemental Information

- The UDO only permits self-storage facilities by right in the I1 (Low Intensity Industrial) and I2 (High Intensity Industrial) Districts. Approval of the development with Staff's recommended stipulations would result in a project in compliance with development standards applicable to the I1 District, other than allowance for temporary gravel maneuvering areas, limited outdoor storage areas, and slight modifications to required landscaping.
- The petitioner intends to eventually transfer ownership of the property to another entity which will operate the facility.
- The property has access to Mechanic Street through a driveway on property owned by the commercial property to the east. The driveway also provides access to US 52 through a platted alley between two residential lots fronting onto US 52. One residential property also uses the driveway.

- Lot coverage includes all areas of a lot occupied by structures and impervious surface. The proposed development would exceed the 30% lot coverage requirement for lots in the RE District only if the development utilizes paved parking and outdoor storage areas.
- Proposed signage would comply with requirements for signage in C1 (Neighborhood Commercial) District.
- The property lies within the unincorporated community of Gwynneville. Commercial uses within the town include a
 plastics manufacturing facility which adjoins the west side of the property, gunsmith shop, small auto-body repair
 shop, and post office.
- The County assigned the property the RE zoning designation in 2008 when the County updated the County-wide zoning maps. Prior to 2008, the property had an agricultural zoning designation. The petitioner indicated that a bridge construction company has occupied the property for over fifty years.

Use Variance Criteria and Expiration Clauses

- Unlike a rezoning, a use variance only permits the specific use requested rather than all uses permitted in a zoning district. A use variance allows for flexibility in use of a property without allowing for other uses which may have negative impacts on adjacent property.
- Use variances are generally appropriate for a use:
 - Specifically suited for a piece of property;
 - Which does not substantially impact adjacent properties;
 - Which may be an accessory use to a primary permitted use operating on the property;
 - Which does not alter the property to a degree to which the property could not be used for a permitted use in the underlying zoning district.
- The UDO includes provisions for expiration of use variances to allow property to transition back to a use permitted in the underlying zoning district at a time when the specific approved use may no longer be viable.
- The provision that a use variance expires at the time property transfers ownership should not be used as a means for the BZA to control or restrict the user of the property. The BZA may only consider the findings of fact when making a decision, which apply to the property and surrounding area, and not the property owner.

Staff Analysis of Findings of Fact

Use Variance

1. State Requirement: The approval will not be injurious to the public health, safety, morals, and general welfare of the community.

Staff Analysis: A small scale self-storage facility would not generate a significant amount of daily traffic and would not pose any environmental impact. The proposed use would provide a service currently not available in the area to the traveling public on US 52 and the surrounding community.

2. State Requirement: The use and value of the area adjacent to the property included in the variance will not be affected in a substantially adverse manner.

Staff Analysis: A small-scale self-storage facility with limited outdoor storage would be consistent with existing commercial uses within the town of Gwynneville. Proposed outdoor storage and building setbacks, landscaping, and a privacy fence would provide a visual and sound buffer from adjacent residential properties.

3. State Requirement: The need for the variance arises from some condition peculiar to the property involved.

Staff Analysis: The property has historically included a commercial use and the property lies near a major transportation corridor, which renders the property desirable for commercial development.

4. State Requirement: The strict application of the terms of the Zoning Ordinance will constitute an unnecessary hardship if applied to the property for which variance is sought.

Staff Analysis: A strict application of the ordinance would not allow for small-scale commercial development of property which has historically included a commercial use and which lies near a major transportation corridor, rendering the property desirable for commercial development.

5. State Requirement: The approval does not interfere substantially with the Comprehensive Plan.

Staff Analysis: Development of the property would not remove cropland from production or prevent continued use of properties surrounding Gwynneville for agricultural purposes.

Development Standards Variance

1. State Requirement: The approval will not be injurious to the public health, safety, morals, and general welfare of the community.

Staff Analysis: Approval of the use variance would not have a negative impact on the community, therefore, allowing the use variance to transfer with the property would not have a negative impact on the community. The facility does not provide any services that would necessitate ADA parking spaces. Signage would allow for identification of the facility.

2. State Requirement: The use and value of the area adjacent to the property included in the variance will not be affected in a substantially adverse manner.

Staff Analysis: Approval of the use variance would not have a negative impact on the adjacent properties, therefore, allowing the use variance to transfer with the property would not have a negative impact on adjacent properties. Lack of ADA parking spaces would have no perceivable impact on adjacent property. Signage in compliance with dimensional and lighting standards applicable to commercial signage would not impose visual clutter harmful to surrounding properties.

3. State Requirement: The strict application of the terms of the Unified Development Ordinance will result in practical difficulties in use of the property.

Staff Analysis: A strict application of the ordinance would not allow the petitioner to sell the property for commercial use and approval of the variance would not prevent transition of use of the property back to a use permitted in the RE district if the self-storage facility becomes unviable. The facility does not provide any services that would necessitate ADA parking spaces. A strict application of the ordinance would not allow for signage to adequately identify the facility.

Staff Recommendation

Staff recommends **APPROVAL** primarily because a small-scale self-storage facility with limited outdoor storage would be consistent with existing commercial uses within the town of Gwynneville and the historical use of the property. However, a large-scale self-storage operation as proposed encompassing the entire lot would conflict with the small-town character of Gwynneville and would detract from the aesthetic quality of the US 52 corridor.

Staff recommends stipulations:

- 1. Only two new self-storage buildings shall be permitted. These buildings shall be consistent with the size and location of the two buildings at the north end of the property shown on the site plan submitted with the variance application.
- 2. All parking and outdoor storage areas shall be paved prior to issuance of a certificate of occupancy for any new self-storage building.
- 3. The petitioner shall submit proof of an access easement allowing access to Mechanic Street prior to use of the property for a self-storage facility.
- 4. The materials and color of all new structures shall match, closely resemble, or significantly complement one another.
- 5. All outdoor site lighting shall include full cut-off fixtures and the maximum allowable light at a property line shall be five (5) lux.
- 6. Any dumpsters stored outdoors shall be on a paved surface and screened by a wall or fence.
- 7. The development shall be consistent with the Site Plan submitted with the variance application, other than amendments required to comply with stipulations of variance approval.

If the Board chooses to approve the variance with allowance for construction of all future buildings, Staff recommends removal of stipulation #1 and addition of the following stipulation:

1. The Mechanic Street entrance shall be abandoned, and a commercial entrance shall be installed from US 52 prior to issuance of a certificate of occupancy for a third self-storage building.

Owner:

Applicant/Owner Information

Applicant: Mark E Shannon

5174 E 400 N

Shelbyville, IN 46176

Same

STATEMENT OF INTENT (ONLY REQUIRED FOR VARAINCE OF USE & SPECIAL EXCEPTION)

Please answer the following questions (when applicable) pertaining to your request. If approved, the use would be limited to the information provided and expansion of the use would require new approval from the Board. The Board may also approve the use conditional on one or more amendments to the statement of intent.

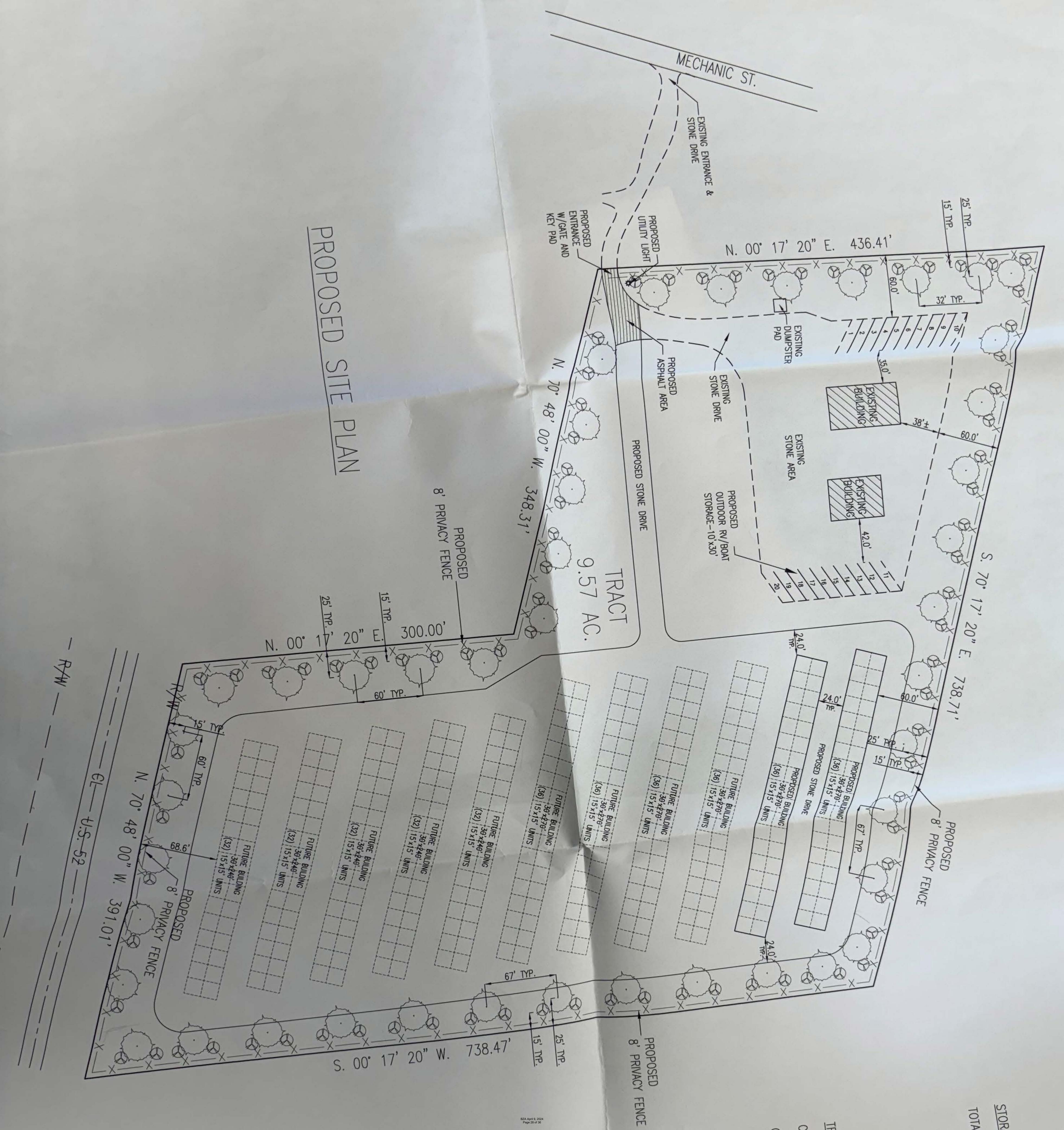
1.	Summary of Proposed Use and/or Business Activity: Development of a self-storage facility including		
	boats, RVs, and motorcycles. Pending financial viability of the outdoor storage I will consider building closed storage units.		
2.	Days & Hours of Operation: Sunday - Saturday; 24/7 x365.		
3.	Maximum Number of Customers per Day/Week/Month: Estimate: 10/50/200 (seasonal)		
4.	Type and Frequency of Deliveries: No deliveries are expected after the build is completed.		
5.	Description of any Outdoor Storage: Boat and RV storage will be on stone and may be paved later.		
6.	Description, Size, and Placement of any Signage: Storage facility name, contact number, and entrance/arrow.		
	Two signs. Approximately 6' x 8', one each at SR52 property edge and one at the Mechanic street entrance.		
7.	Description of Waste Disposal: (1) 2-yard dumpster. Emptied weekly.		
8.	Existing and/or Proposed Building and Site Improvements Pertaining to Proposed Use (ex. parking lot, landscaping, commercial upgrades to building, etc.):		
	Phase 1: Extend the existing stoned area for boat/RV storage. Phase 2: Build storage units per the site plan (attached).		

DEVELOPMENT STANDARDS VARIANCEFINDINGS OF FACT

Αŗ	oplicant: Mark E. Shannon
Ca	ase #:
Lo	cation: 9298 N. Mechanic Street, Gwynneville, IN 46144
an	e Shelby County Board of Zoning Appeals must determine that the following criteria have been met in order to approve application for a Development Standards Variance. Using the lines provided, please explain how your request meets ch of these criteria.
1.	General Welfare: The approval will not be injurious to the public health, safety, and general welfare of the community. This request is for surface storage of boats and RVs only in Phase 1. After building the fence/gate, installing lights,
	and spreading stone, there will be nothing which will generate pollution, affect public safetly, or road network safety.
2.	Adjacent Property: The use and value of the area adjacent to the property included in the variance will not be affected in a substantially adverse manner.
	The adjacent property (west) houses Pearl Plastics, a business. The adjacent property
	to the north is a functioning railroad. The adjacent property to the east is a farm field and residence.
	The adjacent property to the south is State Highway 52 and a residence. This property housed
	a bridge construction company for 50 years with no adverse affect to the neighborhood.
3.	Practical Difficulty: The strict application of the terms of the Shelby County Zoning Ordinance will result in a practical difficulty in the use of the property.
	This property housed a bridge construction business for 50 years. The creation of a boat and RV storage is the best
	use case for generating revenue with the least amount of impact to the Gwynneville
	community. In Phase 1, the plan is for stone, fence, gates, trees, and security lights.
	The Phase 2 plan includes building closed storage units per the site plan.

USE VARIANCE FINDINGS OF FACT

Αp	plicant: Mark E. Shannon
	ase #:
Lo	cation: 9298 N. Mechanic Street, Gwynneville, IN 46144
	e Shelby County Board of Zoning Appeals must determine that the following criteria have been met in order to approve application for a Use Variance. Using the lines provided, please explain how your request meets each of these criteria.
1.	General Welfare: The approval will not be injurious to the public health, safety, and general welfare of the community. This request is for storage only. After building the fence/gate, installing lights, and spreading stone, there will be
	nothing which will generate pollution, affect public safetly, or road network safety.
2.	Adjacent Property: The use and value of the area adjacent to the property included in the variance will not be affected in a substantially adverse manner.
	The adjacent property (west) houses Pearl Plastics, a business. The adjacent property (north)
	is a functioning railroad. The owner of the adjacent property (east) is a mechanic who repairs
	cars. The adjacent property (south) is SR52 and a residence.
3.	Practical Difficulty: The need for the variance arises from some condition particular to the property involved. This property housed a bridge construction business for the last 50 years.
	Heavy equipment, semi-tractor trailers, and heavy materials were loaded continuously
	throughout the business day and oftentimes in the evening. There were no complaints.
4.	Unnecessary Hardship: The strict application of the terms of the Shelby County Unified Development Ordinance will constitute an unnecessary hardship as they are applied to the property for which the variance is sought. Without a variance, the property value will not increase nor provide adequate return on investment. Additionally,
	increasing the value of this property improves the value of my estate as well as generate an increase in property tax
	and business entity tax revenue for the Shelby county.
5.	Comprehensive Plan: The granting of the variance does not interfere substantially with the Comprehensive Plan. The Comprehensive Plan recommends agriculture as the future land use of the property. Approximately 7 acres
	of this property has been historically cash rented for farming. The income from cash renting did not provide enough revenue
	to cover the annual property taxes.



Property Details

Location: 2853 W Pope St, Flat Rock,

Washington Township.

Property Size: 5.84-acres.

Current Land Use: Religious

Institution.

Zoning Classification:

IS (Institutional)

<u>Intent:</u> This district is established for institutional and municipal owned lands for public purpose and use.

<u>Development Standards:</u> Require quality time, place, and manner development standards to minimize impacts on adjacent residential properties while serving the needs of the overall community.

Future Land Use per Comp Plan Agriculture

The purpose of this category is to provide for traditional agricultural practices (such as crop production and livestock grazing) and modern agricultural practices (such as agricultural research facilities and CAFOs). Rural home sites may also occur within this category; however, the emphasis should remain on agriculture. New residential subdivisions that remove prime farmland from production should be discouraged. The residential density of this category should be one lot for every five acres.

Surrounding Development

	Zoning	Land Use
North	VR/IS	Single-Family Residential
		/ Religious Institution
South	A2/RE	Estate Residential
East	A1	Cropland / Farmstead
West	RE/IS	Estate Residential

Staff Report

Case Number: BZA 24-14

Case Name: Flat Rock Christian Church –

Development Standards Variances

Request

Variances of Development Standards to allow for a telecommunication facility:

- 1. Having a lattice design (only monopole towers permitted);
- 2. Not designed to blend in with the natural surroundings of the environment;
- 3. Not designed to accommodate both the applicant's antennas and two additional users' antennas;
- 4. Without landscaping.

Code Requirement

UDO Section 5.80 C 2 - Appearance: Towers and antennas shall be designed to blend into the natural surrounding environment through the use of color and camouflaging architectural treatment, except in an instance where the color is dictated by State or federal authorities such as the Federal Aviation Administration (FAA).

UDO Section 5.80 C 3 - Monopole Design: Towers shall be of a monopole design.

UDO Section 5.80 C 5 b - Co-location: A minimum of two (2) additional users if the telecommunications tower is 100 feet or more.

UDO Section 5.80 C 8- Co-location: A live evergreen screen consisting of a hedge, planted three (3) feet on-center maximum, or a row of evergreen trees planted a maximum of ten (10) feet on-center shall be planted around the entire telecommunication facility and each of the guy wires and anchors, if used. The height of all plants at the time of planting may be no less than five (5) feet.

Purpose of Requirements – Aesthetic standards limit the impacts of a telecommunication facility to the character of the area, thereby protecting property values and the use and enjoyment of surrounding properties. Co-location requirements reduce the need for multiple telecommunication facilities in one area.

Property Map



Case Description

Case Overview

- The church plans to install a 121.5-foot lattice tower southeast of the church annex building to provide high-speed broadband internet service to the church and surrounding community. The company installing the tower (Franklin based Internet Communications Inc) has a five-year use agreement.
- The structural plans submitted with the variance application show a 120-foot-tall lattice tower with two 1.5-foot-tall antennas (121.5' total structure height). The petitioner also intends to install a 6-foot-tall security fence around the facility.
- Great Plains Communications does provide high-speed fiber service to the church premises. Connection to fiber
 would eliminate the need for the telecommunication facility. However, the church explained that the fiber internet
 service would cost three to four times the cost of the service to the tower. The tower will also provide high-speed
 broadband service to other properties in the community at a lower cost and high-speed broadband service to
 properties in the community without current access to high-speed fiber.
- In the future, government funding sources may reduce the cost to rural households to connect to high-speed fiber and allow for further expansion of high-speed fiber service in Flat Rock.

Development Standards

- Facilities with towers used for provision of internet service qualify as a telecommunication facility per the definition
 of telecommunication facility included in the UDO. All regulations applicable to other types of telecommunication
 facilities, such as cellular communications facilities, included in the UDO apply to facilities with towers used to
 provide broadband service.
- The UDO permits telecommunication facilities in the IS District and therefore would allow the church to place a telecommunication facility in compliance with all applicable design standards without approval from the BZA. However, the proposed facility requires BZA approval of development standards variances regarding tower and facility design.
- The company installing the facility indicated that a tower less than 120-feet-tall would provide limited service to the community due to tree coverage in the area.
- The company installing the facility indicated that a monopole design would restrict ease of tower maintenance and that the company would likely cancel the project if the church requested a monopole tower.
- The tower is not designed to accommodate multiple internet providers. Only the company installing the facility provides fixed wireless service to the area.
- The church indicated that non-commercial use of the facility should not necessitate facility landscaping.
- The proposed facility complies with setback standards applicable to telecommunication facilities and structures in the IS District and does not exceed the maximum height standard of 200-feet.

Staff Analysis of Findings of Fact

- 1. State Requirement: The approval will not be injurious to the public health, safety, morals, and general welfare of the community.
 - Staff Analysis: The petitioner has contracted with a qualified internet provider to install the facility. Therefore, the design of the facility would not impact the public health, safety, morals, and general welfare of the community.
- 2. State Requirement: The use and value of the area adjacent to the property included in the variance will not be affected in a substantially adverse manner.
 - Staff Analysis: A lattice tower not designed to blend in with the natural environment would have a more significant impact on the character of the area than a traditional monopole tower. However, practical difficulties exist with installation of a monopole tower. The facility will provide high-speed broadband service to other properties in the community at a lower cost and high-speed broadband service to properties in the community without current access to high-speed fiber.
- 3. State Requirement: The strict application of the terms of the Unified Development Ordinance will result in practical difficulties in use of the property.

Staff Analysis: The UDO permits telecommunication facilities in the IS District. The applicable development standards pose practical difficulties with the development of a telecommunication facility. Specifically:

Lettice design and not designed to blend in with the natural surroundings of the environment

The company installing the facility indicated that a monopole design would restrict ease of tower maintenance and that the company would likely cancel the project if the church requested a monopole tower.

Not designed to accommodate both the applicant's antennas and two additional users' antennas

Only the company installing the facility provides fixed wireless service to the area which eliminates the need for antennas for additional providers.

Without landscaping

The proposed facility does not include a significant amount of ground equipment, therefore, screening with landscaping would not serve a practical purpose in screening the facility.

Staff Recommendation

APPROVAL

The facility will provide high-speed broadband service to the community at a lower cost and high-speed broadband service to properties in the community without current access to high-speed fiber. A lattice tower not designed to blend in with the natural environment would have a more significant impact on the character of the area than a traditional monopole tower. However, practical difficulties exist with the installation of a monopole tower.

Applicant/Owner Information

Applicant Flat Rock Christian Church Owner: Same

2854 W Pope St. Flat Rock, IN 27234

Project Engineer: Internet Communications Inc c/o Tyson Burris

739 Commerce Dr. Franklin, IN 46131

DEVELOPMENT STANDARDS VARIANCE FINDINGS OF FACT

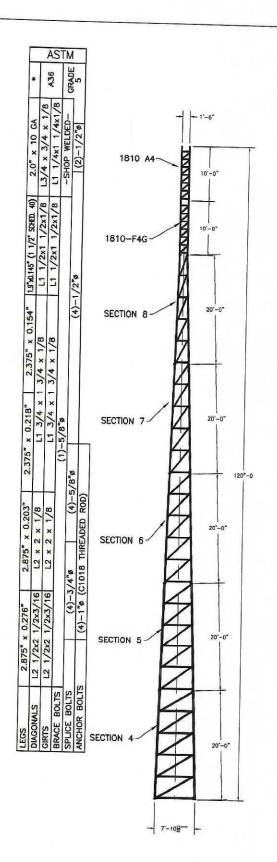
A	oplicant: Flat Rock Christian Church
C	ase #:
Lo	ocation: Flat Rock, Indiana
ea	ne Shelby County Board of Zoning Appeals must determine that the following criteria have been met in order to approve application for a Development Standards Variance. Using the lines provided, please explain how your request meets ch of these criteria. General Welfare: The approval will not be injurious to the public health, safety, and general welfare of the community.
	Erected using the standards set forth by the designer without modifications.
	It does not impede local traffic nor is it tall enough to create an aviation risk.
	No pollution is created by structure and does not impede the environment.
2.	Adjacent Property: The use and value of the area adjacent to the property included in the variance will not be affected in a substantially adverse manner. Said structure should create local value by bringing additional broadband services to the area.
	Location and proposal is based on FRCC interactions with the community.
	Said structure is limited to owners property and away from homes.
3.	Practical Difficulty: The strict application of the terms of the Shelby County Zoning Ordinance will result in a practical difficulty in the use of the property.
	There is no historical value to the proposed location.
	Owner ensures that no septic or related utilites are at risk of damage.

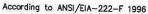
The Board of Zoning Appeals may review the applicant's findings of fact to assist with their decision-making process. Please see below for general guidance related to completing the findings of fact:

General Welfare: How does the request do no harm to the overall community of Shelby County? (ex. pollution, customer safety, road network safety, building code compliance, etc.)

Adjacent Property: How does the request do no harm to adjoining property and neighborhood? (ex. noise, odor, traffic generation, distance from property lines, appearance of property, etc.)

Practical Difficulty: This situation shall not be self-imposed, nor be based on a perceived reduction of, or restriction on, economic gain (ex. of practical difficulty: topography of property, location of septic system, consistency with nearby land uses, historical use of property, etc.)





	CaAa	Flat Plate Area	Weight	Elevation
No Ice	32 sq ft	17.78 sq ft	200 lbs	120 ft
1/2" lce	40 sq ft		350 lbs	MANUAL MA
No Ice	55.5 sq ft			120 ft to 90 ft
1/2" Ice	67 sq ft			120 ft to 90 ft

	CaAa	Flat Plate Area	Weight	Elevation
No Ice	33.9 sq ft	18.83 sq ft	200 lbs	120 ft
1/2" lce	41 sq ft	V Characteristics State	350 lbs	
No Ice	58 sq ft	32.22 sq ft	350 lbs	120 ft to 90 ft
1/2" Ice	70 sq ft	38.88 sq ft	600 lbs	120 ft to 90 ft



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BY: DOW DATE: 12/21/02

DWG NO. 1060

