# **STAFF REPORT**

#### Department of Metropolitan Development Division of Planning Current Planning Section

Case Number: Address: Location: Zoning: Petitioner: Request:	2023-CAP-866 / 2023-CVR-866 3502 North Shadeland Avenue (Approximate Addresses) Warren Township, Council District #13 (#9 Beginning 2024) C-S 3500 Shadeland, LLC, by Russell L. Brown Modification of Site Plan, Plan of Operation and Commitments related to 2021-ZON-010 / 2021-VAR-002, 2007-ZON-841 / 2007-VAR-841 and 2014- MOD-008 to provide for a revised site plan for a home repair/improvement contractor consisting of two phases with Phase I to include an approximately 16,500 square foot building with approximately 20 Parking Spaces and Phase II to include a second building of approximately 22,000 additional square feet of space, approximately 37 parking spaces as well as a gravel fleet parking and outdoor storage area located on the north portion of the property with three sided structures, and a modification of

Variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for a 15,000-square foot building with a five-foot north side setback (minimum 10-foot setback required).

This petition was automatically continued from the January 11, 2024 hearing, to the February 15, 2024 hearing at the request of a registered neighborhood organization.

#### RECOMMENDATIONS

Staff recommends approval of the modifications.

Staff recommends approval of the variance development standards.

### SUMMARY OF ISSUES

### LAND USE

- The subject site consists of two parcels. The bulk of the unimproved site, measures 665 feet east to west, and 1305 feet north to south. A 100 by 665-foot strip of land, adjacent to the southeast corner of the property, provides access to Shadeland Avenue.
- A single-family residential subdivision, zoned D-3, abuts the majority of the site to the west, and a largely unimproved tract of land, zoned D-3, abuts the site to the south. Retail and heavy commercial uses, zoned predominately C-4, are located along Shadeland Avenue to the east and retail and commercial recreation uses, zoned predominately C-4 and C-5, are located along Massachusetts Avenue to the north, northwest and approximately 1/5th of the western boundary.

# MODIFICATION OF SITE PLAN AND COMMITMENTS

- The proposal would modify the site plan, plan of operation, and commitments related to 2021-ZON-010 / 2021-VAR-002, 2007-ZON-841 / 2007-VAR-841 and 2014-MOD-008.
- Specifically, it would provide for a revised site plan for a home repair/improvement contractor consisting of two phases with Phase I to include an approximately 16,500 square foot building with approximately 20 Parking Spaces and Phase II to include a second building of approximately 22,000 additional square feet of space, approximately 37 parking spaces as well as a gravel fleet parking and outdoor storage area located on the north portion of the property with three sided structures.
- The newly proposed site plan now includes a building and parking area within the narrow east to west parcel that was previously only proposed as an access drive to the site. The pond would be relocated to the northern portion of the site and the outdoor storage area would be just south of the proposed pond and north of the building west of the IPL electrical easement.
- O The request would also modify Commitment #3, of 2021- to allow for compliance with the site plan submitted with this petition in two development phases instead of being subject to the previous site plan in 2021.
- The commitments previously approved and retained through petitions 2021-ZON-010 / 2021-VAR-002, 2007-ZON-841 / 2007-VAR-841 and 2014-MOD-008 will remain.
- Per 2007-ZON-841 / 2007-VAR-841, the commitments include that no billboard will be placed on site, no Electronic Variable Message signs will be placed on site, and Lighting shall be directed downward without backsplash onto any adjoining residences or streets.
- ♦ Per 2014-MOD-008, no commitments remain since all were previously terminated.
- Per 2021-ZON-010 / 2021-VAR-002, the commitments include a tree preservation area, measuring fifty-five (55) feet deep along the west property line and fifteen (15) feet deep along the south property line, shall be maintained. The remainder of Commitment 3 not modified with this request would be the installation of a fence shown on the site plan being opaque along its west side where it abuts residential development and along its south side. Additionally, asphalt millings, at a minimum, shall be used for any fleet parking areas and circulation lanes within the outdoor storage area.

# MODIFIED PLAN OF OPERATION

- The preliminary site plan provides for an approximately 39,000 square feet of buildings, providing a mix of office, showroom, warehouse and distribution space.
- Phase I would include an approximately 16,500 square foot building with approximately 20 Parking Spaces.

- O Phase II would include a second building of approximately 22,000 additional square feet of space, approximately 37 parking spaces as well as a gravel fleet parking and outdoor storage area located on the north portion of the property with three sided structures.
- The main building uses would include warehousing and storage, customer showroom and office use affiliated with a pool contractor. The current site plan, at full build-out would support approximately fifty (50) employees which include a mix of on-site employees (approximately 20% of employees) and employees working primarily in the field (approximately 80% of employees).
- The site plan provides for the ability of customers and delivery trucks to safely exit Shadeland Avenue down a long drive to access the main portion of the Site. The vehicular access will all be through this drive. Prior to the completion of Phase II, the drive will have a cul-de sac at the west end of the narrow portion of the property to prevent vehicular access onto Phase II. This area will also contain a gate to prevent entry onto the undeveloped property. Upon completion of Phase II, this gate will be closed at times when the business is closed. The gate will be located in such a way so that any waiting for gate access can be done outside of the right of way.
- ♦ Hours of operation would be from 6:30 am to 7:30 pm during peak season.
- Final Site and Landscape Plan Approvals shall be subject to the approval of the Administrator of the Department of Metropolitan Development.

# **DEVELOPMENT STANDARDS**

- The grant of the request would allow for a five-foot north side setback for the proposed 15,000 square foot- building at the entrance of this C-S district.
- ♦ Table 744-201-3 notes that the C-S district requires ten-foot side setbacks.
- The reduced setback would allow for the construction of a building in this narrow parcel while also providing room for the access drive to the rear of the property.

# STAFF ANALYSIS

- Staff determined that the reduced setback would not negatively impact the adjacent property to the north since the use is heavy commercial and would have similar side setbacks as the commercial properties to along Shadeland Avenue.
- The proposed two-phase development would not cause an impact to the surrounding properties and the uses would still be in line with the uses historically approved on site. The commitment for asphalt milling would still be in place for the gravel fleet parking and outdoor storage area.
- ♦ Therefore, staff is supportive of the requests.

# **GENERAL INFORMATION**

EXISTING ZONING AND LAND USE C-S Compact Undeveloped (Continued)

### SURROUNDING ZONING AND LAND USE

North South East West	C-5 D-3 / C-4 D-7/ C-4 / C-S D-3 / C-4	Commercial Horse Stable / Commercial Commercial Residential (Single-family dwellings) / Commercial
COMPREHENSIVE PLAN		The Comprehensive Plan recommends light industrial and community commercial development.
THOROUGHFARE PLAN		Shadeland Avenue is classified in the Official Thoroughfare Plan for Marion County, Indiana as a primary arterial street, with a 138-foot existing right-of-way and a104-foot proposed right-of-way.
FLOODWAY / FLOODWAY FRINGE		This site is not located within a floodway or floodway fringe.
WELLFIELD PROTECTION DISTRICT		This site is not located within a wellfield protection district.
SITE PLAN		File-dated November 30, 2023.
PLAN OF OPERATION		File-dated November 30, 2023.
FINDINGS OF FACT		File-dated November 30, 2023.
ZONING HISTO	RY – SITE	

EXISTING VIOLATIONS: None.

**PREVIOUS CASES** 

2021-ZON-010 / 2021-VAR-002; 3502 North Shadeland Avenue (subject site), Rezoning of 20.12 acres from the C-S district to the C-S district classification for a home repair/improvement contractor (including pools and related uses) with offices, showrooms, warehouse-distributions, fleet parking and indoor/outdoor storage of materials and equipment, with the TERMINATION of Commitments Two, Three, Four, Five, Six and Seven of 2007-ZON-841/2007-VAR-841, and the TERMINATION of Commitments One, Two, Three and Four of 2014-MOD-008. (The following Commitments for 2007-ZON-841/2007-VAR-841 would be terminated: All parking, storage, and maneuvering areas shall consist of asphalt, concrete, or other paving material to provide a dust-free surface and shall be completed within ten months of the completion of the trailer repair building. In the interim, no storage on gravel surfaces shall occur; Access drives/driveways to the mini-warehouses shall consist of asphalt, concrete, or other paving material, to provide a dust-free surface; A tree preservation area, measuring fifty-five (55) feet deep along the west property line and fifteen (15) feet deep along the south property lines, shall be maintained; A minimum six-foot masonry wall or solid fence shall be erected along the interior of the south and west transitional yards; Landscaping shall be planted and maintained within all required yards and transitional yards as required by the Commercial Zoning Ordinance; The commitments requested by the Department of Public Works related to general infrastructure, sanitary sewer and wastewater management, and storm water management, dated August 27, 2007.

The following Commitments for 2014-MOD-018 would be terminated: All other commitments are hereby ratified and confirmed (for 2007-ZON-841/2007-VAR-841); A six foot (6') tall solid wall of fence shall be provided connecting the northern and southern ends of the westernmost buildings as shown on the site plan filed with the Department of Metropolitan Development and file-dated May 21, 2014 (the Site Plan); No access doors or access aisles shall be provided along the western side of the westernmost buildings, as indicated on the Site Plan; Auto, truck and bus repair and the 16.2 acres of outdoor vehicle storage associated therewith in connection with 2007-ZON-VAR-841 shall be prohibited; however, nothing shall prohibit vehicle/boat/RV camper storage associated with the self-storage/mini-warehouse use permitted by 2007- ZON-841/2007-VAR-841 as modified by 2014-MOD-008.) and Variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for a contractor operation with an eight foot tall chain link fence surrounding the outdoor storage area, with screening material on the interior side of the fence (maximum six-foot tall fence, coated chain link fence required, fence slats not permitted, and without the required walkway from the required Shadeland Avenue sidewalk to the primary building (walkway required), **approved and granted subject to commitments.** 

**2014-MOD-008; 3502 North Shadeland Avenue** (subject site) Modification of Commitments and Site Plan to terminate Commitment #5 and revise the site plan file-dated September 7, 2007, related to 2007-ZON-841 / 2007-VAR-841 to eliminate the requirement for the erection of a six-foot tall masonry wall and fence within the interior of the west and south transitional yards and to provide for a revised site plan for a self-storage facility for the entire site (Site plan provided for mini-warehouses and automobile, truck and bus repair with a 7.1-acre, paved outdoor storage area for vehicles and a 9.1-acre, gravel outdoor storage area for vehicles), **approved.** 

**2007-ZON-841 / 2007-VAR-841; 3502 North Shadeland Avenue** (subject site) Rezoning of 21.435 acres from the I-2-S District to the C-S classification, to provide for mini-warehouses and automobile, truck and bus repair with a 7.1-acre, paved outdoor storage area for vehicles and a 9.1-acre, gravel outdoor storage area for vehicles, **approved** 

**96-Z-122; 3502 North Shadeland Avenue** (subject site), Rezoning of 21.5 acres from D-7 and C-4 to I-2-S to provide for light industrial development, including a warehouse and distribution center for a wholesale food distribution business, **granted.** 

**67-Z-13; East 38<sup>th</sup> Street** (subject site), Rezoning of 21.678 acres being in B-2 district to D-7 classification to provide for the construction of apartments, **approved.** 

# ZONING HISTORY - VICINITY

**2021-ZON-042; 3610 Shadeland Avenue** (east of site), Rezoning of 1.47 acres from the C-4 district to the C-7 district, **approved**.

**2013-ZON-001; 3401 North Shadeland Avenue** (southeast of site), to the C-S classification to provide for the sale of scooters exceeding 50 cc displacement, in addition to the uses approved by 97-Z-19, **approved.** 

**2007-UV1-012; 3610 North Shadeland Avenue** (abutting site to east), variance of use and development standards to legally establish sale of industrial conveyors and related equipment with excessive outdoor storage and display, in C-4, **granted.** 

**2007-ZON-022; 3728 North Shadeland Avenue** (northeast of site), Rezoning 0.46 acre from the D-3 and C-4 District to the C-4 classification, **approved.** 

**2001-ZON-050; 3403 North Shadeland Avenue** (southeast of site), Rezoning of 2.78 acres from the C-4 district to the C-S district to provide for C-4 uses, wholesaling, warehousing distribution and self-storage, **approved.** 

**99-Z-92; 3702 North Shadeland Avenue** (east of site), Rezoning of 5.2 acres from the D-3 district to the C-S district to provide for a plumbing contractor, limited commercial and industrial uses and C-4 uses, **approved.** 

**98-Z-118; 3701 North Shadeland Avenue** (east of site), Rezone 1.5 acres from C-4 to C-5 to provide for automotive related service businesses, **withdrawn.** 

**97-Z-19; 3401 North Shadeland Avenue** (southeast of site), Rezoning of 2.47 acres from C-4 to C-S to allow for C-4 uses and limited C-7 uses, **granted.** 

**95-UV3-42; 3610 North Shadeland Avenue** (abutting site to east), variance of use to provide for outdoor display of cemetery monuments and markers, in C-4, **granted.** 

**91-Z-163; 3621 North Shadeland Avenue** (east of site), Rezoning of 0.41 acre from the C-4 district to the C-5 district, **withdrawn**.

**90-Z-109; 3716 North Shadeland Road** (northeast of site), Rezoning of 0.75 acre, being in the D-3 District, to the C-4 classification to legally establish an existing carwash, **approved.** 

**88-Z-117; 7151 East 38<sup>th</sup> Stree**t (southeast of site), Rezoning of 11.85 acres, being in the A-1 district, to the to the SU-2 classification to conform the zoning with existing school, **approved.** 

**88-Z-115; 6901 East 38<sup>th</sup> Street** (north of site) Rezoning of 9.5 acres, being in the C-4 district, to the C-5 classification to conform the zoning with the existing use, **approved.** 

**87-Z-39; 6925 East 38<sup>th</sup> Street** (northeast of site), Rezoning of 1.00 acre, being in the D-3 District, to the C-4 classification to provide for the reuse of an existing building as a restaurant, approved.

**85-UV2-65; 3702 North Shadeland Avenue** (abutting site to east), variance of use to provide for outside storage, display and sales for an existing hardware store, in D-3, **granted.** 

**85-UV3-34; 3702 North Shadeland Avenue** (abutting site to east), variance of use to provide for the sales of towing equipment and school buses, in C-4, **granted.** 

**82-Z-59; 3518 and 3520 North Shadeland Avenue** (east of site), Rezoning of three acres from the D-3 district to the C-4 district, **approved.** 

**82-Z-11; 3616 North Shadeland Avenue** (east of site), Rezoning of 2.5 acres from the D-3 district to the C-4 district, approved.

**80-Z-152; 6905 East 38<sup>th</sup> Street** (northeast of site), Rezoning of 1.67 acres, being in the D-3 District, to the C-5 classification to provide for automobile sales, **approved.** 

**73-Z-153; 3610 North Shadeland Avenue** (east of site), Rezoning of 1.5 acre from the D-4 district to the C-4 district, **approved.** 

**73-Z-123**; **3524 North Shadeland Avenue** (east of site), Rezoning of 1.5 acre from the D-3 district to the C-4 district, **approved.** 

**68-Z-88; East 38<sup>th</sup> Street** (northeast of site), Rezoning of 2.14 acres, being in the D-3 district to B-2 classification to provide for the construction of office buildings and personal service shops, **approved**.

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### 2023-CAP-866 / 2023-CVR-866; Location Map



### 2023-CAP-866 / 2023-CVR-866; Site Plan



# 2023-CAP-866 / 2023-CVR-866; Previous Site Plan for 2021-ZON-010



### 2023-CAP-866 / 2023-CVR-866; Survey



### 2023-CAP-866 / 2023-CVR-866; Survey (Continued)



# PLAN OF OPERATION

### 3502 N. SHADELAND AVENUE

SUBJECT PROPERTY: The subject property consists of a 20.12+/- acres which is connected to the Shadeland Avenue right of way via a narrow portion of the property approximately 575' in length (the "Site").

<u>Use:</u> Currently, the parcel carries a CS zoning previously approved for the development of home repair contractor. The Site is largely vacant.

The proposal includes rezoning the site to Commercial Special (C-S) to provide for the development, in two potential phases of a new corporate headquarters for a home repair/improvement contractor which will consist of a mix of showroom, office, warehouse/distribution, fleet parking and outdoor material storage, as well as associated employee and customer parking.

The modification from the previously approved CS Zoning will add development to the narrow portion of the property as Phase I, while reserving development in accordance with the previously approved CS Site plan as Phase II.

<u>Site Plan</u>: The preliminary site plan provides for an approximately 39,000 square <u>foot</u> of buildings, providing a mix of office, showroom, warehouse and distribution space.

Phase I would include an approximately 16,500 square foot building with approximately 20 Parking Spaces.

Phase II would include a second building of approximately 22,000 additional square feet of space, approximately 37 parking spaces as well as a gravel fleet parking and outdoor storage area located on the north portion of the property with three sided structures.

The main building uses would include warehousing and storage, customer showroom and office <u>uses</u> affiliated with a pool contractor. The current site plan, at full build-out would support approximately fifty (50) employees which include a mix of on-site employees (approximately 20% of employees) and employees working primarily in the field (approximately 80% of employees).

<u>Vehicle and Pedestrian Plan</u>: The site plan provides for the ability of customers and delivery trucks to safely exit Shadeland Avenue down a long drive to access the main portion of the Site. The vehicular access will all be through this drive. Prior to the completion of Phase II, the drive will have a cul de sac at the west end of the narrow portion of the property to prevent vehicular access onto Phase II. This area will also contain a gate to prevent entry onto the undeveloped property. Upon completion of Phase II, this gate will be closed at times when the business is closed. The gate will be located in such a way so that any waiting for gate access can be done outside of the right of way.

### 2023-CAP-866 / 2023-CVR-866; Plan of Operation (Continued)

**Hours and Details of Operation:** The office and showroom portion of the use will operate with traditional office/retail hours, but other uses within the Site will be accessed prior to field work being started at the beginning of the day and after field work at the close of the day. The hours would start no earlier than 6:30 a.m. during peak season and end no later than 7:30 p.m. during peak season.

**<u>Parking</u>**: Parking will be in compliance with the Zoning Ordinance, Chapter 744, Article IV, Table 744-402.1.

Administrative Approvals: Final Site and Landscape Plan Approvals shall be subject to the approval of the Administrator of the Department of Metropolitan Development.

Petition Number

#### METROPOLITAN DEVELOPMENT COMMISSION HEARING EXAMINER METROPOLITAN BOARD OF ZONING APPEALS, Division \_\_\_\_\_ OF MARION COUNTY, INDIANA

#### PETITION FOR VARIANCE OF DEVELOPMENT STANDARDS FINDINGS OF FACT

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

The proposed development of the property will be phased based on changes in construction costs since the original approval. Development of the initial phase will be on a portion of the property which is narrow. When allowing for construction of a drive aisle to allow for future development of Phase II as well as maneuvering area near the proposed building, the site becomes very tight. The reduced setback will not impair the use of adjoining properties, many of which have a similar smaller setback. The reduced setback does not impact the public safety of adjoining properties or the public at large because the building will still be constructed in accordance with modern building codes.

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

The historic development pattern in the area provides for narrow side yard setbacks from either building façades or drive aisles or parking areas. The relatively narrow width of the historic lots has created a development pattern which is similar to that being requested by petitioner. The site has long been undeveloped, so activation of the site will be positive to surrounding properties.

3. The strict application of the terms of the zoning ordinance will result in practical difficulties in the use of the property because:

The need to retain flexibility for developing the larger portion of the property located away from the right of way requires a site design with a drive aisle and detention which can be contained on the smaller portion of the parcel. These design requirements provide reduced buildable area on the narrow portion of the site. Without relief from the setbacks, the petitioner would be required to sacrifice parking areas to build a building of usable size or be required to impair future development opportunities for the back portion of the parcel, neither outcome is ideal for orderly development.

### 2023-CAP-866 / 2023-CVR-866; Proposed Commitments

# STATEMENT OF MODIFICATION OR TERMINATION OF COVENANTS OR COMMITMENTS

# COVENANTS OR COMMITMENTS MODIFYING OR TERMINATING EXISTING COVENANTS OR COMMITMENTS CONCERNING THE USE OR DEVELOPMENT OF REAL ESTATE MADE IN CONNECTION WITH AN APPROVAL PETITION, REZONING OF PROPERTY, A VARIANCE PETITION OR SPECIAL EXCEPTION PETITION

In accordance with I.C. 36-7-4-918.8 and I.C. 36-7-4-1015, the contract purchaser of the real estate located in Marion County, Indiana, which is described below, makes the following modification(s) or termination(s) of covenants or commitments concerning the use and development of that parcel of real estate:

#### Legal Description:

SEE EXHIBIT A.

#### Statement of MODIFICATION OR TERMINATION of Covenants or Commitments:

- <u>TERMINATION of Commitments Two, Three, Four, Five, Six and Seven of 2007-ZON-841/2007-VAR-841 (Instrument # 2008-0014755).</u>
- <u>TERMINATION of Commitments One, Two, Three and Four of 2014-MOD-008 (Instrument #</u> 2014-79071).
- 3. MODIFICATION of Commitment Three -2021-ZON-010/2021-VAR (Instrument No.
- A202100064232) to allow for development of site in two phases, subject to site plan being administratively reviewed and approved. Development in Phase 2 shall require fence shown on the site plan being opaque along its west side where it abuts residential development and along its south side. Additionally, asphalt millings, at a minimum, shall be used for any fleet parking areas in Phase 2 and circulation lanes within the outdoor storage area.
- 4. Commitment Four in 2021-ZON-010/2021-VAR (Instrument No. A202100064232) shall be retained.
- 5. Commitments Eight, Nine and Ten of 2007-ZON-841 /2007-VAR-841, recorded as Instrument No. 2008-0014755 shall be retained.

MDC's Exhibit C - - page 1 of 5

#### 2023-CAP-866 / 2023-CVR-866; Previous Commitments for 2021-ZON-010

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#### Legal Description:

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# Statement of MODIFICATION OR TERMINATION of Covenants or Commitments:

- TERMINATION of Commitments Two, Three, Four, Five, Six and Seven of 2007-ZON-841/2007-
- 1. VAR-841 (Instrument # 2008-0014755).
- 2. TERMINATION of Commitments One, Two, Three and Four of 2014-MOD-008 (Instrument # 2014-79071).
- The site development shall be consistent with the amended site plan dated February 24, 2021 subject
- 3. to the fence shown on the site plan being opaque along its west side where it abuts residential development and along its south side. Additionally, asphalt millings, at a minimum, shall be used for any fleet parking areas and circulation lanes within the outdoor storage area.
- 4. A tree preservation area, measuring fifty-five (55) feet deep along the west property line and fifteen (15) feet deep along the south property line, shall be maintained,
- 5. Commitments Eight, Nine and Ten of 2007-ZON-841 /2007-VAR-841, recorded as Instrument No. 2008-0014755 shall be retained.

# 2023-CAP-866 / 2023-CVR-866; Photographs



Photo of the Subject Property: 3502 North Shadeland Avenue



Photo of the narrow southern parcel looking northwest to the larger parcel.



Photo narrow southern parcel looking east towards Shadeland Avenue.



Photo of vehicles and office on site.



Photo of the transmission business north of the site.



Photo of the commercial shopping strip south of the site.



Photo of the commercial uses east of Shadeland Avenue.