

BOARD OF ZONING APPEALS DIVISION III

January 20, 2026

**Case Number:** 2025-DV3-035

**Property Address:** 7930 Castleton Road (approximate address)

**Location:** Lawrence Township, Council District #4

**Petitioner:** Outfront Media LLC, by Alan S. Townsend

**Current Zoning:** C-5

**Request:** Variance of Development Standards of the Consolidated Zoning and Subdivision Ordinance to increase the height of a legally established, legally non-conforming outdoor advertising sign to 60 feet (40-foot maximum height per the grant of 2023-SE3-004).

**Current Land Use:** Undeveloped

**Staff Recommendations:** Staff recommends **denial** of this petition.

**Staff Reviewer:** Michael Weigel, Senior Planner

PETITION HISTORY

**12/16/25:** The petitioner requested a one-month continuance to provide staff with additional supporting documentation for the variance. Additional documentation was not provided prior to publication.

**11/25/25:** A continuance was requested on the petitioner's behalf by staff to allow sufficient time for the mailing and posting of notice, and since the applicant would be traveling on the day of the hearing.

STAFF RECOMMENDATION

Staff recommends **denial** of this petition.

PETITION OVERVIEW

- 7930 Castleton Road is an undeveloped parcel that is adjacent to an I-69 exit ramp to the south, the Nickel Plate Trail to the west, and industrial development to the north and west.
- The Indiana Department of Transportation's Clear Path project resulted in a relocation of interstate that required the removal of a previous off-premises advertising sign to the east of the subject site. As a result of that removal, the petition 2023-SE3-004 was approved in 2023 to allow for the relocation of the 40-foot sign to an alternate location at the subject site around 575 feet to the west. This relocation allowed for placement of the billboard in closer proximity to both other advertising signs, an interstate ramp, and the front property line than would currently be allowed. However, that petition did **not** allow for changes to the height or dimensions of the sign itself.

- Per amendments made earlier in 2025, current ordinance allows for placement of off-premises advertising signs with height of up to 60 feet in height. However, the specific billboard sign approved by Special Exception in 2023 would be both legally established and legally non-conforming for both the specific height and pole location referenced by 2023-SE3-004. Any deviation from that approved height or pole location would require a new variance to be approved. Put another way: if this were a new sign that met all development standards of the Current Ordinance – and was allowed by-right in the district – it would be allowed. However, because the billboard is only allowed by its variance grant, the petitioner cannot seek to modify that grant and a new variance is required. This is consistent with the Indiana Code regarding relocations.
- Documentation and Findings of Fact provided by the applicant mention the recent rule change related to billboard sign heights as well as a recent discovery that “the change in elevation from the roadway to the location approved by the BZA [would] partially obscure the visibility” of the sign. Staff made multiple requests for additional context about those recent discoveries (i.e. existing or proposed soundwall or barrier heights along relevant portions of the I-69 freeway or multiple angles of sight for southbound traffic on I-69). The applicant provided a single unscaled ‘before and after’ rendering of how the proposed sign might appear from heights of 40 feet and 60 feet (within Exhibits), but additional context beyond this was not provided prior to publication. The Ordinance amendments of 2025 do not create a practical difficulty as the billboard approved by the Board of Zoning Appeals was legally established by a previous permit and constructed; the addition of height is a desired change, self-imposed by the petitioner.
- Per recent street-level photos, the exit ramp that leads southbound traffic to I-465 South (the closest ramp to the subject parcel) has a small concrete divider that appears unlikely to block the sightlines of standard passenger vehicles (see photo 5). The exit ramp to I-465 West appears to have a concrete divider of a similar height except for a small portion that appears to be taller. That divider is the one depicted within the rendering provided by the applicant, and its boundaries are shown in photos 1 and 2 below. The ‘Boundary Placement for Southbound Traffic’ diagram generated by staff within the Exhibits provides additional visualization of existing improvements.
- The height of concrete dividers that would exist between these exit ramps for southbound traffic and the proposed sign location is unclear, as is the length of the I-465 West ramp where a taller divider exists, any future changes that might be contemplated for the dividers, or the visibility of the sign at a height of either 40 or 60 feet from any location except for the right-most lane behind the taller divider (and those renderings did not provide a scale). Staff feels that the provided evidence does not meet the burden of proof to establish a site-specific practical difficulty.
- Regulations on signage exist within the Ordinance to allow for maintain equitable opportunity for effective communication while also limiting both potential hazards to motorists as well as excessive sign displays. Substantial variances from current Ordinance standards have been previously granted to allow for the sign approved by 2023-SE3-004, and evidence that the proposed 40-foot sign could not be utilized has not been provided. Staff recommends denial of the variance to allow for an increase in 20 feet of the proposed sign that would already be near other billboards and to the interstate ramp.

## GENERAL INFORMATION

Existing Zoning	C-5	
Existing Land Use	Undeveloped	
Comprehensive Plan	Heavy Commercial	
Surrounding Context	<u>Zoning</u>	Surrounding Context
	North: C-7	North: Industrial
	South: C-5	South: Interstate
	East: C-5	East: Interstate
	West: C-S / I-2	West: Industrial
Thoroughfare Plan		
Castleton Road	Local Street	30' existing ROW & 50' proposed
Craig Street	Private Drive	
I-465	Freeway	
Context Area	Metro	
Floodway / Floodway Fringe	No	
Overlay	No	
Wellfield Protection Area	No	
Site Plan	09/22/2025	
Site Plan (Amended)	N/A	
Elevations	N/A	
Elevations (Amended)	N/A	
Landscape Plan	N/A	
Findings of Fact	09/22/2025	
Findings of Fact (Amended)	N/A	

## COMPREHENSIVE PLAN ANALYSIS

### Comprehensive Plan

- Marion County Land Use Plan Pattern Book

### Pattern Book / Land Use Plan

- The Heavy Commercial typology provides for consumer-oriented general commercial and office uses that tend to exhibit characteristics that are not compatible with less intensive land uses. They are often dominated by exterior operations, sales, and display of goods.

### Red Line / Blue Line / Purple Line TOD Strategic Plan



Department of Metropolitan Development  
Division of Planning  
Current Planning

- Not Applicable to the Site.

**Neighborhood / Area Specific Plan**

- Not Applicable to the Site.

**Infill Housing Guidelines**

- Not Applicable to the Site.

**Indy Moves**

(Thoroughfare Plan, Pedestrian Plan, Bicycle Master Plan, Greenways Master Plan)

- Not Applicable to the Site.

## ZONING HISTORY

### ZONING HISTORY – SITE

**2023SE3004**, Special Exception of the Consolidated Zoning and Subdivision Control Ordinance to provide for the relocation of a legally established Outdoor Advertising Sign due to a highway widening and improvement of I-465 and I-69 by a state agency, **approved**. Variance of Development Standards of the Consolidated Zoning and Subdivision Ordinance to provide for the relocation of an existing 40-foot tall off-premise advertising sign within 260 and 650 feet of other advertising signs along I-465 (1,500-foot separation along expressways required), within 960 feet from an advertising sign (minimum 1,000-foot radial separation required), adjacent to an I-465 ramp (500-foot separation required from interstate ramp entries), with a 20-foot south front setback from an I-465 ramp (60 feet required), **approved**.

**2023DV3022**, Variance of Development Standards of the Consolidated Zoning and Subdivision Ordinance to provide for the relocation of an existing 40-foot tall off-premise advertising sign within 260 and 650 feet of other advertising signs along I-465 (1,500-foot separation along expressways required), within 960 feet from an advertising sign (minimum 1,000-foot radial separation required), adjacent to an I-465 ramp (500-foot separation required from interstate ramp entries), with a 20-foot south front setback from an I-465 ramp (60 feet required), **withdrawn**.

**2021CVR843**, Variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for a 75-foot tall building, five projecting blade signs and a 5.83-foot high parapet (maximum 65 feet height permitted, maximum one projecting blade sign permitted and maximum four-foot tall parapet permitted), **approved**.

**2021CAP843**, Modification of Commitments related to 93-Z-157 to terminate Commitment Seven to provide for C-5 uses (use restricted to an amusement park), **approved**.

**93-Z-157**, rezoning of 18.422 acres from the I-2S zoning district to the C-5 zoning district to allow for a family entertainment center, **approved**.

### ZONING HISTORY – VICINITY

**2001ZON817, 6081 E 82<sup>nd</sup> Street (west of site)**, Rezone 122.13 acres from C-3, C-4, C-7 and I-2-S to C-S to provide for the development of an office-commercial-industrial business park, **approved**.



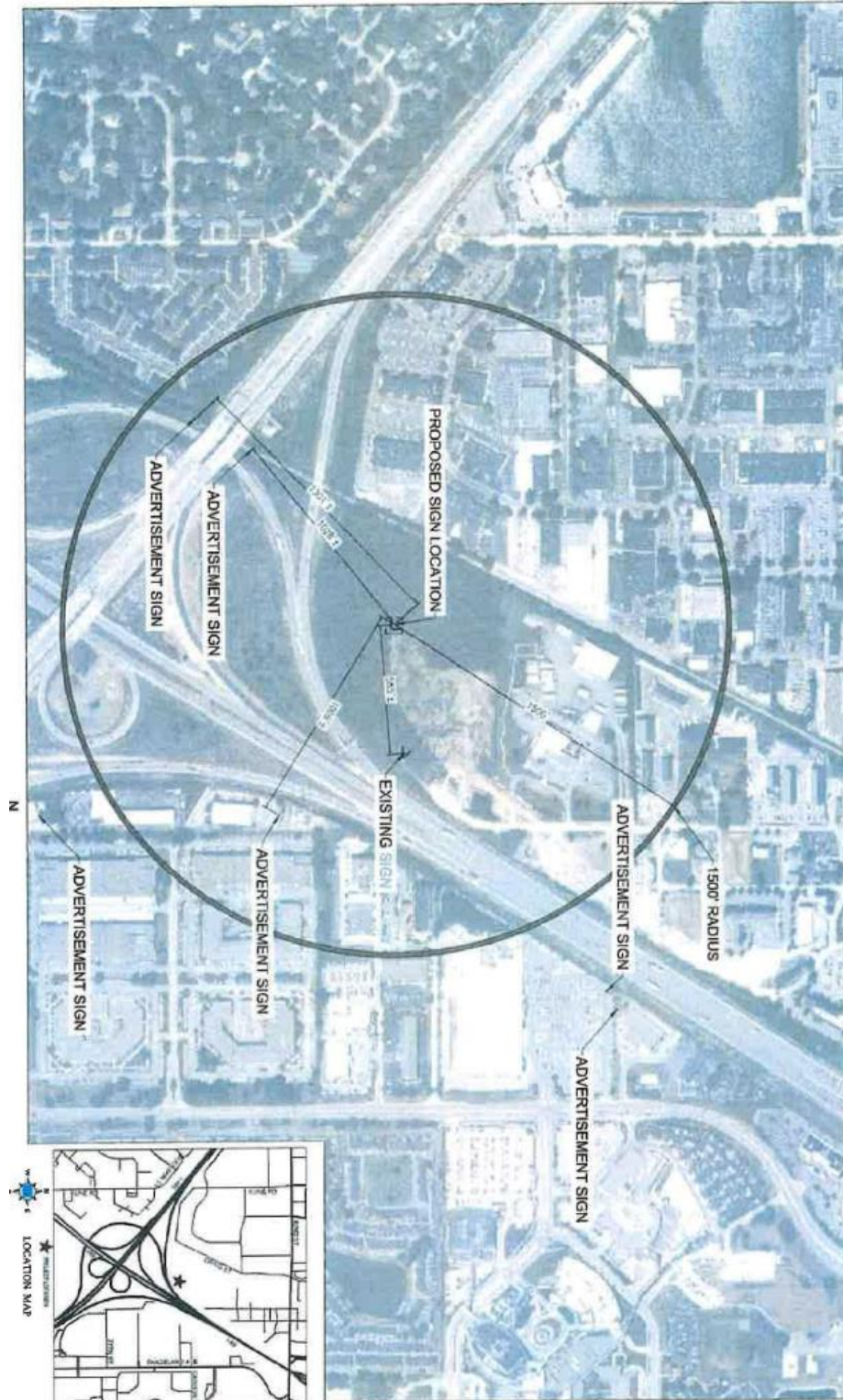
EXHIBITS

2025DV3035 ; Aerial Map





**2025DV3035 ; Site Plan**



**2025DV3035 ; Findings of Fact**

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

the existing outdoor advertising sign that is being relocated pursuant to the grant of variance approved by the Metropolitan Board of Zoning Appeals (the "BZA") at its regular meeting on August 15, 2023 and memorialized in a letter from Marleny Iraheta to Alan S. Townsend dated September 19, 2023 has been in place for many years without causing any injury to the public health, safety, morals, and general welfare of the community. The existing outdoor sign is being relocated to facilitate a road improvement project being administered by the Indiana Department of Transportation ("INDOT") known as Project Clear Path. Further, there is no evidence that the outdoor advertising sign has caused any injury, in any manner, to the public health, safety, morals, and general welfare of the community. The sign will conform to Federal, INDOT, and industry standards with regard to construction and safety. Additionally, the sign will remain oriented to Interstate 69.

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

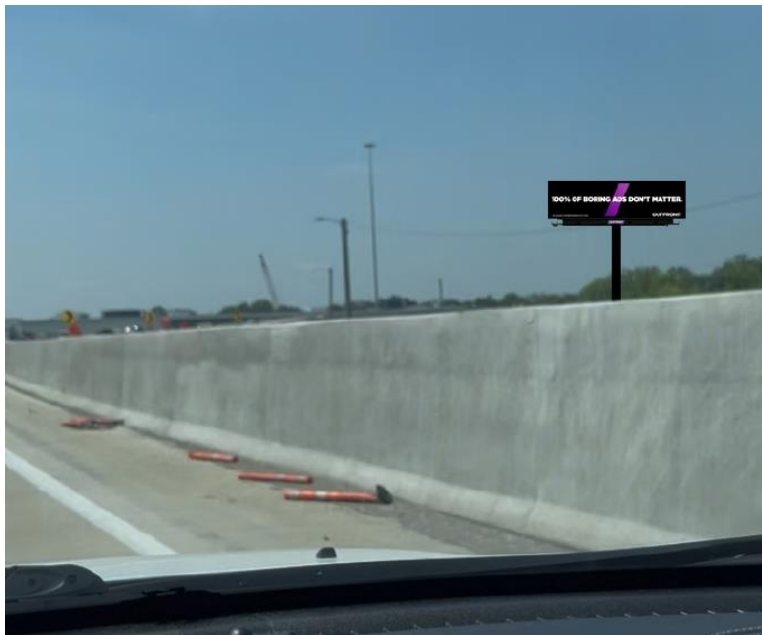
the existing outdoor advertising sign that is being relocated pursuant to the grant of variance approved by the BZA at its regular meeting on August 15, 2023 and memorialized in a letter from Marleny Iraheta to Alan S. Townsend dated September 19, 2023 already has been in place since 1996 without affecting the neighboring properties in a substantially adverse manner. The location of the already existing sign is in an area of the City of Indianapolis appropriate for outdoor advertising signs. The outdoor advertising sign will be relocated to facilitate a road improvement project being administered by INDOT known as Project Clear Path.

- 3. The strict application of the terms of the zoning ordinance will result in practical difficulties in the use of the property for which the variance is sought because:**

the existing outdoor advertising sign that is being relocated pursuant to the variance approved by the BZA at its regular meeting on August 15, 2023 and memorialized in a letter from Marleny Iraheta to Alan S. Townsend dated September 19, 2023 already has been in place for many years without generating any adverse impact. The location of the already existing outdoor advertising sign is in an area of the City of Indianapolis (oriented to Interstate 69) appropriate for outdoor advertising signs. The current version of the Sign Ordinance expressly allows off-premises outdoor advertising signs to be 60 feet above grade level at the base. So Outfront is not seeking a variance from the height limitation set forth in the Sign Ordinance. Instead, it is seeking to slightly modify the variance already approved by the BZA that limits the height of the to be relocated outdoor advertising sign to 40'.

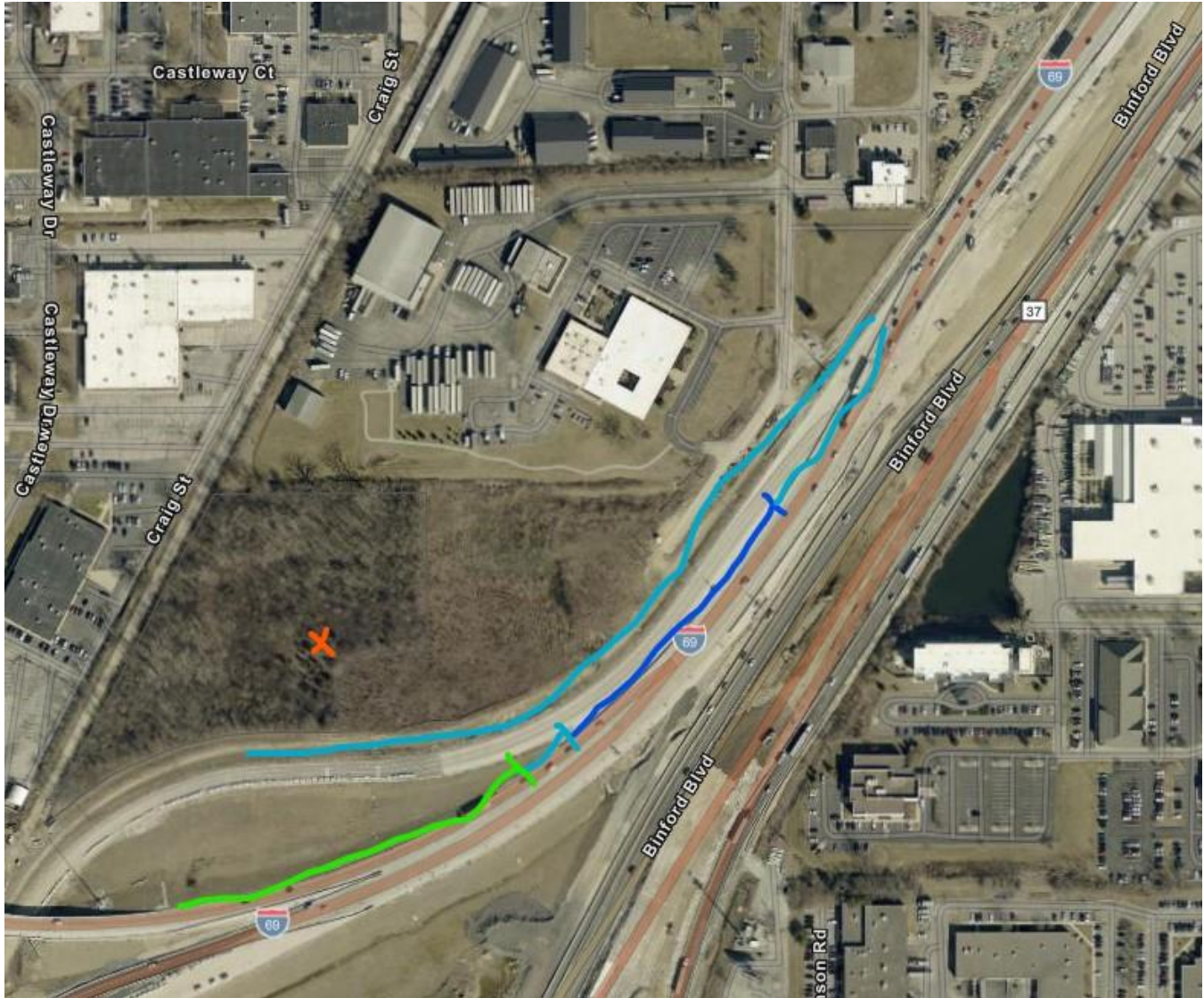


**2025DV3035 ; Applicant Renderings**



*Note: no scale was provided along with the above renderings, and additional information about the height/location of soundwalls or the visibility of the sign from alternate angles beyond those shown was requested but not given*

**2025DV3035 ; Boundary Placement for Southbound Traffic**



*Note: diagram generated by staff. Red X is approximate sign location, green areas have no concrete barriers, teal areas have a short concrete divider and blue areas have a slightly taller concrete divider (see photos within Exhibits). Above diagram is based on street level photography from 2024-2025. Information on barrier height was not provided by the applicant, and the above may or may not be reflective of future divider placement.*

**2025DV3035 ; Photographs**



Photo 1: Subject Area Viewed from Northeast (August 2025) – SB Traffic I-465

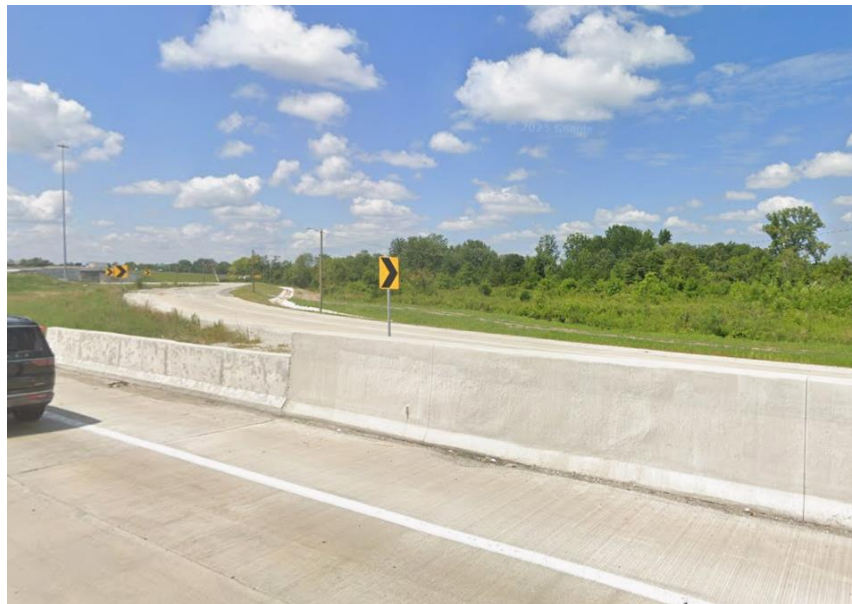


Photo 2: Subject Area Viewed from East (August 2025) – SB Traffic I-465



**2025DV3035 ; Photographs (continued)**



Photo 3: Subject Area Viewed from South (August 2025) – SB Traffic I-465

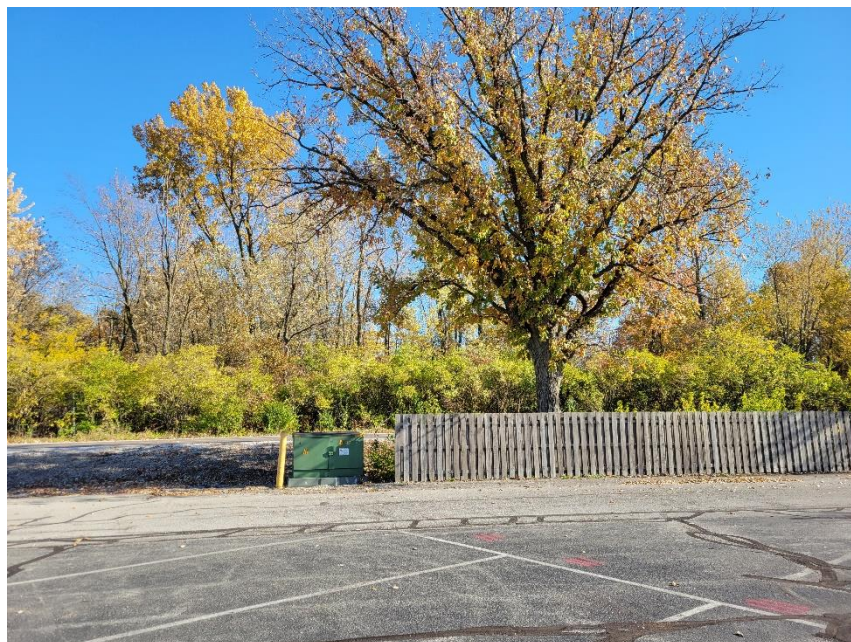


Photo 4: Subject Area Viewed from West



**2025DV3035 ; Photographs (continued)**



Photo 5: Subject Area Viewed from East (October 2024) – SB Traffic Exit Lane



Photo 6: Previous Sign Location from Northeast (2023)