

Agenda Item #2

Case Number	BZNA 000162-2024	Property Size	3.01 acres
Address	10632 Pleasant Street	Zoning	I1 (Light Industrial)
Owner	Covenant Investments LLC	Reviewer	Denise Aschleman
Applicant	Pleasant Street Contractors Garage LLC	BZA Meeting	October 7, 2024

Requested Action:

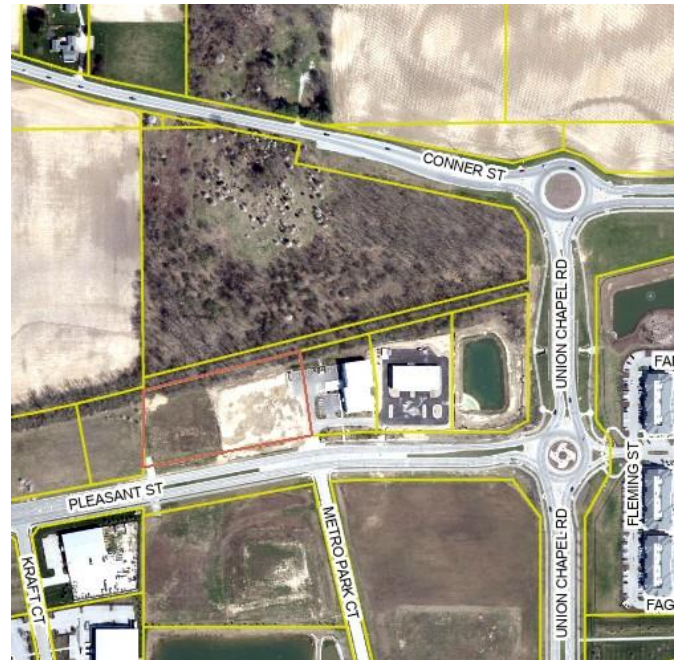
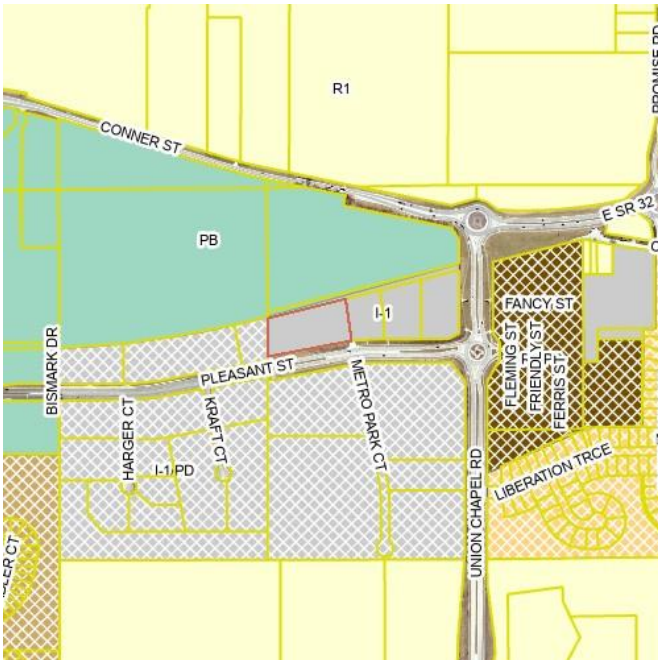
UDO § 8.D.1.D – Board to consider a Conditional Use application to permit Mini Storage Warehouse in an I-1 (Light Industrial) zoning district;

Recommendation:

Deny. See Findings of Facts on page 3.

Exhibits:

1. Applicant's Findings of Fact
2. Aerial Photo
3. Site Plan
4. Elevation Drawings
5. Petitioner's Presentation Packet
6. Photos of surrounding buildings



ANALYSIS

The subject site is located on the north side of Pleasant Street approximately 700 feet west of Union Chapel Road. The site is on the westernmost boundary of the TNT-Effing subdivision and is zoned I-1 Light Industrial. The rest of the Pleasant Street corridor is covered by the Metro Enterprise Park Planned Development Ordinance and the Pleasant Street Business Park which both have their own architectural standards and enhanced standards along the Pleasant Street corridor.

The proposed conditional use is a facility that includes smaller units with a man door and an overhead door that caters primarily to contractors and tradesmen that need a space to store their supplies and materials that does not necessarily need office space or other amenities that other leasable spaces may have. This use has become more prevalent within the last few years, but we have several that operate and market to that type of user including RISE on SR 38 and Hague Road Storage. Looking at the use chart this would be classified as mini-storage warehouse by the Unified Development Ordinance (UDO) and because of that it requires approval of a conditional use application.

This project was submitted for review at the June 2024 TAC (Technical Advisory Committee) meeting. A full review of the plan set submitted was completed at that time, but those plans are much different than the plans that are before this Board for consideration. An issue with the layout on those submitted plans resulted in a complete redesign of the site. The current plans have not been through a complete technical review. A cursory review of the plans submitted has shown technical issues that would not have been identified on the TAC comment letter because they were a result of the redesign. Those issues include building base landscape area (area equivalent to a 10 foot strip around the entire building required) and the location of parking spaces within the required front yard setback along Pleasant Street (20 foot setback for all parking required).

As noted before, this use has become more prevalent within the last several years, but the UDO's regulations have not all been adjusted to address some of the impacts of this change to the typical mini-storage warehouse facility. The primary point where the UDO is deficient is the required parking requirements. The UDO § Table 10.0.3.B requires one (1) parking space for every fifty (50) storage spaces plus one (1) for every three hundred (300) square feet of office space. In this instance that would result in a requirement of only one off-street parking space for this site as there are 39 proposed units in this facility and no office space. Staff's experience with these users in other facilities though has shown that these types of facilities have a much greater parking requirement than that requirement. Many times businesses renting spaces in these facilities will have their employees meet them at the facility and they will leave in company vehicles from the facility. The applicant has stated that in their other facilities many times the businesses will utilize the space in front of the man door on the unit to park a vehicle. Though these businesses likely do not have a large number of employees, staff still believes that this facility should provide a minimum of two (2) parking spaces per unit – not including the space that is possible within the unit, but this would include the space in front of the man door. This is believed to be particularly important because on-street parking is not permitted on Pleasant Street, and the property is accessed from a shared access point and drive that could make parking demands that are beyond those anticipated by the applicant difficult to accommodate.

The TAC comment letter also asked for submission of color architectural elevations for the proposed building. Elevations for the building were just recently submitted, and they are not compliant with the architectural requirements of the Unified Development Ordinance for non-residential buildings. There are three main elements that make the submitted elevations unacceptable relating to the exterior materials on the buildings, the unbroken building elevations that span more than 40 feet, and the amount of glazing on the front of the buildings. UDO § 4.B.6 includes the regulations for non-residential architectural standards and includes a number of guiding principles along with specific standards relating to different elements of the building. One of the guiding principles that the submitted elevations do not follow is that new buildings shall respond to the existing streetscape and building heights, configurations, color, texture, and materials shall be consistent among all buildings within an

area. The specific regulations that the submitted elevations violate are: (1) building facades that are blank or windowless shall be prohibited; (2) Metal shall be used for trim elements and ornamentation only; and (3) walls greater than 40 feet in length shall break any façade with discernable architectural elements. All other users on that street have a front façade that consists of masonry or CMU product that comprises at least the first floor of the building (approximately 8 feet) and the rest of that façade uses some type of material that does not consist of standing seam metal. Some building used EIFS, one building is tilt up panel concrete, and the rest utilize an insulated metal panel that has a smoother appearance than standing seam metal. Photos of some of the adjacent buildings are included in Exhibit 6. The submitted elevations show a 3’4” knee wall comprised of stone masonry and vertical metal paneling. Other than the overhead doors, there is a single window in the easternmost building on the site.

CONDITIONAL USE FINDINGS

AGENDA ITEM #2:

If the Board should decide to DENY the requested conditional use, please use the following findings of fact:

The Noblesville Board of Zoning Appeals is authorized to approve or deny conditional uses from the terms of the zoning ordinance. **The BZA may impose reasonable conditions as part of its approval. A conditional use may be approved only upon a determination in writing that the following nine (9) standards are met:**

1. The proposed Conditional Use is, in fact, a conditional use established within the specific zoning district involved:

Pursuant to UDO § 8.D.1.D and Appendix C mini-storage warehousing is a conditional use in the I-1 (Light Industrial) zoning district.

2. The proposed Conditional Use will be harmonious with and in accordance with the general objectives or with any specific objective of the City’s Comprehensive Plan and the Unified Development Ordinance:

The proposed Conditional Use may not be harmonious with and in accordance with the general objectives or with any specific objective of the City’s Comprehensive Plan and the Unified Development Ordinance. The Noblesville Comprehensive Plan uses as a guiding principle placing an emphasis on quality construction, context sensitivity, and community connection. The architecture proposed for the proposed use does not adapt to the character, design, or quality of the existing uses along the Pleasant Street corridor. The use of standing seam metal siding as the primary building material on three buildings that include no architectural features or design elements that add any interest to the buildings. While there is a goal of the Comprehensive Plan to retain and attract an array of businesses, those new businesses do need to fit the context and appearance of the area around them. There are different types of Light Industrial areas throughout Noblesville and they all have varying levels of character and quality.

3. The proposed Conditional Use will be designed, constructed, operated, and maintained so as to be harmonious and appropriate in appearance with the existing or intended character of the general vicinity and will not change the essential character of the same area:

The proposed Conditional Use has not been designed so as to be harmonious and appropriate in appearance with the existing or intended character of the general vicinity and could change the essential character of the area. The site is subject to the architectural requirements for non-residential buildings located in Article 4 of the Unified Development Ordinance (UDO). The applicant has recently submitted architectural elevations of the proposed structures that do not meet the architectural requirements of the Unified Development Ordinance and do not match the architectural or material quality of the surrounding uses or the other uses that span either side of Pleasant Street in both the Pleasant Street Commercial Park and the Metro Business Park. The existing buildings along that

corridor emphasize the use of masonry or CMU products on the first floor of the front elevations of the building and do not contain standing seam metal products. Many of them use on the front façade some type of insulated metal panel that has a flatter look to it than the standing seams metal products. The UDO strictly prohibits the use of metal as a primary material on the building and also requires that front facades have a minimum amount of glazing through either storefronts or windows.

4. The proposed Conditional Use will not be hazardous or disturbing to existing neighboring uses:
It is believed that the proposed use will be operated in a manner that will not be hazardous or disturbing to the surrounding area.

5. The proposed Conditional Use will be served adequately by essential public facilities and services such as highways, streets, police and fire protection, drainage structures, refuse disposal, water and sewer, and schools; or that the persons or agencies responsible for the establishment of the proposed use shall be able to provide adequately any such services:
It is unlikely that the proposed project will experience any lack of essential public facilities and services. They will be responsible for acquiring refuse disposal through a private carrier and that refuse disposal area must be adequately screened to conform with the provisions of the Unified Development Ordinance. No area for a dumpster enclosure or any trash is included on the site plan submitted. Other projects have shown that trash disposal needs to be planned for at the front end of the project as all uses generate some amount of waste.

6. The proposed Conditional Use will not create excessive additional requirements at public expense for public facilities and services and will not be detrimental to the economic welfare of the community.
It is unlikely that the proposed project will create excessive additional requirements at public expense for public facilities and services. Mini-storage warehouse facilities do not require the same level of service and public facilities as a commercial retail or residential use.

7. The proposed Conditional Use will not involve uses, activities, processes, materials, equipment and conditions of operation that will be detrimental to any persons, property, or the general welfare by reason of excessive production of traffic, noise, smoke, fumes, glare or odors.
The proposed uses is not likely to result in the excessive noise, smoke, fumes, glare or odors as no manufacturing is expected to occur on the property. This property will generate more traffic than a typical mini-storage warehouse facility in that it is being marketed to contractors and other tradesmen to store their business equipment and materials so daily trips to the facility are likely to occur by a number of the tenants in the building.

8. The proposed Conditional Use will have vehicular approaches to the property which shall be so designed as not to create an interference with traffic on surrounding public thoroughfares.
The site access uses an existing shared access that is currently already utilized by AIC and VIP Animal Care. No new drive cuts on Pleasant Street are permitted based upon a right-of-way acquisition agreement executed during the construction of Union Chapel Road.

9. The proposed Conditional Use will not result in the destruction, loss, or damage of a natural, scenic, or historic feature of major importance.
There do not appear to be any significant natural, scenic, or historic features of major importance located on the subject property. The site is currently just a former agricultural field that is overgrown with weeds and grass.

RECOMMENDATIONS

AGENDA ITEM #2: Staff recommends DENIAL of the conditional use based upon finding of fact #3:

- The proposed Conditional Use has not been designed so as to be harmonious and appropriate in appearance with the existing or intended character of the general vicinity and could change the essential character of the area.

XX

If the Board should choose to approve the requested conditional use, staff asks that it include the following specific conditions:

1. If unable to redesign the site to provide building base landscaping in accordance with the requirements of UDO 12.0.6 the Applicant will submit a variance of development standards request to waive the requirement.
2. The applicant shall redesign the site to remove the proposed parking spaces within the required front parking lot setback (20 feet) along Pleasant Street.
3. A minimum of 2 parking spaces per unit shall be provided on the site.
4. The architecture of the building shall be revised to include the following:
 - a. Building materials and glazing shall mimic those used on surrounding buildings and should include things like a minimum of 8’ of CMU or masonry, no standing seam metal, and may possibly use insulated metal panels upon review of planning staff of the specific material for consistency with the surrounding buildings. Special attention should be paid to the appearance of the front building façades.
 - b. All unbroken facades of more than 40’ on the exterior of the project shall be enhanced so there are no unbroken facades.
 - c. A full façade of overhead doors shall not be visible from the eastern property line of the property.
5. A dumpster enclosure shall be included on the site.
6. If the property is fenced, it shall be a decorative fence or wall. Vinyl coated chain link will not satisfy this requirement.
7. The Applicant shall sign the Acknowledgement of Variance document prepared by the Planning and Development Department Staff within 60 days of this approval. Staff will then record this document against the property and a file stamped copy of such recorded document shall be available in the Department of Planning and Development.
8. Any alterations to the approved building plan or site plan, other than those required by the Board of Zoning Appeals (BZA), shall be submitted to the Planning and Development Department prior to the alterations being made, and if necessary, a BZA hearing shall be held to review such changes.

The Noblesville Board of Zoning Appeals (BZA) is authorized to approve or deny Conditional Use requests in accordance with the terms of the Noblesville Unified Development Ordinance, Article 4, Part C. The BZA may impose reasonable conditions as part of its approval (see Indiana Code § 36-7-4-918.2).

The Board of Zoning Appeals shall review the particular facts and circumstances of each proposed Conditional Use request in terms of the following nine (9) standards. The BZA shall determine whether there is adequate evidence showing the truth of the following statements:

1. The proposed Conditional Use is, in fact, a Conditional Use established within the specific zoning district involved. Explain why this statement is true in this case:

The proposed Contractor Garage is a recognized conditional use within the I-1 zoning district. This designation aligns with Noblesville's zoning regulations, which permit such uses when they meet established criteria. The development will ensure compliance to the building codes and design guidelines, ensuring that it contributes to the area's economic and operational landscape in a controlled manner.

2. The proposed Conditional Use will be harmonious with, and in accordance with, the general objectives or with any specific objective of the City's Comprehensive Plan and the Unified Development Ordinance. Explain why this statement is true in this case:

The contractor garage aligns with Noblesville's Comprehensive Plan and Unified Development Ordinance, which emphasize balanced growth and support for local businesses. The proposed use supports the city's goal of fostering economic development while ensuring that new developments are compatible with the community's needs and character.

3. The proposed Conditional Use will be designed, constructed, operated, and maintained so as to be harmonious and appropriate in appearance with the existing or intended character of the general vicinity and will not change the essential character of the same area. Explain why this statement is true in this case:

The garage will be designed with architectural features and landscaping that complement the surrounding area, ensuring that it enhances, rather than detracts from, the neighborhood's aesthetic. This commitment to high-quality design reflects Noblesville's focus on maintaining the visual and functional integrity of its neighborhoods.

4. The proposed Conditional Use will not be hazardous or disturbing to existing neighboring uses. Explain why this statement is true in this case:

The contractor garage will operate within city guidelines to ensure it does not pose a hazard or disturbance to neighboring properties. By establishing operational standards to our tenant lease agreements and incorporating traffic management into the site design, the facility will coexist peacefully with its surroundings.

5. The proposed Conditional Use will be served adequately by essential public facilities and services such as highways, streets, police and fire protection, drainage structures, refuse disposal, water and sewer, and schools; or that the persons or agencies responsible for the establishment of the proposed Conditional Use shall be able to provide adequately any such services. Explain why this statement is true in this case:

The proposed garage is well-served by existing public infrastructure, including roads, utilities, and emergency services. The location is strategically chosen to ensure that all necessary public services are readily available, with no additional burden on the city's resources, ensuring seamless integration into the community. Coordination with local fire services is already in progress to ensure the site layout and access is adequate to safely respond to any emergencies.

6. The proposed Conditional Use will not create excessive additional requirements at public expense for public facilities and services and will not be detrimental to the economic welfare of the community. Explain why this statement is true in this case:

The development will utilize existing public services without requiring any new infrastructure. There is no public expense planned. Additionally, the facility will contribute positively to the local economy by supporting jobs and providing a needed service, aligning with Noblesville's goal of sustainable economic growth.

-
7. The proposed Conditional Use will not involve uses, activities, processes, materials, equipment, or conditions of operation that will be detrimental to any persons, property, or the general welfare by reason of excessive production of traffic, noise, smoke, fumes, glare or odors. Explain why this statement is true in this case:

The site will be managed to prevent any negative impacts such as excessive noise, traffic, or emissions. These factors are established in tenant agreements and monitored by onsite management. Technology such as video monitoring will be implemented to ensure that the facility operates quietly and efficiently, preserving the quality of life for nearby residents and businesses.

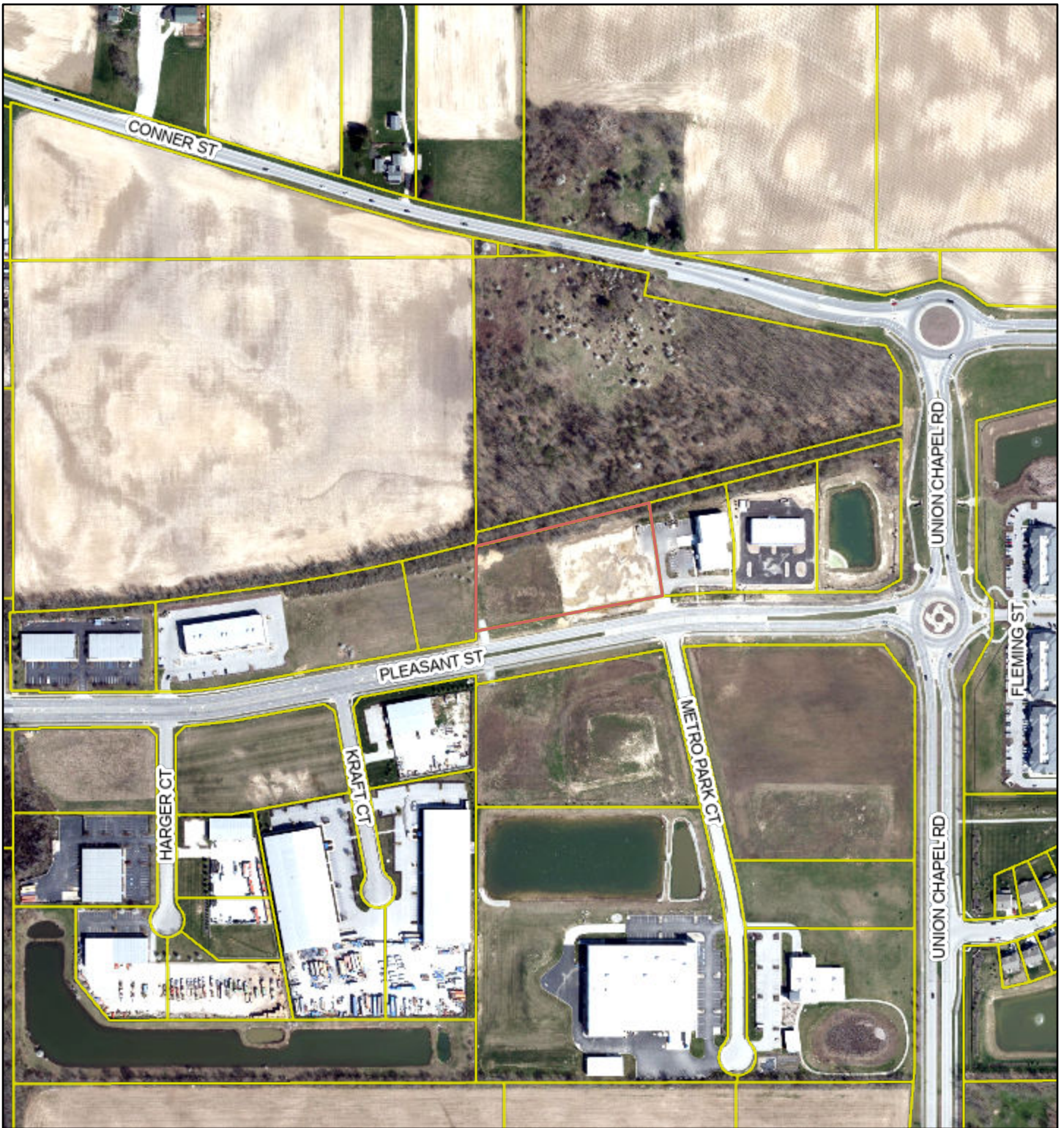
8. The proposed Conditional Use will have vehicular approaches to the property which shall be so designed as not to create an interference with traffic on surrounding public thoroughfares. Explain why this statement is true in this case:

The design includes carefully planned vehicular approaches that ensure smooth traffic flow and prevent congestion on surrounding roads. The garage will incorporate designated entry and exit points, reducing the risk of traffic interference and ensuring safe and efficient access for all users.

9. The proposed Conditional Use will not result in the destruction, loss, or damage of a natural, scenic, or historic feature of major importance. Explain why this statement is true in this case:

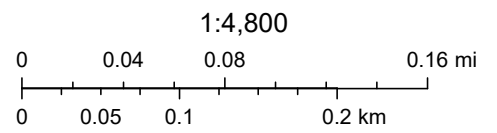
The project site has been carefully surveyed to avoid impacting any significant natural, scenic, or historic features. By adhering to Noblesville's environmental guidelines and maintaining the integrity of the local landscape, the development will respect and preserve the city's valued natural and cultural resources.

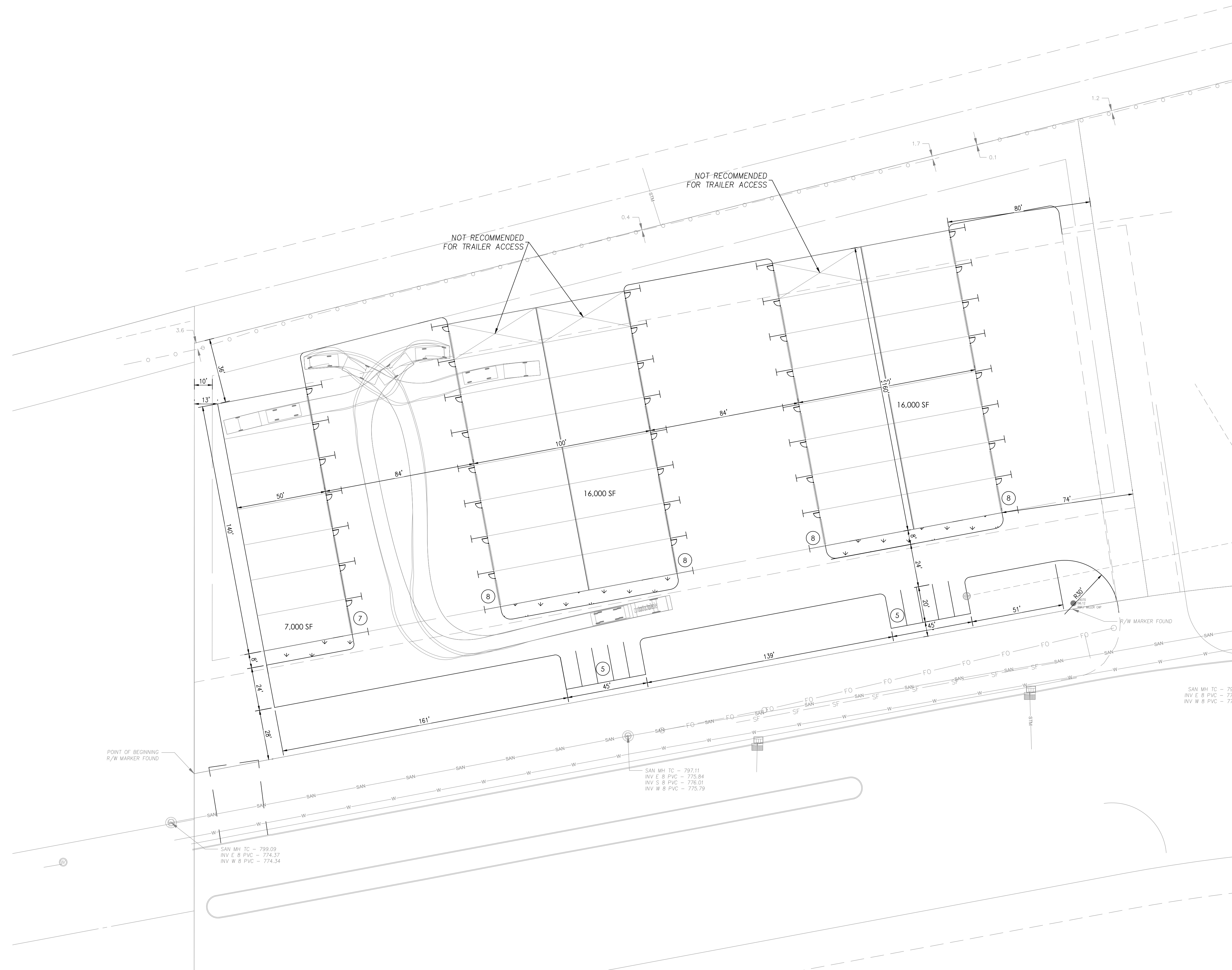
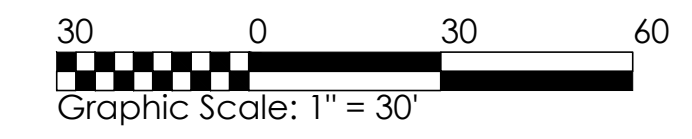
Exhibit 2 Aerial Photograph



10/2/2024, 3:47:06 PM

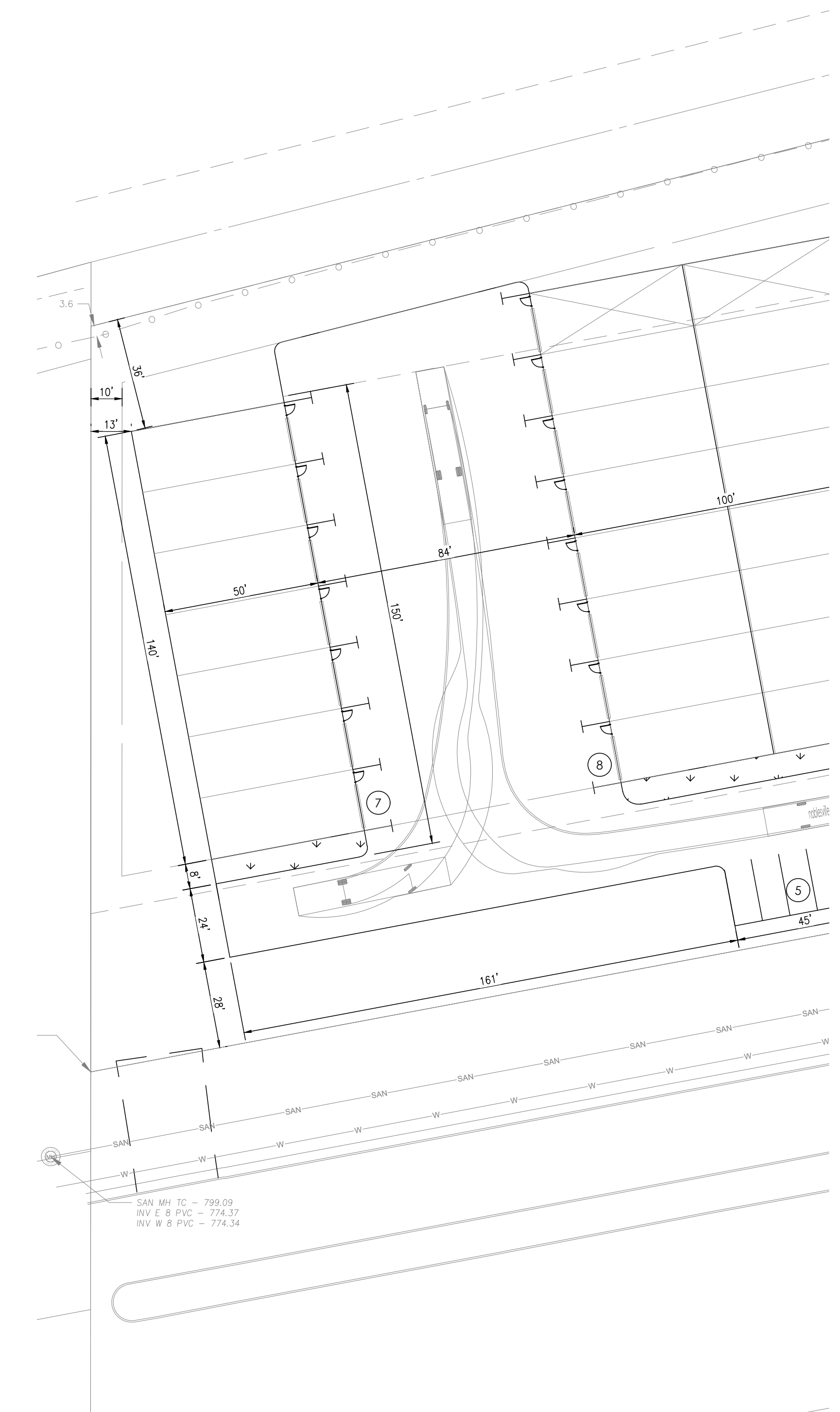
centerlines
Parcels





CONTRACTOR TRAILER EXHIBIT

NOTE: 39,000 SF BLDG
 REQUIRED PARKING IS 39,000 / 800 = 49 SPACES
 PARKING PROVIDED = 49 SPACES

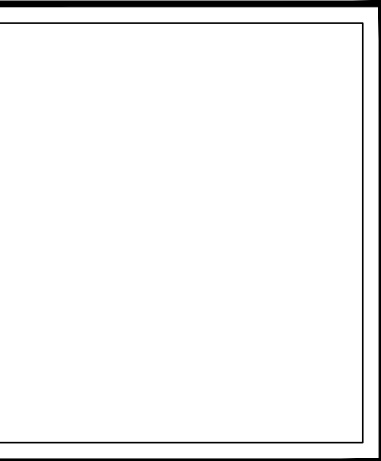


FIRE APPARATUS EXHIBIT

CIVIL ENGINEERS
 LAND SURVEYORS
 DEVELOPMENT CONSULTANTS
 GEOTECHNICAL
 ENVIRONMENTAL
 ENVIRONMENTAL STAKING
 CONSTRUCTION MAT. TESTING

16102 Spring Hill Road Westfield, Indiana 46074
 P: 317.397.1216 F: 317.397.1216
 www.TERRAdevel.com

REVISIONS AND ISSUES	DATE	BY



PLEASANT STREET CONTRACTOR GARAGES
 PLEASANT ST & METRO PARK CT
 INDIANAVILLE, IN 46060

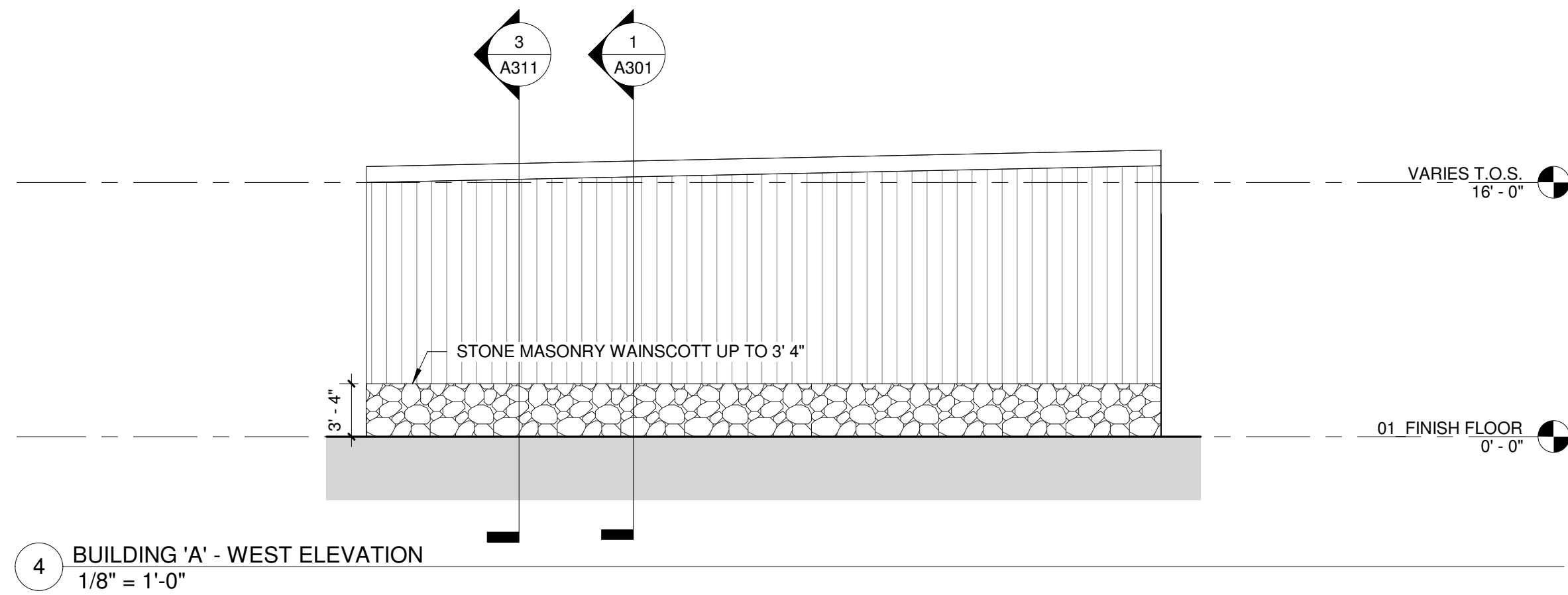
PLEASANT STREET CONTRACTOR GARAGE LLC
 1068 CHIPMUNK LN., PENDELTON, IN 46064

TAC RESPONSE CONCEPT C

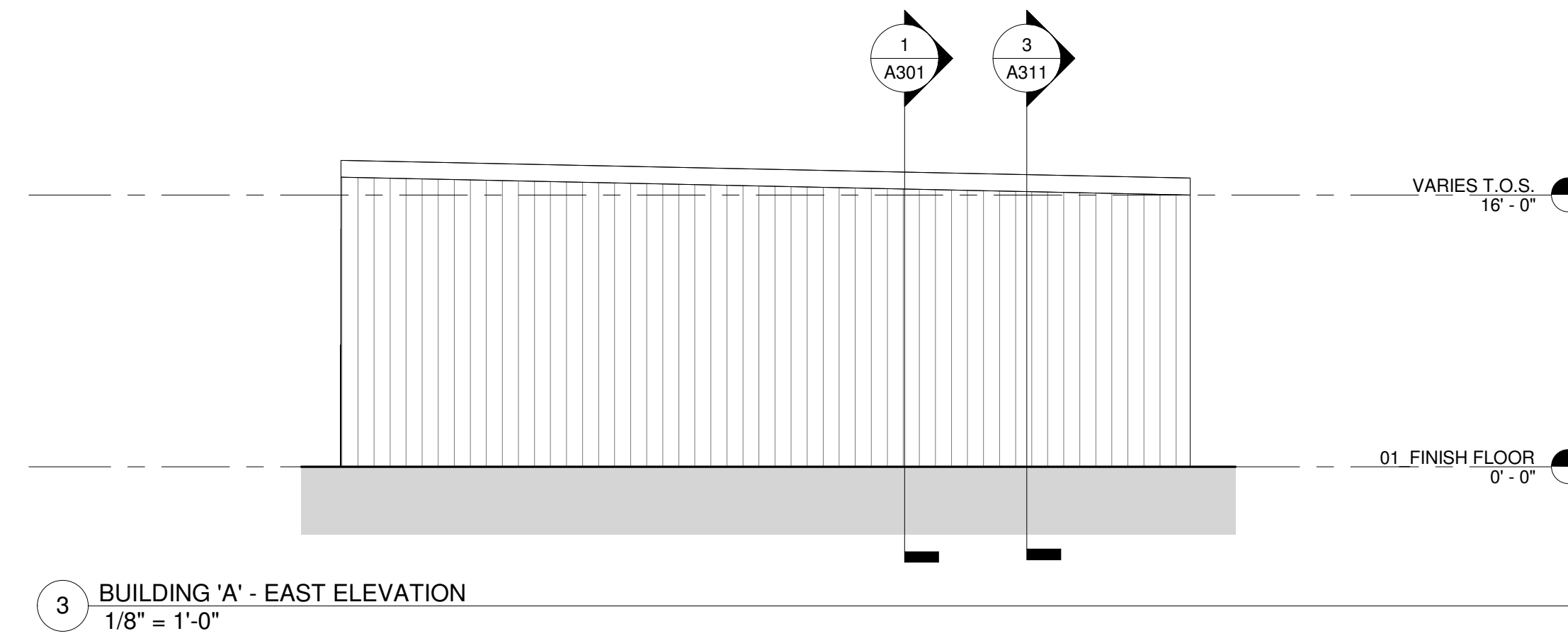
PLAN DATE:	06/24/24
DESIGN:	KLS
CHECK:	GD
DRAWN:	KLS
PROJECT NO.:	2402003
SHEET NO.:	C202



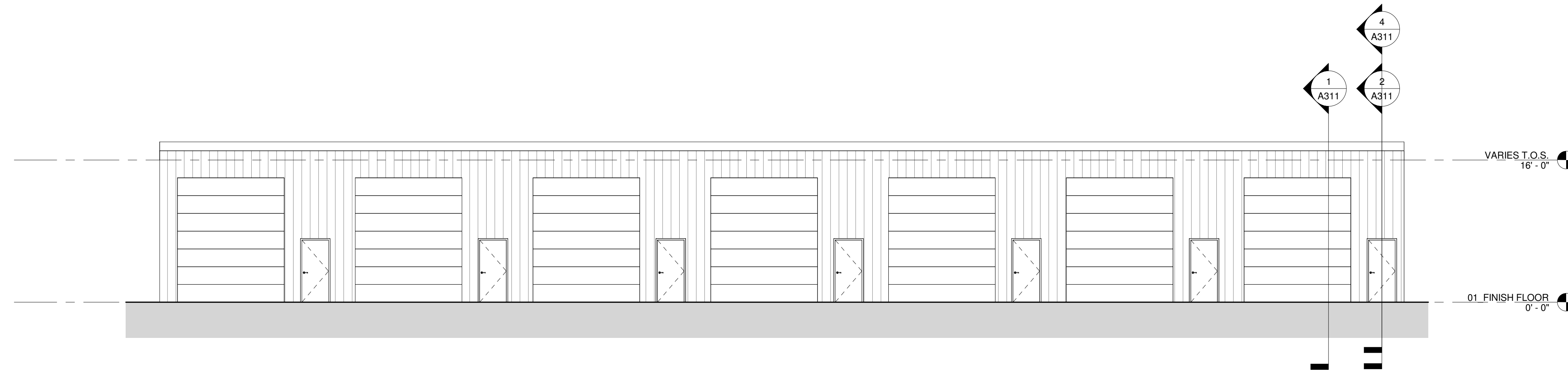
P:\2024\2402003_Pleasant St Garage_Indeville_Personal\08_Civil\01\02\24\06\24\0200-C201_Conc_C.dwg Tuesday, June 25, 2024 1:08:28 PM



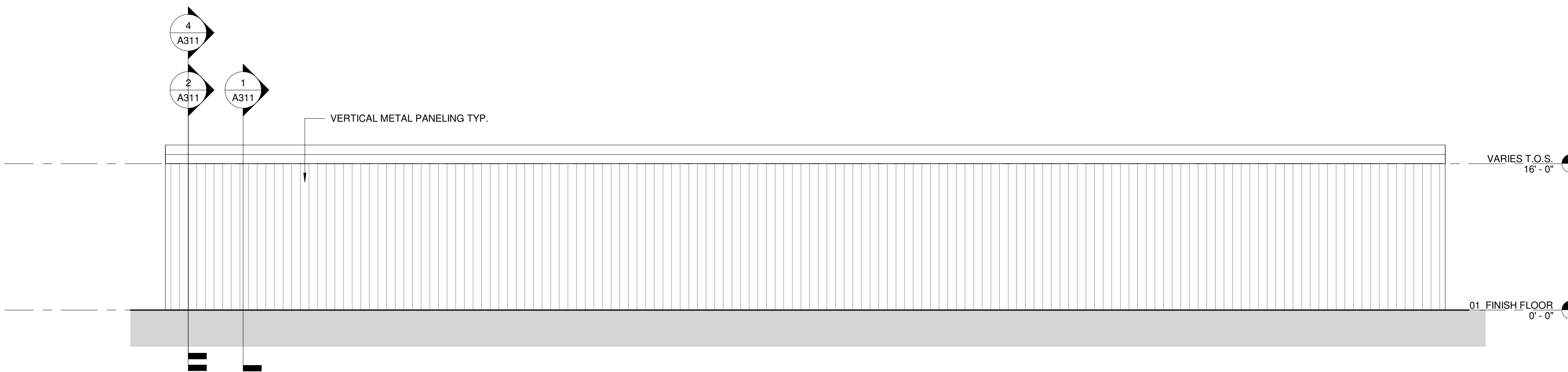
4 BUILDING 'A' - WEST ELEVATION
 1/8" = 1'-0"



3 BUILDING 'A' - EAST ELEVATION
 1/8" = 1'-0"



2 BUILDING 'A' - SOUTH ELEVATION
 1/8" = 1'-0"



1 BUILDING 'A' - NORTH ELEVATION
 1/8" = 1'-0"

PREPARED FOR

MATT OBRAS

PLEASANT ST & METRO PARK CT
 NOBLESVILLE, IN, 46060

PROJECT

FLYOVER GROUP

PLEASANT ST & METRO PARK CT
 NOBLESVILLE, IN, 46060

CERTIFICATION

NO.	DATE	DESCRIPTION

DRAWN BY: RB
 REVIEWED BY: JL

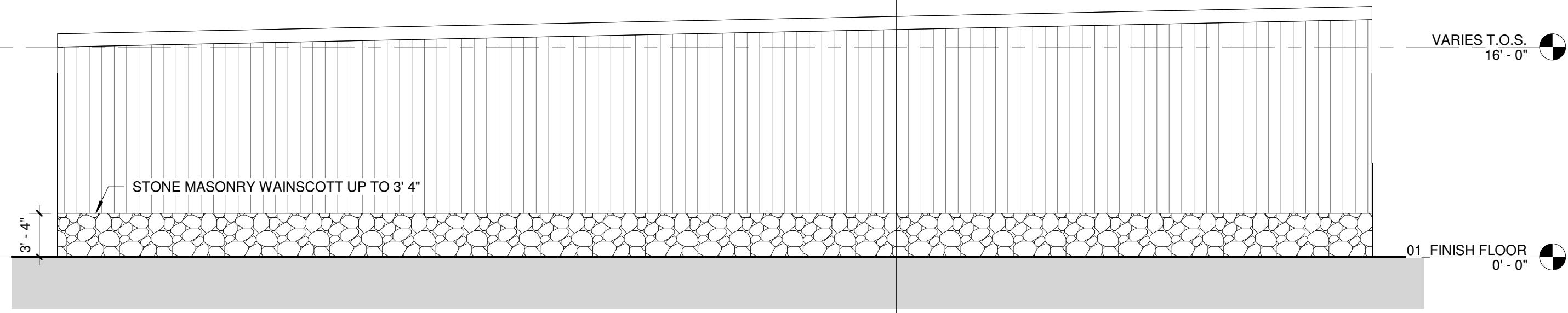
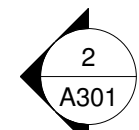
PROJECT NUMBER 24008

SHEET TITLE

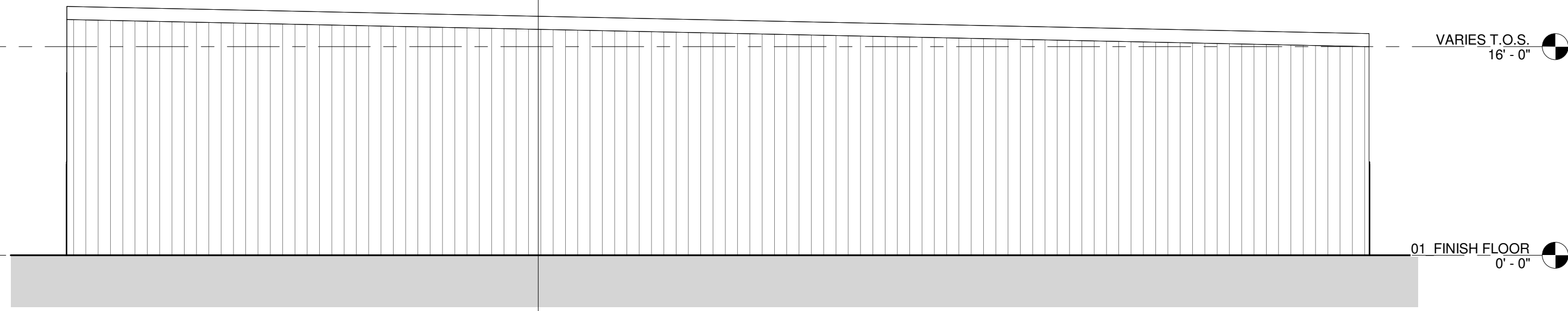
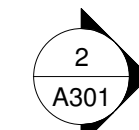
**EXTERIOR
 ELEVATIONS**

SHEET NUMBER

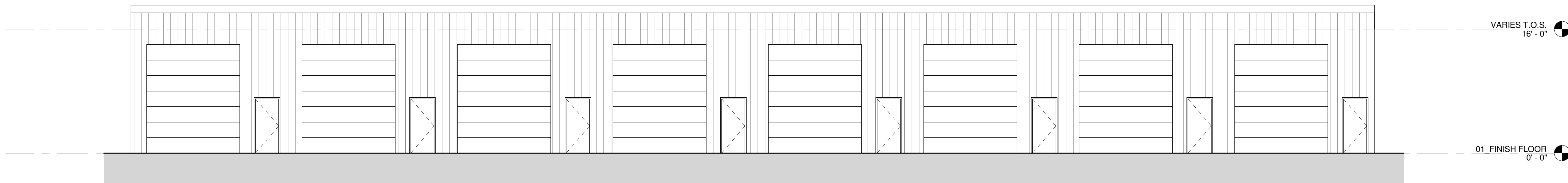
A201



4 BUILDING 'B' - WEST ELEVATION
 1/8" = 1'-0"

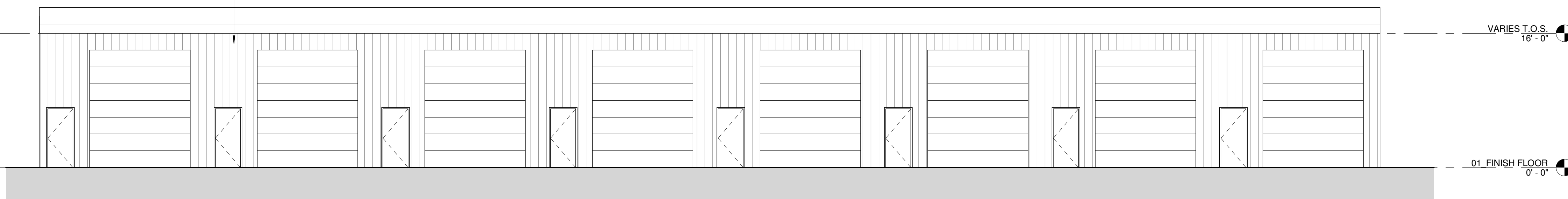


3 BUILDING 'B' - EAST ELEVATION
 1/8" = 1'-0"



2 BUILDING 'B' - SOUTH ELEVATION
 1/8" = 1'-0"

VERTICAL METAL PANELING TYP.



1 BUILDING 'B' - NORTH ELEVATION
 1/8" = 1'-0"

PREPARED FOR

MATT OBRAS

PLEASANT ST & METRO PARK CT
 NOBLESVILLE, IN, 46060

PROJECT

FLYOVER GROUP

PLEASANT ST & METRO PARK CT
 NOBLESVILLE, IN, 46060

CERTIFICATION

NO.	DATE	DESCRIPTION

DRAWN BY: RB
 REVIEWED BY: JL

PROJECT NUMBER 24008

SHEET TITLE

**EXTERIOR
 ELEVATIONS**

SHEET NUMBER

A202

PREPARED FOR

MATT OBRAS

PLEASANT ST & METRO PARK CT
 NOBLESVILLE, IN, 46060

PROJECT

FLYOVER GROUP

PLEASANT ST & METRO PARK CT
 NOBLESVILLE, IN, 46060

CERTIFICATION

NO.	DATE	DESCRIPTION

DRAWN BY: RB
 REVIEWED BY: JL

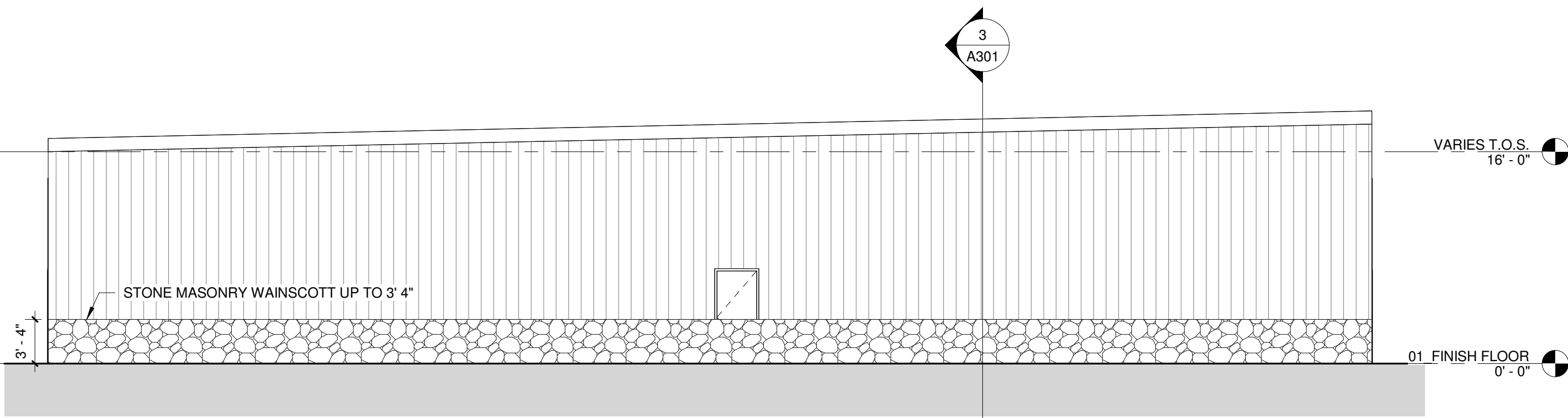
PROJECT NUMBER 24008

SHEET TITLE

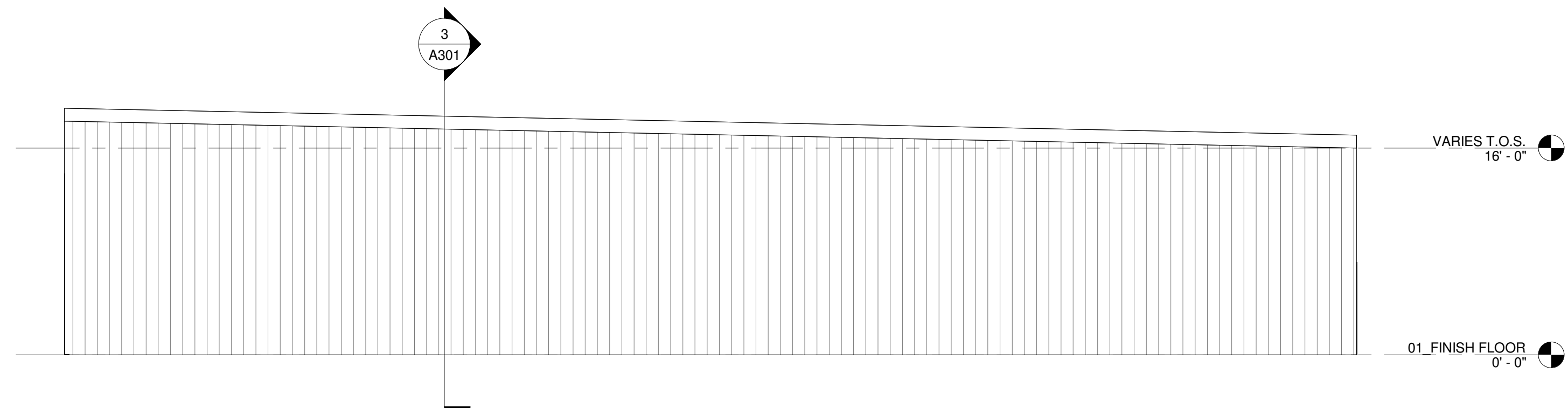
EXTERIOR ELEVATIONS

SHEET NUMBER

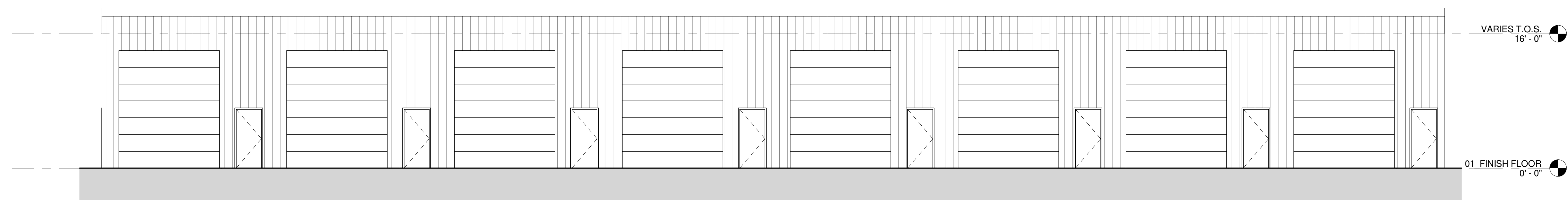
A203



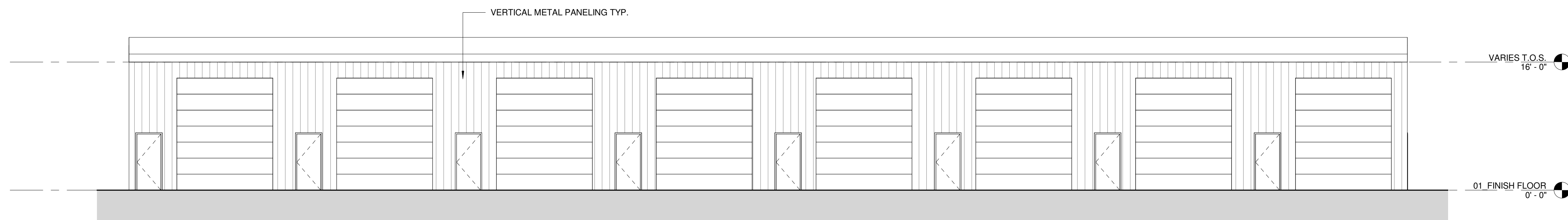
4 BUILDING 'C' - WEST ELEVATION
 1/8" = 1'-0"



3 BUILDING 'C' - EAST ELEVATION
 1/8" = 1'-0"



2 BUILDING 'C' - SOUTH ELEVATION
 1/8" = 1'-0"



1 BUILDING 'C' - NORTH ELEVATION
 1/8" = 1'-0"



**CONTRACTORS
GARAGE**

Exhibit 5



PLEASANT STREET CONTRACTOR GARAGE

Covenant Investments LLC

PROBLEM

MARKET GAP

Entrepreneurial businesses lack tailored spaces for efficient operation, often overshadowed by oversized and expensive full storefront options

CUSTOMERS

Small-scale entrepreneurs require a dedicated space for storage and business operations, exceeding the capacity of their home garage

FINANCIALS

Storefront with warehouse in Hamilton County start at a minimum of \$2000 per month

COSTS

Retail and warehouse space tend to be prohibitively expensive, limiting accessibility for businesses

USABILITY

Contractors need operational space away from home – an area to run equipment, store products, receive mail, and meet clients

SOLUTION



CLOSE THE GAP

Our buildings will provide operational space away from home with an address, electrical power, and spacious interiors

TARGET AUDIENCE

Small business owners

COST SAVINGS

Reduce operational cost for industrial storage space well below the regional average

CONVENIENT

A business solution for owners to operate independent from, yet within close proximity to their primary residence

FACTS OF FINDING

ZONING

Recognized as conditional use within I-1 zoning

DESIGN HARMONY

Will blend seamlessly with the surrounding area, maintaining character

PUBLIC SERVICE

Utilize existing public infrastructure, requiring no additional resources

ECONOMIC CONTRIBUTION

Enhances the local economy without increasing the public expense

TRAFFIC

Vehicular access designed to prevent interference with surrounding traffic flow

COMPREHENSIVE PLAN

Supports by fostering balanced economic growth

NEIGHBORHOOD COMPATIBILITY

Non-disruptive, ensuring minimal impact on neighboring properties

ENVIRONMENTAL SAFEGUARDS

Will operate without causing detrimental effects, such as noise or pollution

PRESERVATION OF FEATURES

Development will protect existing natural, scenic, and historical features

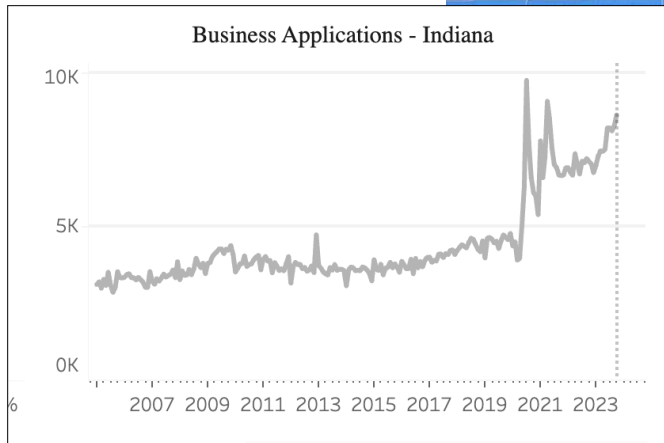
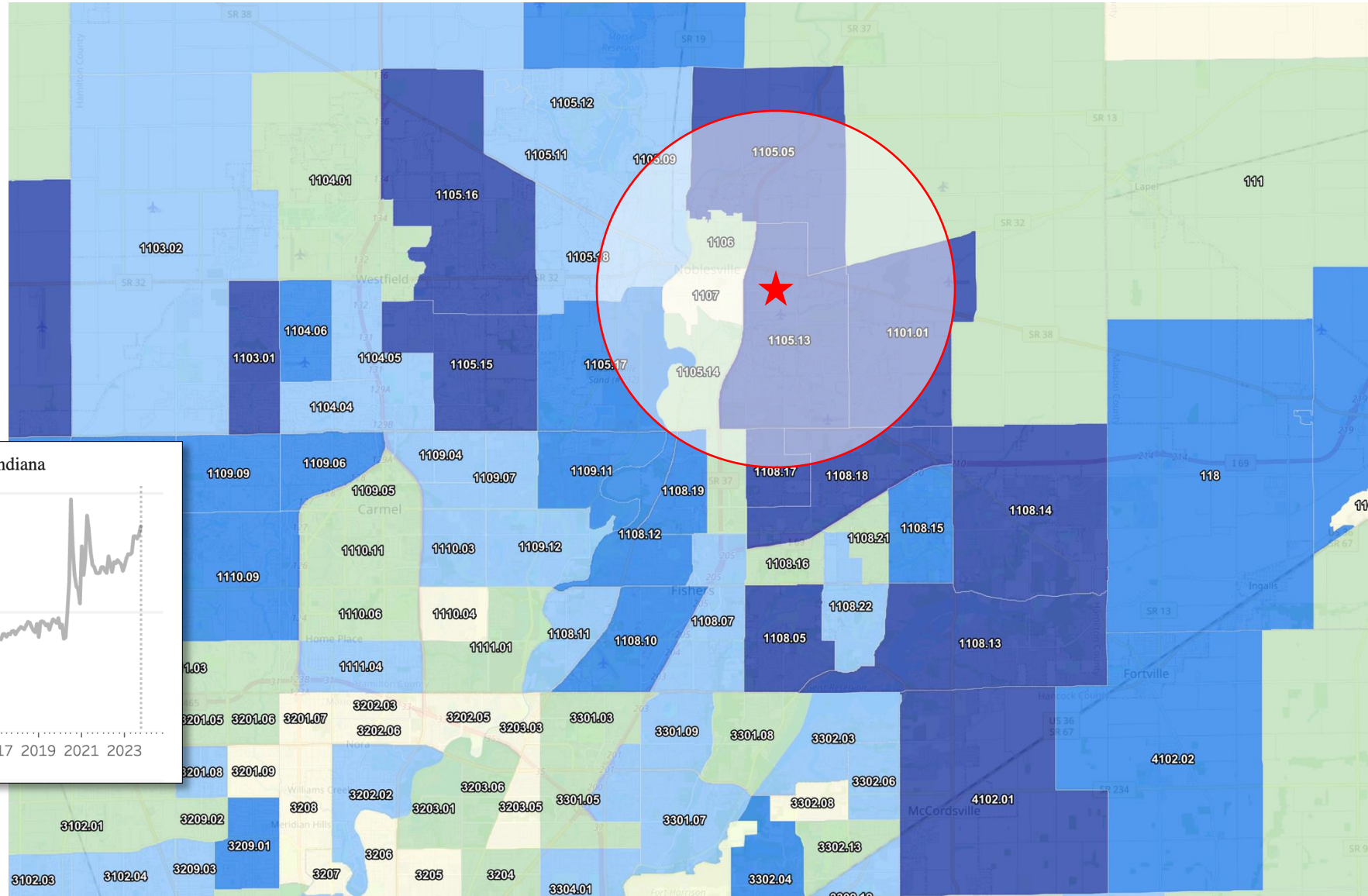
WHY NOBLESVILLE?

POPULATION DENSITY

Over 70,000 people within 10 miles

SMALL BUSINESS

Small business applications have doubled over past 5 years



COMPARABLE FACILITIES

RISE COMMERCIAL DISTRICT

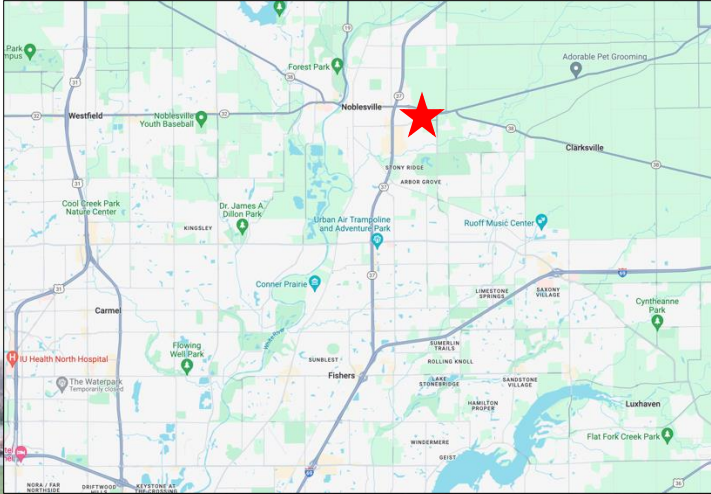
- Rise commercial district has 2 facilities on north side of Indianapolis
- Unit size varies between 300-3,000 sq ft
- Fully fenced, video monitored, forklift usage, free electricity and in-warehouse LED lighting, shipment receiving services, WiFi, public restrooms



PROPERTY OVERVIEW

10632 PLEASANT STREET

- Build ready site
- 1 mile from IN-37
- 0.5 miles from St Rd 38



COMPARABLE SITES

Overland Park, KS



COMPARABLE SITES

Olathe, KS

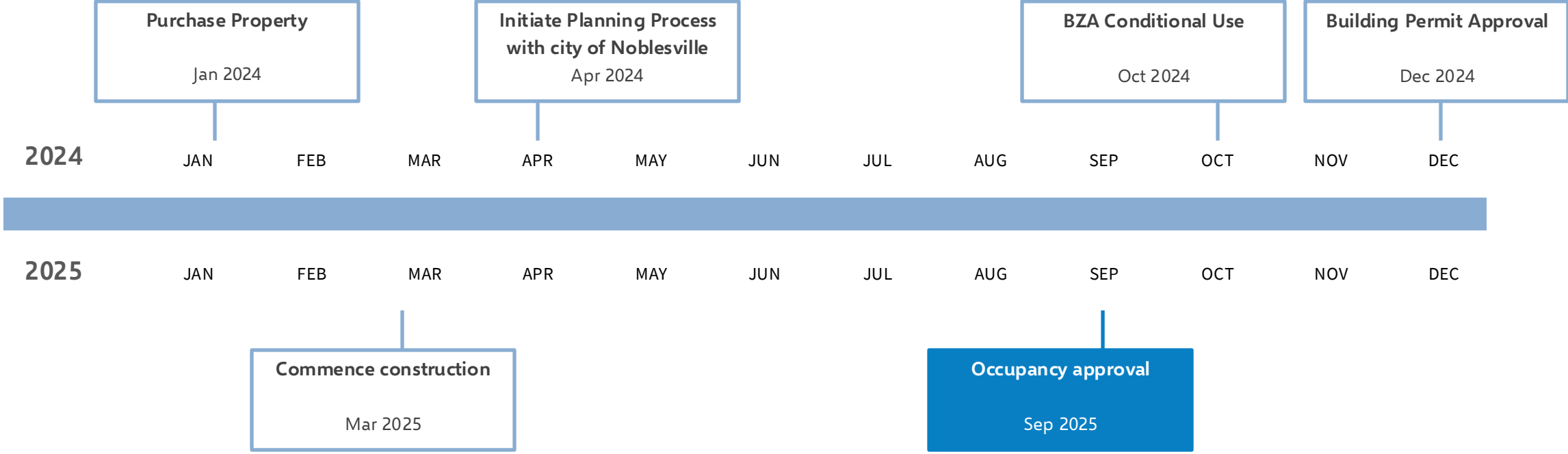


COMPARABLE SITES

Kansas City, MO



TWO-YEAR ACTION PLAN





SUMMARY

Proven Track Record

We operate 8 successful facilities in Kansas City and are ready to bring our expertise to Noblesville.

Zoning Compliance

The contractor garage is an approved conditional use within the district, aligning with the city's UDO.

Economic Benefit

The project will enhance local economic growth, create jobs, and support local contractors without additional public costs.

Community Harmony

The facility is designed to blend with the neighborhood and operate non-disruptively, preserving Noblesville's quality of life.

Commitment to Standards

We are committed to exceeding all regulatory requirements and contributing positively to Noblesville's long-term development goals.

Approving this project will provide a positive impact to Noblesville's economy while upholding the city's strong commitment to community and environmental standards.





