

PLAN COMMISSION STAFF REPORT

APPLICATION NO: REZ-01-2025

HEARING DATE: November 10, 2025 NEXT HEARING DATE: December 1, 2025

NEWSPAPER NOTICE
PUBLISHED ON:

NOTICES MAILED ON:

SUBJECT: Change of Zoning

LOCATION: 416 N Pearl Street, Thorntown, IN

PETITIONER(S): Tim and Shawna Williams

SUMMARY: Rezoning of the real estate from Residential to Business zoning district.

WAIVERS REQUESTED: None

RECOMMENDATION: *Recommend approval of Rezone to the Council with conditions*

PREPARED BY Marcellus Johnson, Planning Administrator

EXHIBITS	Exhibit 1. Location Map
	Exhibit 2. Application
	Exhibit 3. Future Land Use Goals and Map
	Exhibit 4. Concept Site Plans

PROCEDURE

The application (Exhibit 1) was filed on September 12, 2025. The application was scheduled for a public hearing at the November 10, 2025 Plan Commission meeting.

The Plan Commission hears the evidence presented by Staff, petitioner/owner, and any individuals in the audience wishing to speak for or against the proposed project or to just ask questions. The Plan Commission then holds a discussion among themselves and makes a recommendation to the Town Council to either allow the request, deny the request, and/or amend the applicants' proposal. The Plan Commission has the authority to modify the proposal and/or attach conditions to the recommendation.

The Council then hears the proposal, including the Plan Commission's recommendation at the Council meeting(s). At the final Council meeting, the proposal as presented in an Ordinance format is either adopted, denied, or modified by the Council. Prior to the public hearing before the Commission, a published legal notice is advertised in the newspapers and public hearing notices are sent to the surrounding property owners per the adopted Rules of Procedure and have satisfactorily been completed.

Standards for Amendments per Thorntown Zoning Ordinance §152.11.D:

The wisdom of amending the text of this Ordinance or the Zoning Map is a matter committed to the sound legislative discretion of the Town Council and is not controlled by any one standard. In making their determination, however, the Town Council should, in determining whether to adopt or deny, or to adopt some modification of the Plan Commission's recommendation, pay reasonable regard to the following:

1. Whether the proposed amendment is consistent with the goals, objectives, and policies of the Comprehensive Plan, as adopted and amended from time to time by the Town Council;
2. Whether the proposed amendment is compatible with current conditions and the overall character of existing development in the immediate vicinity of the subject property;
3. Whether the proposed amendment is the most desirable use for which the land in the subject property is adapted;
4. Whether the proposed amendment will have an adverse effect on the value of properties throughout the jurisdiction; and
5. Whether the proposed amendment reflects responsible standards for development and growth.

ABOUT PROJECT

Location

The subject site is the parcel addressed 416 N Pearl St (see Figure 1). The property is zoned “Residential”. It is surrounded by properties zoned “Residential”. Immediately south of the property is the Old Cemetery and one of the Town’s lift stations.

Current Zoning

Aerial View



Figure 1. Current Zoning and Location Maps. Like most of Thorntown, the property is zoned residential.

Proposal

The petitioner is requesting to rezone the property to the Business zoning district so that they can develop it as a self-storage facility consisting of 8'x10', 8'x20', 8'x30', and 8'x40' shipping containers with roll-up doors. Most of the lot will be taken up by 3 central rows of shipping containers running front to back surrounded by more shipping containers to form a perimeter (see Exhibit 4). A portion of the lot will be for outdoor storage. Gravel is planned for the interior drives and as the base for the containers, and there will be lights and security cameras. Existing perimeter trees are to remain and additional bushes and flower beds are proposed at the front of the parcel facing the street.

ANALYSIS

Compatibility with Surrounding Area

	USE	ZONING	ANALYSIS
NORTH	Residential	Residential	Proposed use is compatible with surrounding uses with certain provisions
EAST	Institutional (Cemetery)	Residential	
SOUTH	Institutional (Cemetery), Public Utility	Residential	
WEST	Residential	Residential	

The property is immediately surrounded by residential and institutional uses of a more rural character. South of the cemetery is an auto repair shop, which often poses more of a nuisance to nearby residential areas than self-storage would. Self-storage is not typically a use that creates a lot of noise, smells, or other nuisances, but neighbors may desire visual screening and may object to lighting that shines into their homes at night. This use is therefore largely compatible with surrounding uses under certain conditions.

Consistency with Thorntown's Comprehensive Plan

Consistency with the Future Land Uses. According to the Future Land Use Map from the 2010 Comprehensive Plan, the subject property is intended for residential development at densities comparable to or higher than what already exists throughout the Town (see Figure 2 below). However, self-storage is typically considered a light industrial use due to its similarity to warehouses, which makes this use inconsistent with the Future Land Use Map. However, as the petitioners argue, one of the goals in the Comprehensive Plan is to “promote appropriate infill and redevelopment of underutilized property.” More specifically, the plan sets the revision of zoning ordinances to accommodate infill and the development of vacant parcels and structures as one of its objectives (see Exhibit 2). In this sense, this rezoning is consistent with the Comprehensive Plan as it involves rezoning to allow for redevelopment of a parcel that has been vacant for many years. It is worth noting that the Future Land Use Map only shows light industrial uses in places where they already exist within the town limits, so by that standard such businesses and uses would be unwelcome anywhere in the Town. Such a position is in conflict with the community vision.

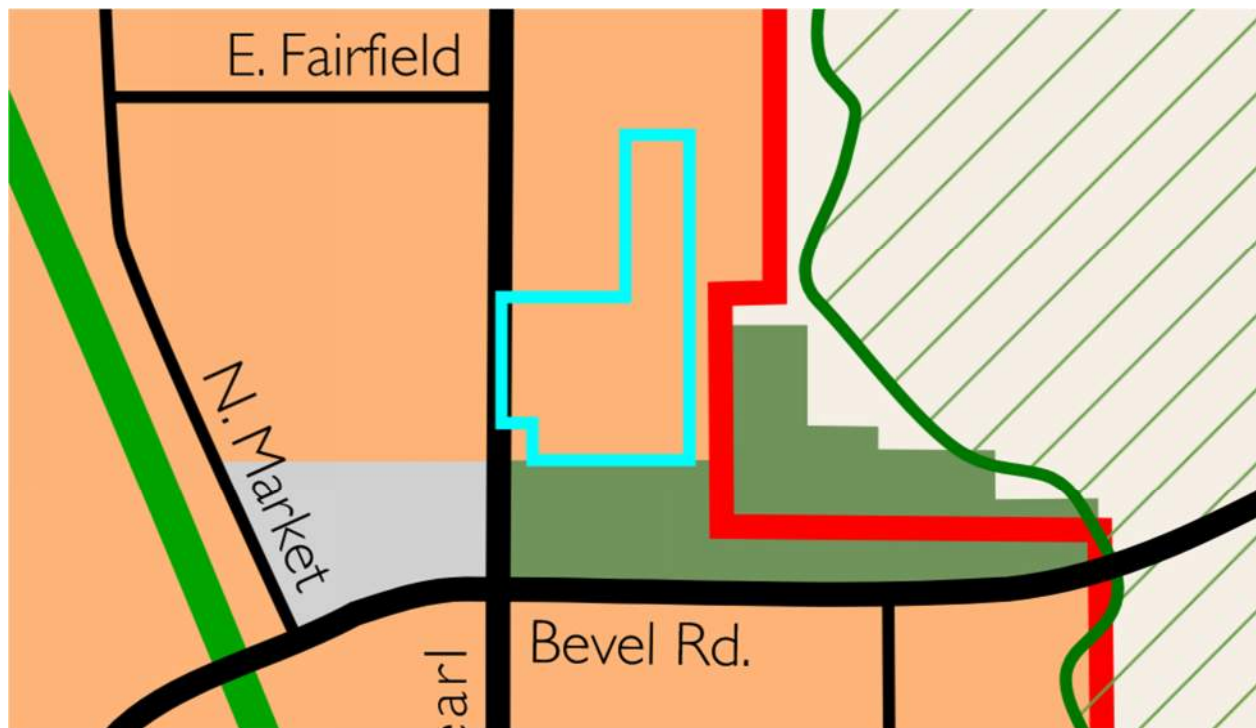


Figure 2. Future Land Use Map. The parcel is located in an area planned for higher density residential development. Parcel boundaries are approximate.

Consistency with the Community Vision. The community vision states that Thorntown “strongly desires” to:

“retain its peaceful, pastoral character; revitalize the Town’s historic commercial and residential core; enhance its cultural and recreational facilities and events; all the while planning, preparing and working toward the goal of making the community more economically stable and self-sufficient by attracting and retaining families, both young and old, and businesses – whether retail, professional services, industrial or agriculturally-related – and enhancing opportunities for tourism related ventures.”

Permitting this rezone is consistent with the above vision. It would allow the applicant to develop a new business location in town, thereby providing Thorntown residents with the ability to meet this need without leaving town. The quotation explicitly states that attracting industrial businesses is part of the Town’s vision.

Plan Review

There are currently no development standards for the Business zoning district, so the following review of the concept plans will be rooted in planning best practices.

The property is irregularly shaped due to previous subdivisions, and the concept plan divides it into 3 roughly rectangular sections: (A) the main portion of the property where the storage units will go, (B) the front section of the property from the street back about 40 feet, and (C) a rear section where the property projects behind the neighboring parcel.

Section A

The petitioner proposes to place 21 8’x40’, two (2) 8’x30’, eight (8) 8’x20’, and ten (10) 8’x10’ storage units arranged in a circle around three rows running front to back on the property. Between the sides of the circle and the rows of units are 24’-wide parallel drive aisles, and between the front wall of the circle and the rows of units and the rows of units and the back wall of the circle are 26’-wide cross drive aisles. Professionals in the self storage development industry recommend at least 25’-wide drive aisle for parallel aisles and at least 30’ for cross aisles to accommodate smaller moving trucks (See Exhibit 4).

Gravel is proposed for the ground cover for the entire area. Gravel can be used as a pervious paving material, but it can also be seen as a less attractive material and make a development appear impermanent. The storage units should be placed on poured foundations to avoid any sinking into the ground or damp seeping up into the units through the floors.

The plan also proposes 4’ setbacks on the sides and rear. Such a small setback is appropriate for a residential area, but a larger setback with a buffer is typical when non-residential properties abut residential properties. Section B provides adequate buffer to the front of the property a buffer is not needed on the south or east sides of the property where it abuts the cemetery, but along the north side of the property where it abuts a residential property, there ought to be a buffer of at least 20 feet. Four feet may be insufficient for providing enough root space to the trees lining the property that are proposed to remain; a deeper setback for the purposes of preserving the trees should be considered.

The petitioner also proposes security features including lights and cameras. Lights should be placed so as to provide adequate visibility on the property without shining into neighboring yards. Similarly, cameras should be placed to avoid filming neighboring properties.

Section B

This section consists of the property's frontage. On this section, the petitioner proposes a 40' long, 30' wide driveway connecting Section A to the street planted on either side with a row of bushes and flower beds (See Exhibit 4). The number and arrangement of these plantings should be such that they screen the front of the property and serve as a bufferyard. Should the petitioner wish to build a small office or restroom facility for the property, it should be planned for this section.

Section C

Lastly, Section C consists of the property's "panhandle" that extends northward along the rear of the adjacent property. The concept plan proposes that this area be used for outdoor storage, but there are no more detailed plans describing how this may be laid out on this section of the property, which measures 65'x168'. This section abuts the Residential zoning district on its west and north sides, so a 20-ft buffer is recommended for those property lines as well. This would substantially reduce the amount of usable space in this section, so it is suggested that this section remain undeveloped.

CORRESPONDENCE

As of this writing, staff has not received written or verbal statements regarding this project from residents.

RECOMMENDATIONS (Change of Zoning Request)

Staff recommends **approval** (sending a favorable recommendation to the Town Council) of application REZ-01-2025 because:

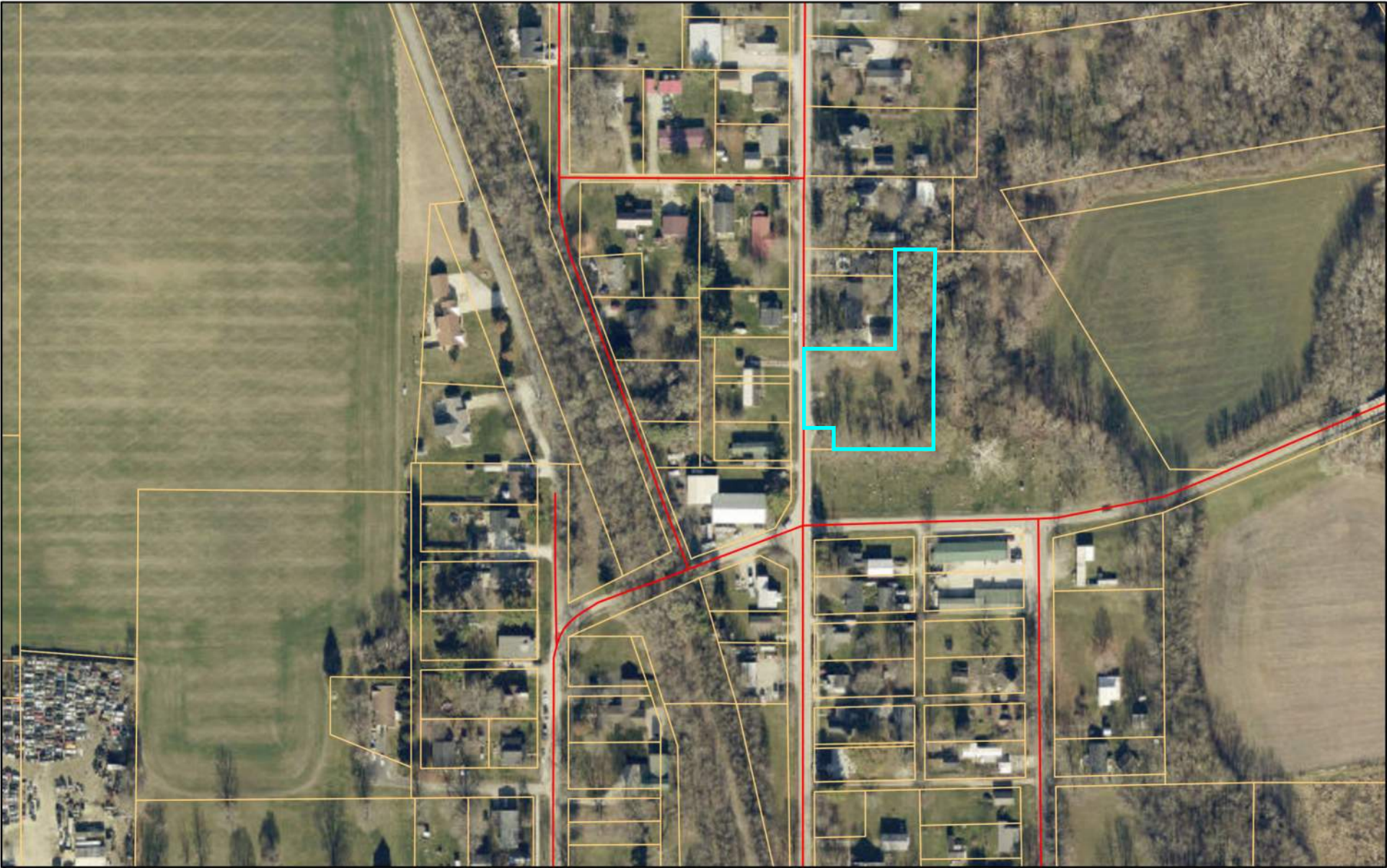
1. The proposed business zoning district meets the community vision goal of attracting economic activity to Thorntown and using existing properties (infill) for it;
2. The proposed business zoning district meets the community vision goal of promoting self-sufficiency by providing for the development of a business offering services useful to and desired by Town residents;
3. With some modifications, the proposed business use is compatible with the surrounding uses, current conditions, and overall character of existing development in its immediate vicinity;
4. The proposed business zoning district is the preferred designation of the property due to its proximity to a municipal utility and the old cemetery;
5. Without evidence of the contrary, it is assumed that the proposed amendment will have no adverse effect on the value of properties throughout the jurisdiction;
6. The proposed business zoning district reflects responsible standards for development and growth in utilization of undeveloped property for infill.

Staff recommends that approval come with the following conditions/commitments:

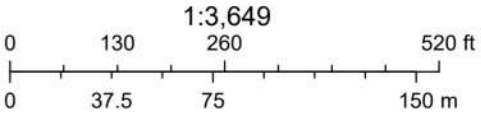
1. Parallel drive aisles shall be at least 25' wide and cross drive aisles shall be at least 30' wide.
2. Storage units shall be placed on concrete pads.
3. A screened bufferyard at least 20' wide meeting standards provided by the Planning Administrator shall be provided along all property boundaries abutting residential uses, including when such uses are separated from the subject property by a road or other ROW.

MOTION OPTIONS (Change of Zoning Request)

1. Motion to forward a ***favorable*** recommendation to the Council for adoption of the Change of Zoning from Residential Zoning District to Business Zoning District for the subject real estate located at 416 N Pearl St as per submitted application REZ-01-2025.
2. Motion to forward a ***favorable*** recommendation with the conditions/commitments recommended by staff to the Council for adoption of the Change of Zoning from Residential Zoning District to Business Zoning District for the subject real estate located at 416 N Pearl St as per submitted application REZ-01-2025.
3. Motion to forward an ***unfavorable*** recommendation to the Council for adoption of the Change of Zoning from Residential Zoning District to Business Zoning District for the subject real estate as per submitted application REZ-01-2025. **(List reasons)**
4. Motion to ***continue*** the review of the application REZ-01-2025 until the next regular meeting on December 8, 2024.



9/16/2025, 9:45:04 AM



Map data © OpenStreetMap contributors, Microsoft, Facebook, Google, Esri
Community Maps contributors, Map layer by Esri

REZONE/PUD APPLICATION**Application type*:**

- ☒ Rezone
- ☐ Planned Unit Development (PUD)
- ☐ Ordinance/PUD Amendment
- ☐ Modification to commitments

* Required sections to fill out

For office use only:

App No: REZ-01-2025

Date received: 9/12/2025

App fee: \$525

Fee paid by: ☐ Cash ☒ Check

Check #: _____

PROPERTY INFORMATION*

Address/Location: 416 N Pearl St, Thorntown, In

Parcel(s)' ID(s): 06-13-35-000-001.054-015 (016-05360-00)

Current use: Empty lot Current zoning: Residential

Proposed use: Storage units Proposed zoning: Commercial

Project total size: 1.05 Acres (include the area of all parcels)

PROPERTY OWNER INFORMATION*

Name: Timothy + Shawna Williams

Mailing address: 107 E Main St

City/Town: Thorntown, In Zip code: 46071

Email: thorntownhc@gmail.com Phone #: 765-491-8574

APPLICANT INFORMATION* ☒ Same as owner

Name: _____ Title: _____

Company name: _____

Mailing address: _____

City/Town: _____ Zip code: _____

Email: _____ Phone #: _____

PRIMARY CONTACT INFORMATION

☒ Same as applicant

Name: _____ Title: _____
Company name: _____
Mailing address: _____
City/Town: _____ Zip code: _____
Email: _____ Phone #: _____

ATTORNEY INFORMATION

Name: N/A Title: _____
Company name: _____
Mailing address: _____
City/Town: _____ Zip code: _____
Email: _____ Phone #: _____

PROJECT DESCRIPTION*

Proposed project name: Williams Storage units

Project description

(Briefly describe the project: what would be built, how the property would be used, and how the project would be integrated into the surrounding area.)

Using 8x40 shipping containers to be divided into
4 8x10 units with roll up doors. Use gravel base
for units and drive. Will have security lights
and cameras.

COMPLIANCE WITH THORNTOWN COMPREHENSIVE PLAN*

(Briefly describe how the proposed project follows the land use policies laid out in Thorntown Comprehensive Plan.)

This is in line with land use Goal 3, objective 2.
to revise zoning to redevelop vacant land. We
will have an increased need due to the additional
housing coming. Our residents can keep their business
local.

APPLICANT AFFIDAVIT

STATE OF INDIANA
COUNTY OF BOONE S.S.

The undersigned, having been duly sworn on oath, states that the information in the Application is true and correct as they are informed and believe.

Applicant printed name: Timothy + Shawna Williams

Applicant signature: Timothy + Shawna Williams

Subscribed and sworn to before me this 11th day of September, 20 25.



Notary printed name: Laurie Anne Bromberg

Notary signature: Laurie Anne Bromberg

My commission expires: 4-11-29

OWNER AFFIDAVIT

STATE OF INDIANA
COUNTY OF BOONE S.S.

The undersigned, having been duly sworn on oath, states that they are the Owner of the Property involved in this application, particularly the owners of these parcels (county tax IDs) 06-13-35-000-001, 054-015 (016-053 and that they hereby acknowledge and consent to the forgoing Application. 60-00)

Owner printed name**: Timothy & Shawna Williams

Owner signature**: *Timothy & Shawna Williams*

Before me the undersigned, a Notary Public in and for said County and State, personally appeared the Property Owner, who having been duly sworn acknowledged and consents to the execution of the foregoing Application. Subscribed and sworn to before me this 11th day of September, 20 25.



Notary printed name: Laurie Anne Bromberg

Notary signature: *Laurie Anne Bromberg*

My commission expires: 4. 11. 29

** A signature from each party having interest in the property involved in this application is required. If the Property Owner's signature cannot be obtained on the application, then a notarized statement by each Property Owner acknowledging and consenting to the filing of this application is required with the application.



PARCEL No. 06-13-35-000-001.054-015 (016-05360-00)

PERSONAL REPRESENTATIVE'S DEED

SAMANTHA FAHNESTOCK, Personal Representative of the ESTATE OF CORA LEE STRUNK, ALSO KNOWN AS CORA L. STRUNK, deceased, whose estate is being Administered under Unsupervised Administration in the Boone Superior Court I of Boone County, under Cause No. 06D01-2411-EU-000160, in the office of the Clerk of the Superior Court I of Boone County, Indiana, pursuant to an ORDER ON PETITION FOR ADMINISTRATION AND ISSUANCE OF LETTERS dated the 4th day of November, 2024, and by virtue of his power under Indiana law, for good and sufficient consideration conveys to: **TIMOTHY WILLIAMS AND SHAWNA WILLIAMS, HUSBAND AND WIFE**

A part of the Northeast Quarter of Section Thirty-five (35), Township Twenty (20) North, of Range Two (2) West, described as follows:

Beginning one hundred and twenty-seven and one-half (127 ½) feet North of the Southwest corner of the Southeast Quarter of said Northeast Quarter section (which is in the center of the street) and run first North one hundred and sixty-eight (168) feet; thence East two hundred and eighteen (218) feet; thence South one hundred and sixty-eight (168) feet; thence West two hundred eighteen (218) feet to the place of beginning.

Also sixty-five (65) feet off the entire East end of the following described real estate, to-wit:

A part of the Northeast Quarter of Section 35, Township 20 North, Range 2 West, described as follows:

Beginning 295 ½ feet North of the Southwest corner of the Southeast Quarter of said Northeast Quarter Section (which is in the center of the street) and run first East 218 feet; thence North 168 feet; thence West 218 feet; thence South 168 feet to the place of beginning.

Excepting therefrom

A part of the Northeast Quarter of Section Thirty-Five (35) Township Twenty (20) North, of Range Two (2) West, described as follows:

DULY ENTERED
FOR TAXATION
SUBJECT TO FINAL ACCEPTANCE

MAY 22, 2025

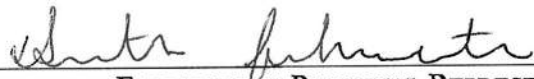
Rebecca M. Morton-Crum
Auditor of Boone County, Indiana
NW

Beginning One Hundred and Twenty Seven and One Half feet (127 ½') North of the Southwest corner of the Southeast Quarter of said Northeast Quarter Section, (which is in the center of the street) as the point of beginning, thence North Thirty-Five feet (35'); thence East Fifty-One feet (51'); thence South Thirty-Five feet (35'); thence West Fifty-One feet (51') to the point of beginning, containing approximately One Thousand Seven Hundred Eighty-Five square feet (1,785 sq. ft.).

THAT CORA LEE STRUNK IS ALSO KNOWN AS CORA L. STRUNK AND CORA STRUNK.

Subject to any and all easements, agreements and restrictions of record. The address is commonly known as **416 NORTH PEARL STREET, THORNTOWN IN 46071.**

IN WITNESS WHEREOF, the said SAMANTHA FAHNESTOCK, Personal Representative of the ESTATE OF CORA LEE STRUNK, has hereunto set her hand and seal this 22 day of May, 2025.

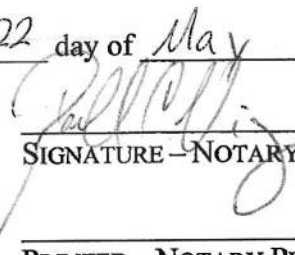

SAMANTHA FAHNESTOCK PERSONAL REPRESENTATIVE

STATE OF INDIANA)
)SS:
COUNTY OF BOONE)

Before me, a Notary Public in and for said County and State personally appeared SAMANTHA FAHNESTOCK, Personal Representative of the ESTATE OF CORA LEE STRUNK, deceased, who acknowledged the execution of the annexed deed, and who, having been duly sworn, stated that any representations therein contained are true.

WITNESS my hand and notary seal this 22 day of May, 2025.

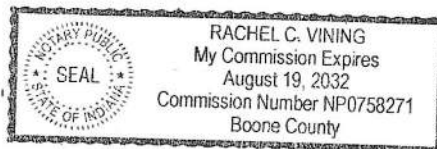
MY COMMISSION EXPIRES:


SIGNATURE - NOTARY PUBLIC

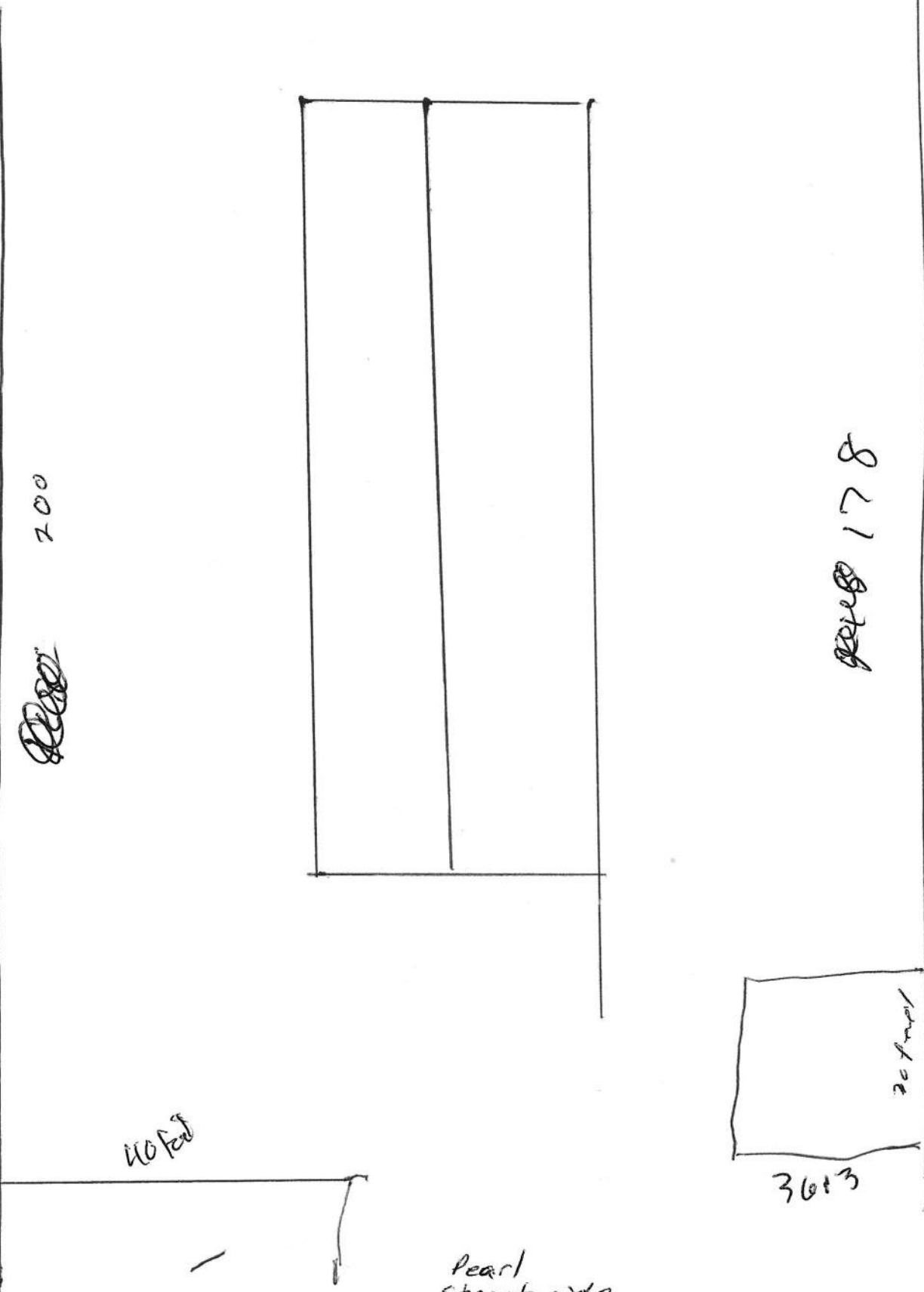
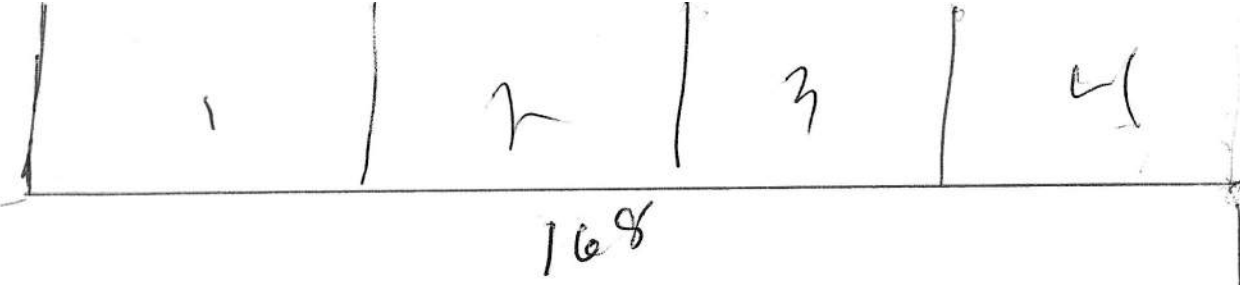
COMMISSION NO. _____

PRINTED - NOTARY PUBLIC

NOTARY RESIDING IN _____ COUNTY, INDIANA.







40 feet

Pearl Street side

Also Shown on Survey by Ron Wharry, P.L.S.
Dated: 14 Feb. 1996
Recorded: Instr. # 9602155

(INSTR. # 0000164)

Per Survey by Ron Wharry, P.L.S.
Dated: 14 Feb. 1996
Recorded: Instr. # 9602155

5/8-inch Rebar w/ Yellow
Plastic Cap
Stamped "WHARRY" Found

JOHN M. MCGINLEY
PROPERTY
(INSTR. # 200700010837)

EXCEPT

MARK A. JONES &
STEPHANIE S. JONES
PROPERTY
(BK. 236, PG. 660)

5/8-inch Rebar w/ Yellow
Plastic Cap
Stamped "WHARRY" Found

HARRIS J. SANDERS
SALLEY LEE SANDE
PROPERTY
(BK. 198, PG. 908)

5/8-inch Rebar Found
Per Survey by Carl Anderson, P.L.S.
Dated: 12 Nov. 1966
Recorded: M.R. 64, Pages 114-115

F. GENE BAYLESS &
SANDRA J. BAYLESS
PROPERTY
(BK. 237, PG. 95)

5/8-inch Rebar w/ Aluminum Cap
Stamped "CARL ANDERSON, ENGR." Found
Per Survey by Carl Anderson, P.L.S.
Dated: 12 Nov. 1966
Recorded: M.R. 64, Pages 114-115

5/8-inch Rebar Found
Per Survey by Carl Anderson, P.L.S.
Dated: 12 Nov. 1966
Recorded: M.R. 64, Pages 114-115

DANIEL J MORAN &
COLLEEN M. MORAN
PROPERTY
(INSTR. # 0007149)

WEST 218' (D) 14.5' N 89°45'13" E 65.00' (M)

SOUTH 168' (D)

STEPHEN D. CREWS
PROPERTY
(INSTR. # 200700011322)

168.00' (M) N 00°14'47" W

NORTH 168' (D)

1.3' EAST 218' (D) N 89°45'13" E 153.00' (M) EAST 218' (D) 11.5' 10.8' 0.6'

BRUCE E. BEACH
PROPERTY
(INSTR. # 0407813)

CORA L. STRUNK
PROPERTY
(INSTR. # 200700004343)

BRENT WARMOTH
PROPERTY
(INSTR. # 0002717)

N 00°14'47" W 168.00' (D) NORTH 168' (D) 46.7' 3.4' 0.6'

LIFT STATION
S 89°45'13" W 218.00' (M)
WEST 218' (D)

SOUTH 168' (D)

S 00°14'47" E 336.00' (M)

SUGAR CREEK TOWNSHIP
OF BOONE COUNTY
PROPERTY
(BK. 148, PG. 426)

POINT OF BEGINNING

35, T20N, R2W
N 00°14'47" W 28.98' (M)
Aluminum Disk
SW Cor. SE 1/4, NE 1/4,
SEC. 35, T20N, R2W
POINT OF COMMENCING

S 00°07'35" E 99.75' (M) NORTH 127 1/2' (D)

Magnetic Nail Found

BETHEL ROAD

EXHIBIT 3. FUTURE LAND USE GOALS AND MAP

Goal 2:

Endeavor to alleviate conflicting land uses, both present and future.

Objectives:

1. *Expressly permit existing agricultural activities to continue unabated.*
2. *Develop, implement and enforce standards for the creation of buffer zones between residential and other sensitive land uses from commercial and industrial development or redevelopment.*

Goal 3:

Promote the appropriate infill and redevelopment of underutilized property (vacant land or structures) within Thorntown's corporate limits.

Objectives:

1. *Develop and offer incentives for the infill and/or redevelopment of underutilized properties.*
2. *Revise, use and enforce Thorntown's Zoning Ordinance, and other ordinances which pertain to land use, to accomodate infill and redevelopment of vacant land or structures.*

Goal 4:

Identify, Map and Prioritize Network of Public Spaces and Facilities.

Objectives:

1. *Locate and map all indoor and outdoor public community facilities, and create a list of public programs, projects, etc. operated out of or being held in or at a public or community facility.*
2. *Prepare prioritized list of needed facilities and spaces.*

Goal 5:

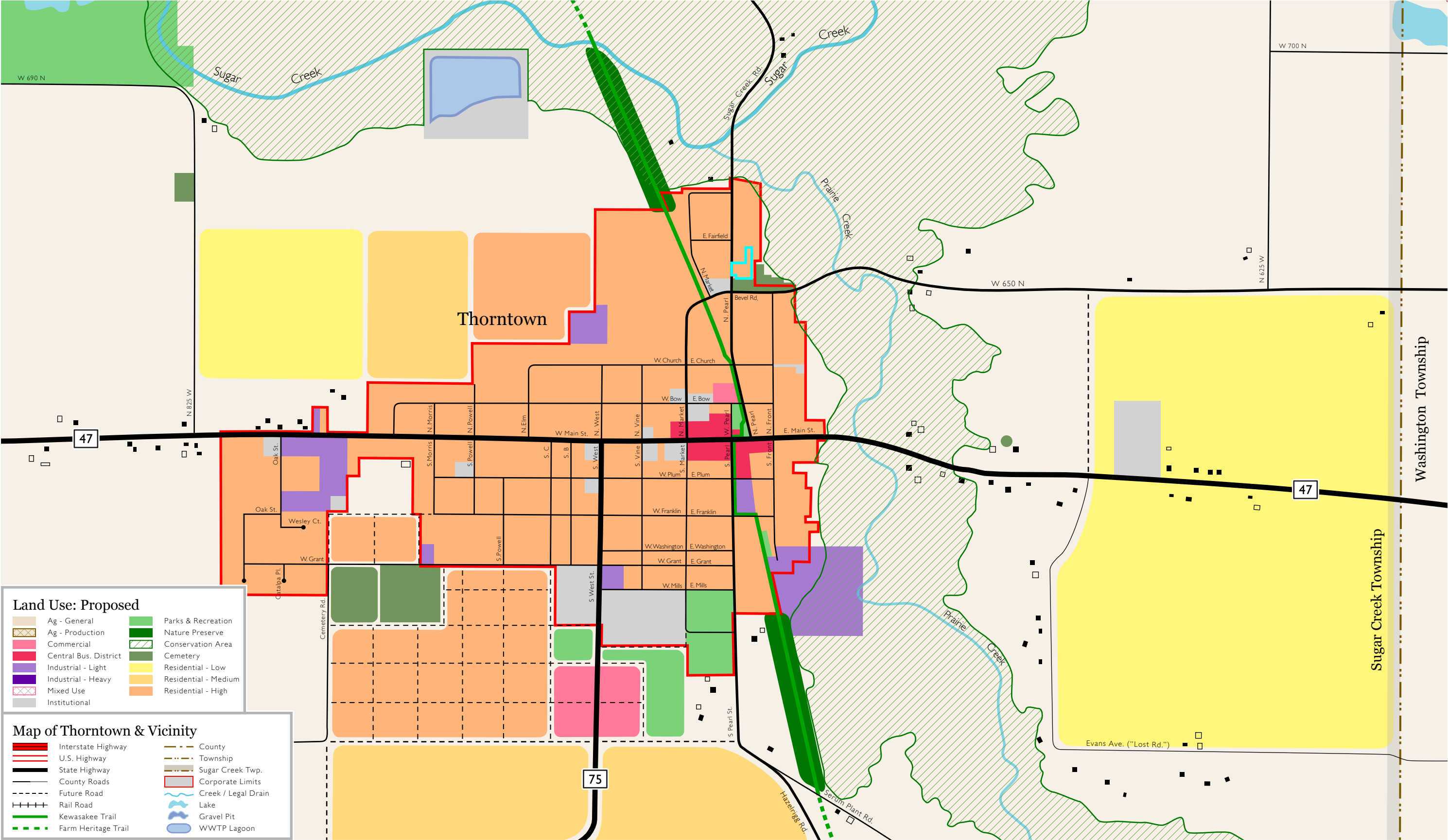
Identify and map specialty districts.

Objectives:

1. *Create a list of assets and resources to protect/promote (this may include an arts location, a conservation area, a historic/cultural site or recreation feature, etc.).*
2. *Identify the type and number of special districts desired in and around town.*
3. *Engage consultant to prepare a district overlay plan and associated ordinances to apply in each district.*

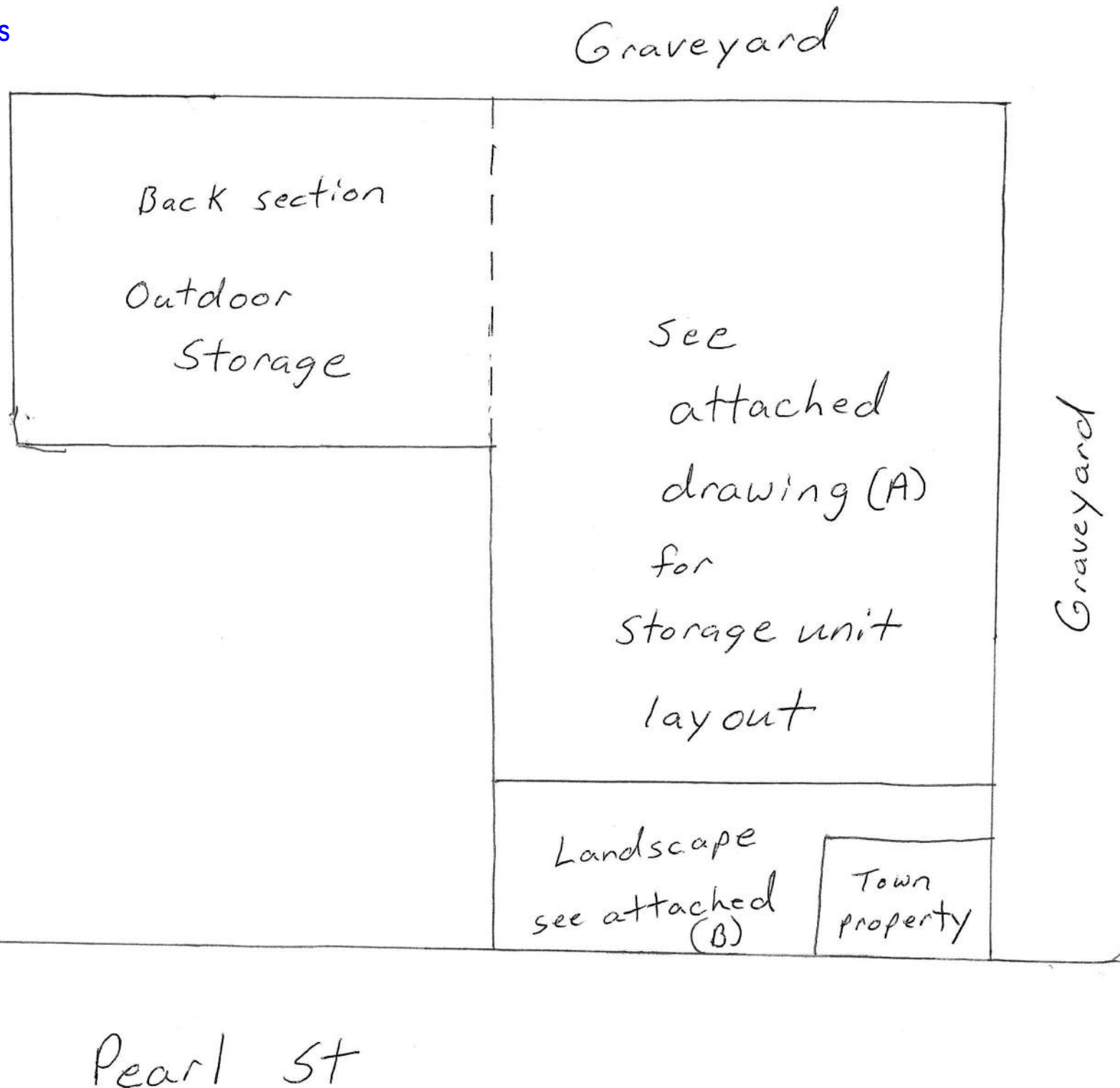
Resources

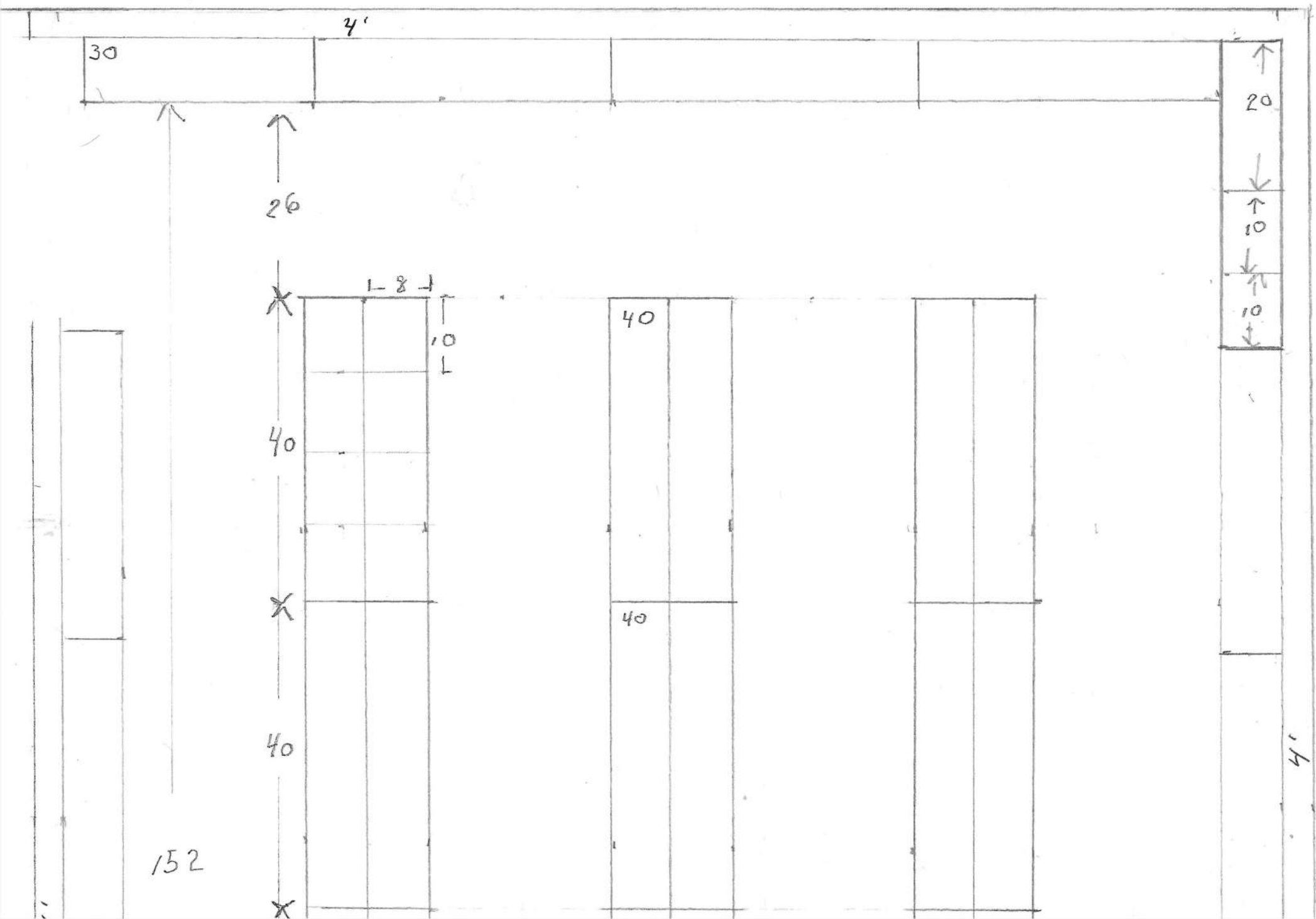
- Sample ordinances in **Appendices H, I and J**
- **Boone County, IN:** current county-wide comprehensive plan, zoning maps and ordinances
www.boonecounty.in.gov
- **Smart Growth Vermont,**
www.smartgrowthvermont.org
- **American Planning Association: Indiana Chapter,**
www.indianapanning.org
- **Indiana Association of Cities and Towns,**
www.citiesandtowns.org
- **Congress for the New Urbanism,**
www.cnu.org
- **New Urbanism,**
www.newurbanism.org
- **Center for Applied Transect Studies,**
www.transect.org
- **SmartCode v9.2,**
www.smartcodecentral.com
- **The Town Paper,**
www.tndtownpaper.com
- **New Urban News,**
www.newurbannews.com

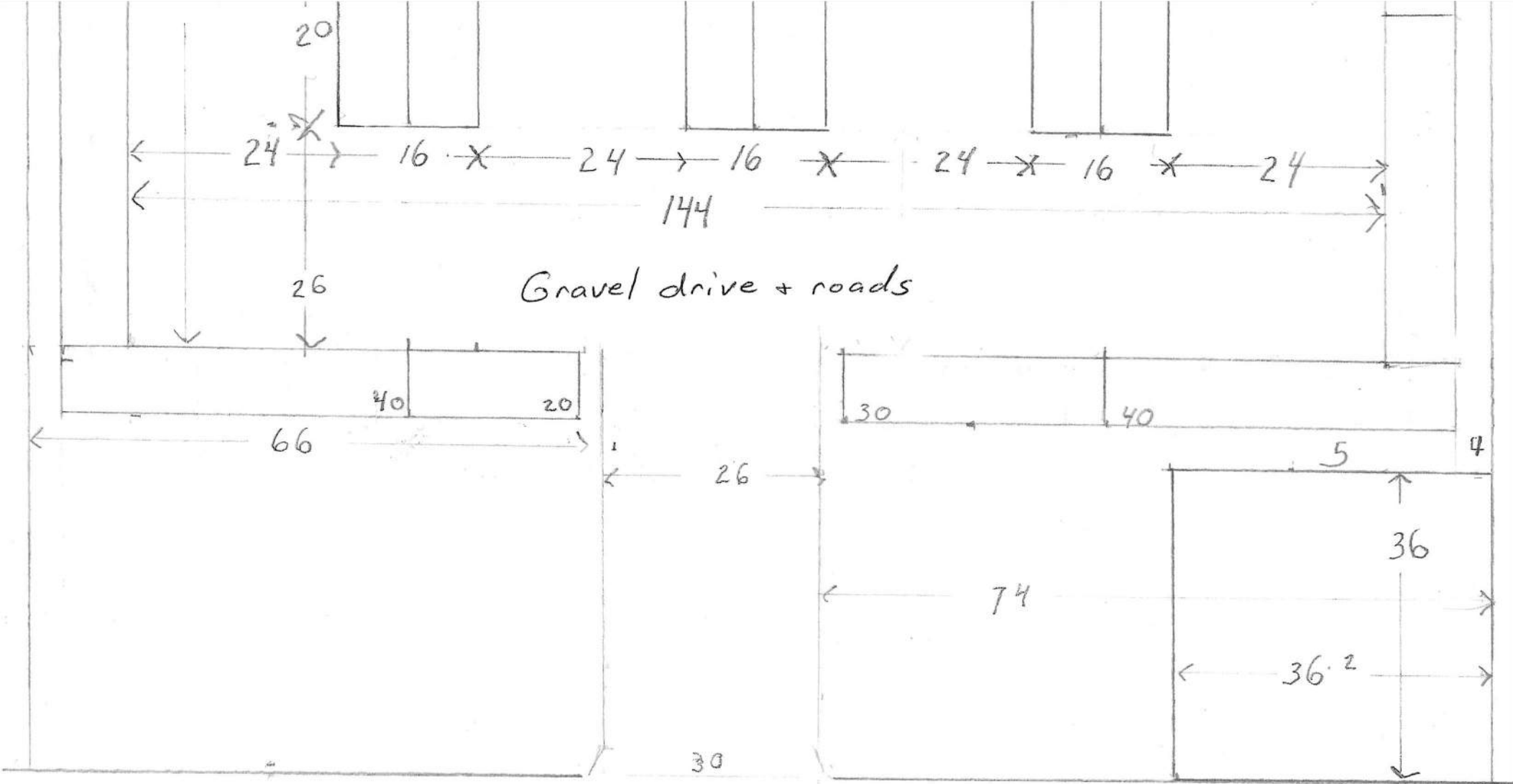


Map of Proposed Land Use: Thorntown

EXHIBIT 4. CONCEPT SITE PLANS







N PEARL ST.

1" = 16'

Drawing A

E
N-S
W

- Existing trees
- Bushes
- Flowers

← 14 trees →

All existing trees
on property line
will remain.

(exception - 1 tree on
back line is dead
& leaning)

← 7 trees →

168'

40'

Drive way

Town of
Thorntown
Property

← 16 trees →

Grave yard

Pearl St

B