Cargo Container Storage Model Ordinance

This project was initiated and supported by the Will Economic Network, a component of:

Will County

CENTER for ECONOMIC DEVELOPMENT

Key Participants

Private Sector
Will County Farm Bureau
BNSF Railroad
NAI Hiffman
OOCL
Grubb & Ellis
TransInternational
Stanton Enterprises
Gallagher Realty
Colliers BK
Jacob & Hefner
Intermodal Association Chicago
Multi Modal Logistics Park

Local Governments
Will County
City of Joliet
Village of Elwood
Village of Manhattan
Village of Romeoville
Village of Shorewood
City of Wilmington
Village of Channahon











Executive Summary Cargo Container Storage Model Ordinance

Early in 2006, the Will County Center for Economic Development (CED) and its cooperating governmental units began a review of certain impacts on Will County generated by the Logistics Park Chicago intermodal facility. Logistics Park Chicago is operated by the Burlington Northern Santa Fe Railroad and is located in the Deer Run Industrial Park in Elwood, Illinois.

More specifically, the CED and these governmental units looked at the impact of businesses engaged in cargo container storage. The unified goal and anticipated outcome of the inquiry was to establish regulations that would limit negative impacts of such businesses while not unduly impeding this segment of the cargo container industry. The only regulations that were explored were those that dealt with businesses that store cargo containers and maintain, repair, or modify such equipment. Businesses that have a single cargo container on property as a storage unit or related use were not the subject of this study.

After much review and debate between the governmental units and business stakeholders, a model ordinance was established. The purpose of the model ordinance is to create a framework for a common set of regulations that each governmental agency can adopt and/or modify to meet their own needs and local circumstances. In essence, the model ordinance serves as a template that each governmental unit can utilize as they draft or revise their own ordinance.

In addition to the model ordinance, the CED and cooperating governmental units also established a related set of Best Practice Guidelines, a Checklist for Applicants, and an overall Policy Paper. These three additional documents help frame the cargo container storage issue, suggested approaches for addressing the issue and provide criteria that can assist the local governmental zoning reviews of cargo container facilities.

On February 8, 2007, this packet and a presentation was presented to the Will County Governmental League and its participating municipalities.

Cargo Container Facilities

Positioning Will County for the International Container Industry, a Byproduct of Being a Global Trans Center

OVERVIEW: With the development of Centerpoint Properties' Deer Run Industrial Park and its intermodal facility, Logistics Park Chicago (LPC) anchored by the Burlington Northern Santa Fe Railroad (BNSF) and Will County's unique location that provides exceptional rail, highway, and waterway infrastructure, Will County is recognized as a Global Trans Center. A byproduct of being a Global Trans Center is the demand for facilities to store and maintain cargo containers. The demand for this industry will continue to increase dramatically due to the projected growth of both LPC and Will County's inventory of industrial real estate. In order to establish uniform guidelines for Will County and associated municipalities concerning the growth in this industry sector, the attached model ordinance, best practices guidelines and checklist have been drafted. The intention is that each municipality and the County will consider utilization of these documents, with modifications as necessary, to help create a unified approach to addressing the needs of this industry sector while maintaining community environmental standards.

PROJECTED LPC & INDUSTRIAL GROWTH: LPC is one of the busiest inland intermodal rail facilities, ranked by number of shipping movements or lifts, in the United States. In 2005, the LPC operation completed approximately 400,000 lifts. Due to growth and changes in the BNSF network, LPC achieved approximately 850,000 lifts in 2006. The initial advertised capacity for the facility was 1,400,000 lifts per year. However due to additional interior tracks, the projected annual capacity achieved may reach as high as



2,000,000 lifts. The growth of LPC will also be impacted by the availability of industrial real estate developments in Will County. Over 2,600 acres of land with proximity to LPC have recently been acquired by industrial real estate developers for future development. Over 2,600 acres could translate into approximately 40,000,000 square feet of additional industrial real estate.

PROJECTED DEMAND FOR CARGO CONTAINER FACILITIES: Will County and its associated municipalities have received several inquiries about possible sites for cargo container facilities. These facilities are generally engaged in the storage and maintenance of cargo containers. Having proximity to both LPC and industrial real estate facilities is critical for the cargo container industry and explains the focus on Will County by this industry.

LPC's primary function is transportation, not container storage for any extended amount of time. Operators who specialize in storage focus on this segment of the market. These operators are currently exploring property acquisition throughout the County.

Although the County and some municipalities have zoning language to regulate the location and condition of the cargo container facilities, there does not appear to be uniform policies in place for addressing the anticipated demand for space from this industrial category. The drafting of the attached documents is a collaborative effort to

meet community concerns for clean, orderly and safe facilities while simultaneously accommodating Will County's growth and maintaining its competitive advantages as a Global Trans Center.

The projected acreage demand for cargo container facilities is shown on the attached Container Acreage Formula (CAF) – a conservative formula provided by the industry. Stacking of containers would cause the approximate amount of required acreage for storage to decrease. In summary, the projected acreage need, in conjunction with the anticipated LPC growth, is as follows:

Current lifts:	850,000	176 Acres
Original advertised capacity:	1,400,000	290 Acres
Potential final capacity:	2,000,000	415 Acres

A representative from the BNSF Railroad has provided attached data illustrating the amount of acreage devoted to certain operations at the LPC facility. This table has been helpful to determine how much actual container storage space is available within LPC. At this time, the BNSF facility has 160 acres dedicated for container parking. A few smaller cargo container facilities occupy an additional 40 acres. Due to these calculations, it is anticipated that at least another 200+ acres will be needed for future cargo container storage. Again these numbers only reflect storage needs based on one carrier; the BNSF railroad and its associated LPC facility in Elwood. Therefore, the policies outlined in the attached documents can establish a set of standards that will allow cargo container facilities to coexist with other developments, while mitigating adverse impacts associated with this type of land use.

WHO IS INVOLVED: To formulate an appropriate response to this demand for cargo container facilities, an initiative was established by the Will County Center for Economic Development (CED) in cooperation with the Will County local government units that comprise the Will Economic Network (WEN) component of the CED.

Through this initiative, which focused on those communities which are geographically desirable to the intermodal industry (in closer proximity to LPC), a series of meetings were held to address the issues associated with cargo container facilities. A consensus was reached that this effort should try to balance the needs of the intermodal industry with those of the County and municipalities to establish localized standards that this industry would follow to reduce any potential negative impacts.

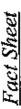
Ideally, both the public and private sectors would like to see any cargo container facilities located in as close proximity as possible to the intermodal facility. Locating cargo

container facilities in close proximity to LPC, reduces the distance between the intermodal facility and the storage area, which equals less pollution, wear on local roads, cuts transportation costs, and centralizes perceived negative impacts from the cargo container facility. Keeping cargo container facilities near the intermodal facility, which is in an isolated heavy industrial area, will ease the impact on the surrounding communities.

END PRODUCT: The outcome of this initiative resulted in the attached model ordinance, a set of best practices guidelines, and an applicant's checklist. It is the intention that these items go before the County and each municipality for adoption with or without modifications. A forum for initial presentation, comments and questions was held at the February, 2007, meeting of the Will County Governmental League meeting. Adoption of these documents by the County and each municipality may follow in accordance each with each jurisdiction's individual preferences, policies, and procedures.



Fact Sheet



26664 Baseline Road, Elwood, IL 60421

The Logistice Park-Ciricago intermodal/Automotive Factities are the newest and largest BNSF Hubs in the Chicago region, it is designed to meet the increasing markets wast of Chicago.

It has superior access to the rational main line and the local highway system.

AUTOMOTIVE:

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Contraction of the second of t	General Information	24 Hour / Seven Day Per Week Operation		Other Part of Character de fine	Physical Characteristics	Total Facility Size	Intermodal Usage	Classification (facks	Automotive	Undeveloped	Yard Length	Yard Width	Loading (Facks: Internodal	evitorious of on the control of the	Car oppus (es r.)	Classification Tracks		· in Coldania	IN EKMODAL:	Main Yard Parking Lots	Wheeled Parking Spots	(Main yard-4095 Lot 13-550)	stacked Unit opols	Main Yard Farking	inbound checkpoints	Outbound Checkpoints	Reversible	Chessis Stadyed	(lot 1-1300 lot 3 & 5-2700) Racked Chassis		

AN ORDINANCE REGULATING THE LOCATION AND USE OF CARGO CONTAINER FACILITIES FOR GOVERNMENTAL UNITS WITHIN WILL COUNTY

Statement of Purpose

The objective of this ordinance is to regulate cargo container facilities throughout Will County, referred to herein as the "County", and municipalities as defined herein. Governmental units refers to the County and each municipality, respectively. These facilities should meet the following purposes:

To provide for safe and orderly storage, staging, and maintenance of cargo containers in a manner that minimizes the noise, dust, traffic congestion, aesthetic blight and other adverse environmental impacts of such a use upon the participating governmental units.

To ensure that the cargo container facilities are operated in a safe manner based upon such factors as the permitted height of stacking of such containers, the cargo within the containers, the location and surface used, methods of securing the containers so as to prevent safety hazards, and accessibility for emergency and maintenance equipment.

To ensure adequate visual screening and landscaping of cargo containers from the public right-of-ways and adjacent properties is provided.

To ensure that the site is of sufficient size to accommodate the clean, safe and orderly storage and maintenance of cargo containers with adequate lighting and signage, in accordance with this ordinance.

- **SECTION 1**: <u>DEFINITIONS</u>: The following definitions shall apply to this ordinance.
- 1. **Cargo Containers**: Means an industrial, standardized reusable vessel that was:
- a. Originally, specifically or formerly designed for or used in the packing, shipping, movement or transportation of freight, articles, goods or commodities, and/or.
- b. Designed for or capable of being mounted or moved on a rail car, and/or.
- c. Designed for or capable of being mounted on a chassis or bogie for movement by truck trailer or loaded on a ship.
- 2. **Cargo Container Facilities**: Means any site in which the principal use is the movement, storage on a non-permanent basis, staging, or redistribution of cargo

containers either on or off of a chassis, but not to include railroad operations that are subject to jurisdiction of the U.S. Department of Transportation Surface Transportation Board.

- 3. **Chassis**: Means that portion of a semi-trailer configuration that is the non-powered portion that provides a way of transporting the cargo container.
- 4. **Permanent:** Means a time limit of storage that exceeds six (6) months on site without being utilized for transportation purposes.
- 5. **Racking:** Means a method of storing a chassis on end in an upright position where the bed is perpendicular to the ground.
- 6. **Spotting Tractor**: Means a tractor utilized to pull a chassis only within the cargo container yard. Not utilized for over-the-road hauling.
- 7. **Stacking:** Means a method of storing cargo containers or a chassis in a vertical manner where the floor of the container or bed of the chassis remains parallel to the ground.
- 8. **Staging/Storage:** Means the outdoor locating and containing cargo containers on and off a chassis, or the chassis by itself until a method of transportation is established and utilized.
- 9. **Tractor**: Means that portion of a semi-trailer configuration that is utilized to power and pull the chassis.
- 10. Truck Trailer: See Chassis.
- **SECTION 2:** <u>LOCATION:</u> The location of these facilities are prohibited in all zoning districts except as a special use in the governmental unit's most intense industrial/manufacturing zoning district, provided they meet the requirements established in this ordinance and special use provisions.
- **SECTION 3**. <u>REQUIREMENTS:</u> All cargo container facilities shall be subject to the following provisions:
- 1. **Access:** Cargo containers on or off a chassis may not be stored in a manner that impedes access to public right-of-ways, public utility or drainage easements, adjacent structures, and buildings.
- 2. **Lighting**: Cargo container facilities shall provide adequate lighting on site including at all entrances and exits. A lighting plan must be submitted and approved in conjunction with a special use permit. Lighting shall not affect adjacent properties.
- 3. **Materials stored**: Materials stored in the cargo containers shall not include any material that is required to be placarded as Class 7 (radioactive materials) according to the U. S. Department of Transportation (DOT) Emergency

Response Guidebook (ERG). All other materials stored at the facility should be properly placarded according to the ERG.

- 4. **Minimum Lot Size**: Cargo container facilities shall have a minimum lot size of twenty (20) acres.
- 5. **Noise**: Cargo container facilities shall make every effort to contain noise within the site. In the event noise becomes excessive, it shall be treated accordingly as a public nuisance violation in accordance with the governmental unit's ordinances.
- 6. **Paving**: Cargo container facilities shall be paved in accordance with each governmental unit's standards, including drainage and storm water detention. The paving must consist of asphalt, concrete, or other materials found to be acceptable to the governmental units. Gravel, grindings, or tar and chip surfaces are not allowed.
- 7. **Parking**: No portion of any required off-street parking or loading/unloading areas shall be used for the storage of cargo containers or similar storage devices. The minimum amount of off-street parking spaces shall be one per employee, but not less than six (6) spaces, and one space per 500 sq. ft of gross floor area of any structure located on site.
- 8. **Racking Height**: Racking of a chassis shall be limited to fifty-seven (57') feet in height. When a racked chassis exceeds thirty (30') feet in height, an additional one-foot (1') shall be added to all setbacks (from property line) for each additional one-foot (1') of height for the racked chassis.
- 9. **Screening and Landscaping**: Screening shall be provided within a landscape easement, a minimum width of 100-feet, adjacent to public right-of-ways and non-industrial zoning districts. Screening shall be a combination of fencing, berming, natural vegetation and landscaping in accordance with the governmental unit's standards. A berm shall contain a 3:1 slope and a minimum height of fifteen (15) feet. Additional landscaping may be required around the entire perimeter of the facility, subject to site plan review by the governmental unit. A landscaping plan must be submitted in conjunction with a special use permit.

10. Separation distance:

- a. No storage of a cargo container or a chassis shall be closer than 1000 feet from any property zoned or used for residential land uses or be stored closer than thirty (30) feet to any existing structure or building on site.
- b. No side-by-side grouping shall exceed twenty (20) containers or twenty (20) chassis in width and no end-to-end grouping shall exceed two (2) containers or two (2) chassis in length. Thirty (30) foot paved access drives shall be maintained at all times on all sides of a grouping.
- 11. **Signage:** No signage, other than company identification logos, shall be allowed on any cargo container unless approved in accordance with each governmental unit's sign ordinance.
- 12. **Site Plan**: A site plan must be submitted in conjunction with the special use permit.
- 13. **Stacking Height Cargo Containers**: Cargo containers shall not be stacked more than three units high. When stacked, an additional thirty (30) feet shall be added to all setbacks for each additional level of stacked containers.

- 14. **Stacking Height Chassis**: Empty chassis shall not be stacked more than five units high.
- **SECTION 4**: <u>CARGO CONTAINER MAINTENANCE FACILITY</u>: Any business that engages in the maintenance and repair of cargo containers, not located within a storage facility, that removes containers from the chassis, shall be subject to the same requirements as a cargo container facility. This may include facilities or operations engaged in the conversion of cargo containers for a secondary use or sale.
- **SECTION 5:** <u>CONTAINER MODIFICATIONS</u>: Cargo containers may not be modified or retrofitted for on site habitation. Containers shall be prohibited from having windows, heating and cooling, plumbing, or multiple entrances. Cargo containers are allowed to have electric and ventilation systems installed that would be necessary to meet the minimum codes and standards for lighting and air circulation for storage purposes.
- **SECTION 6:** FIRE SUPPRESSION AND INSURANCE: All cargo container facilities must provide adequate means for fire and emergency vehicles (as approved by the governmental unit's fire protection agency) to access cargo containers both on and off a chassis in the event of an emergency. All facilities engaged in storage and stacking, must carry adequate insurance and provide a Certificate of Insurance prior to issuance of a special use permit.

SECTION 7: STRUCTURAL INTEGRITY, SURETY FOR REMOVAL:

- 1. Any cargo container stored or kept on property under the jurisdiction of the governmental unit shall be safe, structurally sound, stable, and in good repair.
- 2. Any Cargo container that becomes unsound, unstable or otherwise dangerous shall be immediately repaired or removed from the property where kept, subject to the governmental unit's requirements.
- 3. Any cargo container stored or kept in violation of the governmental unit or any municipalities' ordinances shall be deemed a dangerous condition and a public nuisance and may be immediately removed by the governmental unit.
- 4. Any cost or expense associated with the removal of the violating cargo containers is the responsibility of the property owner. All associated costs including but not limited to legal fees and court cost, shall constitute a debt due and owed to the governmental unit and shall be recordable as a lien upon the land of the cargo container storage facility and/or property owner.
- **SECTION 8**: <u>EXISTING CARGO CONTAINERS FACILITIES</u>: Any cargo container facility which existed lawfully on a parcel at the time of the adoption of this ordinance, or of any subsequent amendment thereto, shall be removed from the property within six (6) months of the adoption of this ordinance, unless such

cargo container facility meets the requirements of this Ordinance or a special use permit approved by the governmental unit.

SECTION 9: <u>PAYMENT IN LIEU OF TAXES:</u> The governmental unit, as a condition of a special use permit, may require a payment in lieu of taxes (P.I.L.O.T).

SECTION 10: <u>DEDICATION OF RIGHT-OF-WAY</u>: Cargo container facilities shall dedicate right-of-way to the governmental unit for public highway and other public purposes. The dedication shall be in a form acceptable to the governmental unit and shall be made at no expense to the governmental unit.

SECTION 11: RESPONSIBILITY FOR PUBLIC IMPROVEMENTS: Cargo container facilities shall design and install, at no expense to the governmental unit or each governmental unit, public improvements adjacent to the facility at the time and in the manner specified by the governmental unit in conjunction with the development or subdivision of the Parcel, whichever occurs first. The improvements shall be engineered, reviewed, approved and installed according to the procedures and conditions set forth by the governmental unit.

SECTION 12: This Ordinance is severable and the invalidity of any portion hereof shall not be deemed so as to invalidate the remainder.

SECTION 13: This Ordinance is strictly intended to only make those amendments specified herein. No other amendment or repeal is intended or made hereby.

SECTION 14:	This Ordinance shall tak	se effect immediately upon its passage.
PASSED this _	day of	, 20
		

BEST PRACTICES FOR CARGO CONTAINERS FACILITIES

- 1. **Access:** Cargo containers on or off a chassis may not be stored in a manner that impedes access to public right of ways, public utility or drainage easements, adjacent structures, or buildings. Access aisles shall be at least 18 feet wide when utilized as one-way, or 24 feet wide when utilized for two-way travel.
- 2. **Lighting**: Cargo container facilities shall provide adequate lighting on site including at all entrances and exits. A lighting plan must be submitted and approved in conjunction with a special use permit. The lighting plan must illustrate adequate illumination on the property to allow for safe and efficient movement and monitoring during evening hours. Lighting shall not affect adjacent properties. The lighting plan submitted shall contain photometrics that do not allow lighting "splash" onto adjacent properties. All lighting shall be properly shielded.
- 3. **Materials stored**: Materials stored in the cargo containers shall not include any material that would be required to be placarded as Class 7 (radioactive) according to the U. S. Department of Transportation (DOT) Emergency Response Guidebook (ERG). All other materials stored at the facility should be properly placarded according to the ERG. Each terminal manager shall maintain adequate and current bills of lading for the contents of all containers stored on site.
- 4. **Minimum Lot Size**: Cargo container facilities shall have a minimum lot size of twenty (20) acres.
- 5. **Noise**: Cargo container facilities shall make every effort to contain noise within the site. In the event noise becomes excessive, it shall be treated accordingly as a public nuisance violation in accordance with each governmental unit's ordinances.
- 6. **Paving**: Cargo container facilities shall be paved in accordance with the each governmental unit's standards, including drainage and storm water detention. The paving must consist of asphalt, concrete, or other materials found to be acceptable to each governmental unit's ordinances. Gravel, grindings, or tar and chip surfaces are not allowed. All paving shall meet the minimum standards of the Illinois Department of Transportation standard specifications for road and bridge construction, latest edition.
- 7. **Parking**: No portion of any required off-street parking or loading/unloading areas shall be used for the storage of cargo containers or similar storage devices. The minimum amount of off-street parking spaces shall be one per employee, but not less than six (6) spaces, and one space per 500 sq. ft of gross floor area of any structure located on site.
- 8. Payment in Lieu of Taxes (P.I.L.O.T.): A payment in lieu of taxes may be required in conjunction with the issuance of a special use permit. A P.I.L.O.T. may be based upon the use of the land with a building meeting the requirements of the underlying zoning district. The P.I.L.O.T. is the difference between the amount of general real estate taxes paid by the Developer for the prior tax year

and the maximum real estate taxes that would be anticipated based upon a maximum building meeting the requirements of the underlying zoning district.

- Screening and Landscaping: Screening shall be provided within a landscape easement, a minimum width of 100-feet, adjacent to public right-ofways and non-industrial districts. Screening shall be a combination of fencing, berming, natural vegetation and landscaping in accordance with each governmental unit's standards. A berm shall contain a 3:1 slope and a minimum height of fifteen (15) feet. The screening shall be accomplished with continuous berming (no greater than 3:1) and installation of plant material. At least 50% of the required landscape area shall be landscaped with trees. Such landscaping shall consist of a minimum of seven evergreen trees, a minimum of six feet tall, four ornamental trees a minimum of six feet tall, three shade trees, two inches in diameter as measured six inches above the ground and thirty evergreen or deciduous shrubs at least 36 inches high for every one hundred linear feet adjacent to the right of way or non-industrial district. A listing of the number and species of parkway trees to be provided pursuant to this ordinance shall be submitted along with the required landscaping in conjunction with a special use permit. Installation of a decorative wood fence between four foot and eight foot high may be required in addition to the berm and landscaping if determined necessary by each governmental unit's ordinances.
 - Perimeter Landscaping shall include a berm with landscaping which includes: one deciduous, one evergreen, ten shrubs, per 100 lineal feet and ground cover. A listing of species and number of landscaping material must be provided on the landscaping plan. Trees must have a minimum 2-inch caliper diameter measured at 6 inches above ground. Shrubs must have a minimum height of 24 inches. Landscaping must be installed prior to a Certificate of Occupancy. Applicants are not allowed to substitute fencing in lieu of landscaping and berming requirements. Any fencing that is provided shall be located inside the required landscaping.
 - Parkway Landscaping shall include one tree per forty feet of frontage on a right-of-way. Minimum caliper shall be 2 inches. Parkway landscaping is required in addition to perimeter landscaping along each side of the site that abuts a public right-of-way.
 - Maintenance of Perimeter and Parkway Landscaping shall be the responsibility of the property owner and shall not be allowed to become unsightly.

10. Separation distance:

- a. No storage of a cargo container shall be closer than 1000 feet from any property zoned or used for residential land uses or be stored closer than thirty (30) feet to any existing structure or building on site.
- b. No side-by-side grouping shall exceed twenty (20) containers in width and no end-to-end grouping shall exceed two (2) containers in length. The

interiors of all containers in a grouping shall be accessible from the outside of the grouping. Thirty (30) foot paved access drives shall be maintained at all times on all sides of a grouping.

- **11. Signage:** No signage, other than company identification logos, shall be allowed on any cargo container unless approved in accordance with each governmental unit's sign ordinance. Facility identification signage, directional signage, or other signage must conform to each governmental unit's sign ordinance including height, size, style, visibility, and other applicable requirements.
- **12. Site Plan**: A site plan must be submitted in conjunction with the special use permit. A site plan shall meet each governmental unit's site plan requirements with a minimum of quantities or volume of cargo containers, location of all ingress and egress and cross access, any proposed structures, floodplain and/or natural features, parking, and landscape easements.
- **13. Stacking Height**: Cargo containers shall not be stacked more than three units high. When stacked, an additional thirty (30) feet shall be added to all setbacks for each additional level of stacked containers.
- **14. Traffic Analysis**: A traffic analysis plan must be submitted in conjunction with a site plan and special use permit.

Cargo Container Facility Checklist

1. Does	s the site have sufficient access from public right-of- ways?
	separation distance, is the cargo container more than 1000 feet from any entially zoned property?
	s the facility have adequate insurance and can provide a certificate of insurance to the issuance of a special use permit?
4. Is the	e location of the facility in the most intense industrial/manufacturing zoning ict?
5. Have	e you submitted a lighting plan for the site?
6. Is the	e lot size a minimum of 20 acres?
7. Does	s the proposed paving consist of asphalt, concrete or other approved materials?
8. Is the	e amount of off-street parking spaces proposed at least one per on-site byee?
9. Wha	t type of water system are you using (well and septic, municipal, etc.)?
	s the site plan provide adequate means for emergency vehicles to access cargo tainers?
11. Is pr	roper signage used?
12. Wha	at type of materials is being stored?
13. Has	a site plan been included?
14. Do a	all buildings meet height requirements?
15. Has	a traffic study been submitted?
16. Has	a landscape plan been included?
	s your facility have technology systems to monitor/track movement of cargo tainers?