

#### **METROPOLITAN DEVELOPMENT COMMISSION**

July 2, 2025

**Case Number:** 2025-ZON-037

**Property Address:** 2226 Carrollton Avenue (approximate address)

**Location:** Center Township, Council District #8

**Petitioner:** Carrollton Commons, LLC, by Misha Rabinowitch

Current Zoning: D-8

Reguest: Rezoning of 1.05 acres from the D-8 district to the D-P district to provide for

a 25-unit modular townhome community.

Current Land Use: Undeveloped / Vacant Commercial Buildings

Staff

Recommendations: Denial

**Staff Reviewer:** Marleny Iraheta, Senior Planner

### **PETITION HISTORY**

This petition was continued from the June 18, 2025 hearing to the July 2, 2025 hearing at the request of the petitioner to allow the petitioner additional time consider staff's comments and provide any additional updates. No new information was submitted to the case file.

### STAFF RECOMMENDATION

Staff recommends denial of the request.

If approved against staff's recommendation, approval shall be subject to the final building elevations being submitted for Administrative Approval and review by the City Architect.

### **PETITION OVERVIEW**

#### **LAND USE**

The southern portion of the site falls within the Berlin Manfield's Subdivision of Lot 133 through 135 in Bruce Place Addition and the northern portion of the site falls within the Bruce Place and Bruce Baker Addition.

#### **REZONING**

The request would rezone the property from the D-8 district to the D-P district to allow for a 25-unit modular townhome community.



The D-8 district is intended for a variety of housing formats, with a mix of small-scale multi-unit building types. This district can be used as a part of new mixed- use areas, or for infill situations in established urban areas, including medium and high-density residential recommendations of the Comprehensive Plan, and the Traditional Neighborhood, City Neighborhood, and Village or Urban Mixed-Use Typologies of the Land Use Pattern Book.

The established purpose of the D-P District follows:

- 1. To encourage a more creative approach in land and building site planning.
- 2. To encourage and efficient, aesthetic, and desirable use of open space.
- 3. To encourage variety in physical development pattern.
- 4. To promote street layout and design that increases connectivity in a neighborhood and improves the directness of routes for vehicles, bicycles, pedestrians, and transit on an open street and multi-modal network providing multiple routes to and from destinations.
- 5. To achieve flexibility and incentives for residential, non-residential, and mixed-use developments which will create a wider range of housing types as well as amenities to meet the ever-changing needs of the community.
- 6. To encourage renewal of older areas in the metropolitan region where new development and restoration are needed to revitalize areas.
- 7. To permit special consideration of property with outstanding features, including but not limited to historical significance, unusual topography, environmentally sensitive areas and landscape amenities.
- 8. To provide for a comprehensive review and processing of development proposals for developers and the Metropolitan Development Commission by providing for concurrent review of land use, subdivision, public improvements, and siting considerations.
- 9. To accommodate new site treatments not contemplated in other kinds of districts.

"Development plans should incorporate and promote environmental and aesthetic considerations, working within the constraints and advantages presented by existing site conditions, including vegetation, topography, drainage, and wildlife.

Densities and development of a D-P are regulated and reviewed by the Metropolitan Development Commission. Creative site planning, variety in physical development, and imaginative uses of open space are objectives to be achieved in a D-P district. The D-P district is envisioned as a predominantly residential district, but it may include supportive commercial and/or industrial development."

#### **STAFF ANALYSIS**

More recently, staff has reconsidered what would be deemed acceptable for D-P proposals.

In this instance, staff did not find that the proposal met the requirements for a D-P district. In staff's opinion, the site did not provide a creative design or layout with most of the units not facing the street frontage and visibly obstructed. There is open space proposed, but not to the extent that would be acceptable to staff.



A green factor calculation sheet was submitted to show that the proposed landscaping would exceed the 0.22 green factor score with a proposed 0.27 score. However, when comparing the proposed Floor Area Ratio (FAR) and Livability Space Ratio (LSR) with the existing D-8 requirements, the FAR would exceed the maximum of 0.60 and the LSR would be well below the minimum of 0.66 with 0.385 proposed. This indicates that the development of the site would be beyond the recommended limit for the total usable floor space on this piece of land. Additionally, the built / vehicular area would be greater than the natural outdoor areas proposed, which wouldn't be beneficial to the future tenants.

Instead, staff would recommend that the D-8 district remain with courtyard pattern for development under Article VII. Design Standards, Section Sec. 744-701. D. for this site. Staff understood this might result in the loss of a few units, but staff found it to be appropriate in order to ensure proper development of the site.

Furthermore, if the development was proposed in the D-8 district, staff would be willing to support minimal variance requests to make a row-house development work to promote additional housing development.

Staff had concerns with the proposed three stories due to the immediate development pattern consisting of one and two-story dwellings. As proposed, it would not align with the surrounding context of the neighborhood. To address this concern, staff suggested a two and half-story proposal or having the garages be developed below grade so the structures would not tower over the existing dwellings. These recommendations were not contemplated by the petitioner.

While the petitioner was able to make changes to the address some of staff's comments regarding interior sidewalk connectivity, landscaping, and amenity space, the overall site layout recommendation for a courtyard development was not provided. The comments addressed would have been applicable to a D-8 district development, so staff did not find the changes to be significant enough to support as a D-P zoning district.

In conclusion, staff did not find that this request would be appropriate as a D-P proposal and would be inappropriate to be located mid-block. Therefore, staff is recommending denial of the request.

If approved against staff's recommendation, approval shall be subject to the final building elevations being submitted for Administrative Approval and review by the City Architect.

### **GENERAL INFORMATION**

| Existing Zoning     | D-8                      |   |
|---------------------|--------------------------|---|
| Existing Land Use   | Undeveloped              |   |
| Comprehensive Plan  | Traditional Neighborhood |   |
| Surrounding Context | Zoning                   | Land Use  |
| North:              | D-8                      | Residential (Single-family dwelling)            |
| South:              | D-8                      | Residential (Single-family dwelling)            |
| East:               | D-8                      | Residential (Single-family dwellings)           |
| West:               | D-8 / C-3                | Residential (muti-family dwelling) / Commercial |



| Thoroughfare Plan             |                |  |
|-------------------------------|----------------|--|
| Carrollton Avenue             | Local Street   | 48-foot proposed right-of-way and 80-foot existing right-of-way. |
| Context Area                  | Compact        |  |
| Floodway / Floodway<br>Fringe | No             |  |
| Overlay                       | No             |  |
| Wellfield Protection<br>Area  | No             |  |
| Site Plan                     | March 27, 2025 |  |
| Site Plan (Amended)           | June 2, 2025   |  |
| Elevations                    | March 27, 2025 |  |
| Elevations (Amended)          | N/A            |  |
| Landscape Plan                | June 2, 2025   |  |
| Findings of Fact              | N/A            |  |
| Findings of Fact (Amended)    | N/A            |  |
| C-S/D-P Statement             | May 14, 2025   |  |
|                               |                |  |

### **COMPREHENSIVE PLAN ANALYSIS**

### **Comprehensive Plan**

- Marion County Land Use Plan Pattern Book (2019)
- Infill Housing Guidelines (2021)

### Pattern Book / Land Use Plan

- The Comprehensive Plan recommends traditional neighborhood development of the site.
- The Traditional Neighborhood typology includes a full spectrum of housing types, ranging from single family homes to large-scale multifamily housing. The development pattern of this typology should be compact and well-connected, with access to individual parcels by an alley when practical. Building form should promote the social connectivity of the neighborhood, with clearly defined public, semi-public, and private spaces. Infill development should continue the existing visual pattern, rhythm, or orientation of surrounding buildings when possible. A wide range of neighborhood serving businesses, institutions, and amenities should be present. Ideally, most daily needs are within walking distance. This typology usually has a residential density of 5 to 15 dwelling units per acre, but a higher density is recommended if the development is within a quarter mile of a frequent transit line, greenway, or park.



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

Not Applicable to the Site.

### Neighborhood / Area Specific Plan

Not Applicable to the Site.

#### **Infill Housing Guidelines**

- BUILDING ELEVATIONS AND ARCHITECTURAL ELEMENTS
  - 1. Utilize Foundation Styles and Heights that are Consistent with Nearby Houses: The height of the foundation affects where doors, porches, and windows are located. Unless there are special circumstances that require additional height, such as the location is in or near a floodplain, the foundation height for new construction should be consistent with nearby buildings.
  - 2. Be Consistent with Surrounding Entry Locations: Main entries should be visible from the street. Entries should not be hidden, obscured, or missing from the main street elevation (front). The entry should reflect a similar characteristic to those that surround it, such as formal or casual, recessed or flush, narrow or wide.
  - 3. Where Appropriate, Include Porches or Stoops: Use context to determine if front porches are consistent elements used in the neighborhood. If so, add porches or stoops to new construction.
  - 4. Coordinate the Location and Door Style of Balconies with the Surrounding Neighborhood: Balconies are common architectural elements in some neighborhoods, but uncommon in others. Balconies along the street should be used when appropriate. When a balcony is used, consider the appropriate door access for the type of balcony. For example, Juliet balconies, which are intended to bring the outside in, make the most sense when French doors are used.
  - 5. Consider Nearby Roof Styles: The basic outline of a new building should reflect building outlines typical of the area. Roof selection and overall height contribute to the building outline. Select roof shapes that are frequently used in the neighborhood.
  - o 6. Fenestration Should Relate to the Surrounding Context: Windows and doors should be arranged on buildings so as not to conflict with the basic fenestration patterns in the neighborhood. The proportion of glass (windows) to solid materials (wood, bricks, and other materials) which is found within the surrounding context should be reflected in new construction. Every elevation (sides and rear) should have windows on each story to help break up the monotony of the façade.



- 7. Materials Used Should Reflect the Context of the Neighborhood: Introducing new materials that are not used in the existing context should be done in a way where those materials are not the dominant material and make up less than 30% of the overall façade design.
- 8. Consider Unique Neighborhood Features: In addition to the architectural features mentioned above, consider other common features like chimneys, dormers, gables, and overhanging eaves that shape the character of a neighborhood. When possible, include these features into new construction.

### **Indy Moves**

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

Not Applicable to the Site.



### **ZONING HISTORY**

#### **Zoning History - Vicinity**

**2024-CZN-829 / 2024-CVR-829; 707 East 22nd Street** (southwest of site), Rezoning of 0.07-acre from the C-3 district to the D-8 district to provide for a two-unit multi-unit house and Variance of Development Standards of the Consolidated Zoning and Subdivision Ordinance to provide for a 38.1-foot tall, three-story, two-unit multi-unit house (maximum 35-foot tall, 2.5 stories permitted), with a deficient 2,926 square foot lot area (3,500 square feet required), a five-foot rear setback (10-foot rear setback required), with no street trees and deficient landscaping (minimum one street tree per 35 feet of lot frontage and 50% living material required), withdrawn.

**2021-CZN-817 / 2021-CVR-817; 2216 and 2228 North College Avenue** (west of site), Variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for a 38-foot tall, mixed-use building with 59 parking spaces (including 10 proposed on-street parking spaces), and a fourteen-foot north side transitional yard (maximum 35-foot height, 61 parking spaces, and 15-foot side transitional setback), **rezoning approved and variance denied.** 

**2021-ZON-021**; **717 & 721 East 22nd Street and 2139 & 2151 North College Avenue** (southwest of site), Rezoning of 1.1 acres from D-8 and C-3 districts to the D-P classification to provide for 36 townhome units at a density of 25 units per acre, **approved.** 

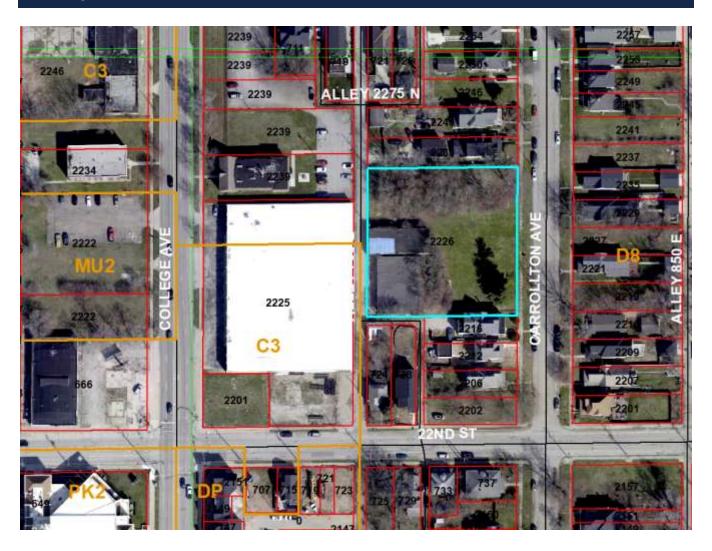
**94-Z-93**; **666 East 22nd Street** (southwest of site), Rezoning of 0.37 ace, being in the C-3 District to the SU-1 classification to provide for church use and a food pantry, **withdrawn**.

**86-Z-60**; **2260 North College Avenue** (northwest of site), Rezoning of 0.28 acre, being in the D-8 district, to the C-3 classification to provide for neighborhood commercial uses, **approved**.

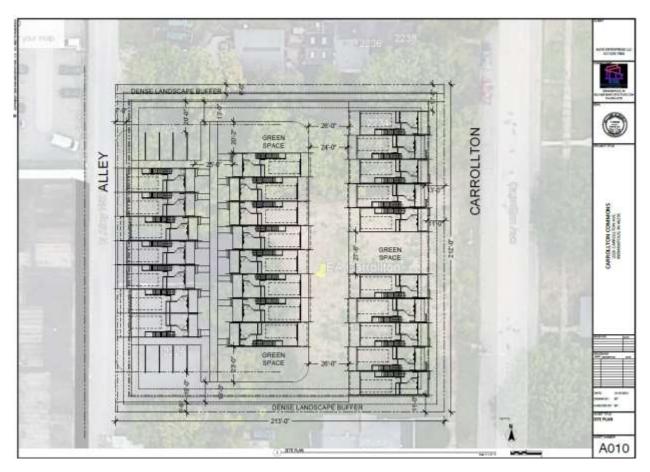
**70-Z-260**; **16**<sup>th</sup> **and 22**<sup>nd</sup> **Streets, Central and College Avenues** (southwest of site), Rezoning approximately 80 acres, being in C-1, C-3, C-4 and D-8 districts to the PK-2 classification, **approved.** 



### **EXHIBITS**

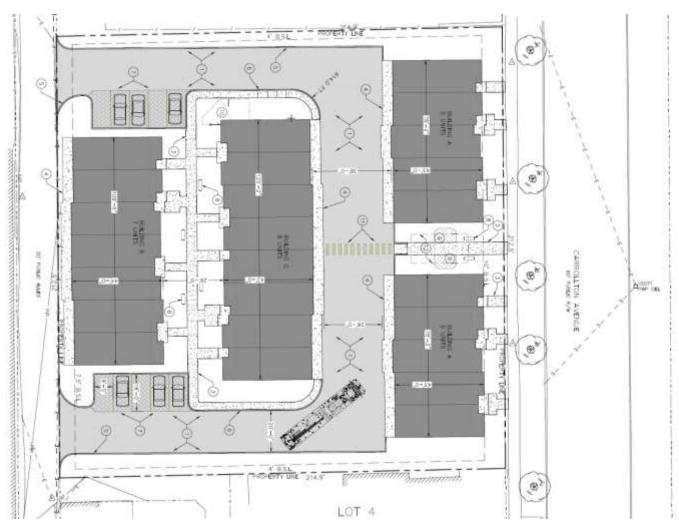




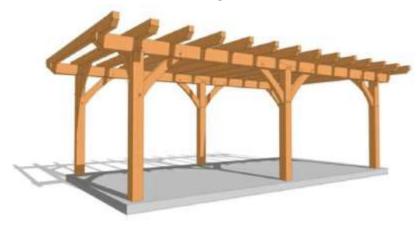


SITE PLAN





AMENDED SITE PLAN



EXAMPLE TIMBER FRAME PERGOLA





LANDSCAPE PLAN



| Table 744-509-1: Green Factor Calculation  |                                       |   |            |          |  |
|--|---------------------------------------|---|------------|----------|--|
| Project Name or Address:   | iress: Carrollton Commons (5/30/2025) |   |            |          |  |
| Column A   | Column B                              | Column C  | Column D   | Column E |  |
| Type of Area or Element  | Number of<br>Plants                   | Measured Area or<br>Area Equivalent<br>in Sq. Ft. | Multiplier | Score    |  |
| Parcel Size  |                                       | 45,700  |            |          |  |
| Landscaped areas with uncompacted soil depth less than   | 24 inches                             |   |            |          |  |
| Area of lawn, grass pavers, ground covers, or other plants<br>typically less than 3 ft tall at maturity                                  |                                       |   | 0.2        | -        |  |
| Large shrubs or ornamental grasses [1]   |                                       | 16 sq. ft. per                                    | 0.3        | -        |  |
| Landscaped areas with uncompacted soil depth of 24 in.   | or more                               |   |            |          |  |
| Required Yards with mulch, ground covers, grass pavers,<br>or other plants typically less than 3 ft tall at maturity                     |                                       | 2,168   | 1.0        | 2,168    |  |
| Areas other than required yards with mulch, ground covers,<br>grass pavers, or other plants typically less than 3 ft tall at<br>maturity |                                       | 3,699   | 0.7        | 2,589    |  |
| Large shrubs or ornamental grasses [1]   | 207                                   | 16 sq. ft. per                                    | 0.3        | 994      |  |
| Small trees [2]  | 13                                    | 50 sq. ft. per                                    | 0.3        | 195      |  |
| Medium trees [3]   | 15                                    | 100 sq. ft. per                                   | 0.4        | 600      |  |
| Large trees [4]  | 10                                    | 200 sq. ft. per                                   | 0.4        | 800      |  |
| Undisturbed Areas [5]  |                                       |   |            |          |  |
| Undisturbed areas less than 10,000 sf  |                                       |   | 0.8        | -        |  |
| Undisturbed contiguous areas 10,000 sf or more   |                                       |   | 1.5        | -        |  |
| Significant Trees over 10 in. DBH preserved  |                                       | 250 sq. ft. per                                   | 0.5        | -        |  |
| Heritage Tree over 8 in. DBH preserved   |                                       | 250 sq. ft. per                                   | 0.5        | -        |  |
| Tree Preservation Credits as per Sec. 503.L for preserved  |                                       |   | 0.5        |          |  |
| Significant or Heritage Trees  |                                       | 250 sq. ft. per                                   | 0.5        | -        |  |
| Building or Structural Features  |                                       |   |            |          |  |
| Permeable paving for walkways, parking lots, etc   |                                       | 1,780   | 1.2        | 2,136    |  |
| Photocatalytic pavement or building exterior   |                                       |   | 1.5        |          |  |
| White roof area  |                                       |   | 0.1        | -        |  |
| Vegetated walls - area of wall covered   |                                       |   | 0.7        | -        |  |
| Infiltration areas, underground chambers or surface, such<br>as sand filters   |                                       | 2,000   | 1.5        | 3,000    |  |
| Green roofs  |                                       |   |            |          |  |
| Area of green roof with less than 2 in. but not more than 4 in. growing depth  |                                       |   | 1.2        | -        |  |
| Area of green roof with over 4 in. growing depth   |                                       |   | 1.4        | -        |  |
| Off-site improvements  |                                       |   |            |          |  |
| Tree credit to the Tree Fund [6]   |                                       | 100 sq. ft. per                                   | 0.4        | -        |  |
| Bonuses applied to factors above   |                                       |   |            |          |  |
| Bioretention areas such as rain gardens, stormwater planters,<br>and bioretention swales   |                                       |   | 1.5        | -        |  |
| Landscaping that consists entirely of drought-tolerant or<br>native species, as defined by the Administrator                             |                                       |   | 0.4        | -        |  |
| Landscaped areas where at least 50% of annual irrigation<br>needs are met through the use of harvested rainwater or grey<br>water        |                                       |   | 0.2        |          |  |
| Landscaping visible to passersby (adjoining & up to 85 ft depth)   |                                       |   | 0.1        | -        |  |
| Landscaping to be maintained in food cultivation   |                                       |   | 0.2        | -        |  |
| Landscape area utilizing structural soil   |                                       |   | 0.4        | -        |  |
| Total Green Factor Score   |                                       |   |            | 0.2731   |  |
|  |                                       |   |            |          |  |



| CARROLLTON                   |                 | Updated  | 5/12/2025       |
|------------------------------|-----------------|----------|-----------------|
|                              |                 | Computed | Maximum allowed |
| FAR - FLOOR AREA RATIO       |                 | 107%     | < 55% MAX.      |
| FAR = FA / LA                |                 |          |                 |
| LA - LAND / SITE AREA        |                 | 45,156   | sf              |
| FA- FLOOR AREA               | (SEE BELOW)     |          |                 |
| Units                        |                 | 25       |                 |
|                              | Floor Area (FA) | Balcony  | Gross (GFA)     |
| TOTAL BLDG AREA "TBA"        | 48,513          | 2,038    | 50,550          |
| GROUND (Building Area)       | 16,663          | 338      | 17,000          |
| 2ND                          | 15,075          | 1,700    | 16,775          |
| 3RD                          | 16,775          | -        | 16,775          |
|                              |                 |          |                 |
|                              |                 |          |                 |
| ROOF DECK AREA               |                 | NA       |                 |
| COVERED OPEN SPACE =         |                 | 2,038    |                 |
| UNCOVERED OPEN SPACE =       |                 | 28,156   |                 |
| Total Open Space             |                 | 30,194   |                 |
| OSR - OPEN SPACE RATIO       |                 | 62.24%   |                 |
| VA = VEHICLE AREA            |                 | 10,724.0 |                 |
| LS = LIVABILITY SPACE        |                 | 19,470   |                 |
| LSR =LIVEABILITY SPACE RATIO |                 | 0.385    |                 |
| MLSR =                       |                 | -        |                 |

FLOOR AREA - The sum of all horizontal surface areas of all floors of all roofed portions of a building enclosed by and within the surrounding exterior walls or roofs, or the center line(s) of party walls separating such buildings or portions thereof. The floor area of a building shall exclude all areas with a vertical height clearance less than seventy-eight (78) inches, exterior open balconies, and open porches.

OPEN SPACE = The total horizontal area of all Uncovered Open Space plus Covered Open Space.

OSR = OS / FA

LS = LA - TBA - VA + OCS

LSR = LS/FA









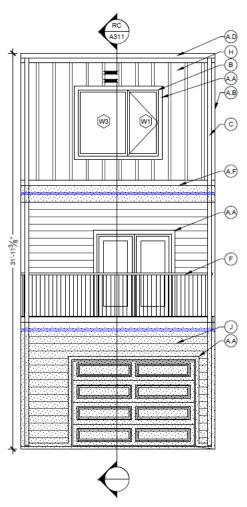


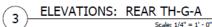


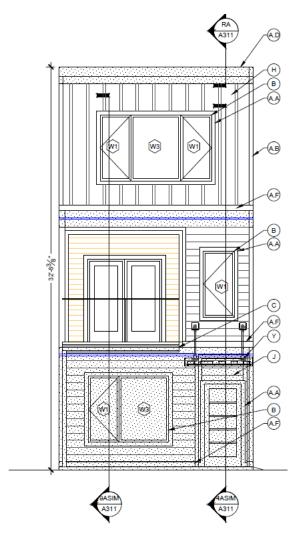








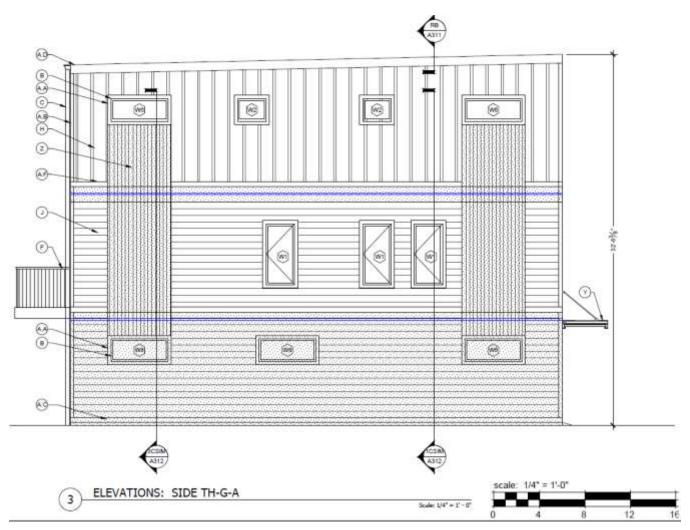




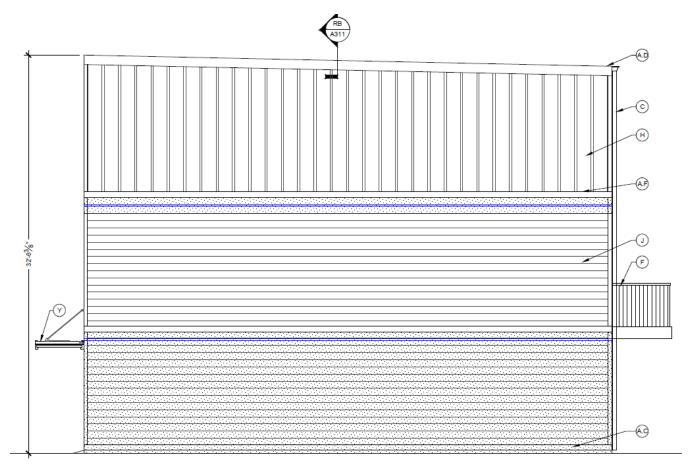
2 ELEVATIONS: FRONT TH-G-A

Scale: 1/4" = 1' - 0"



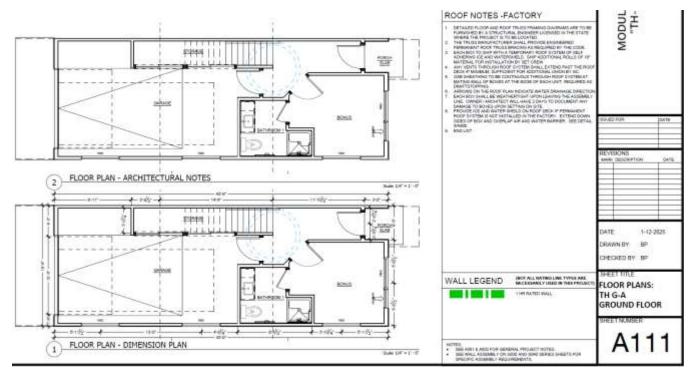


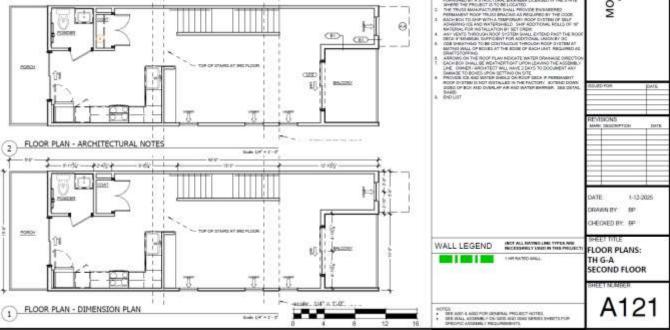




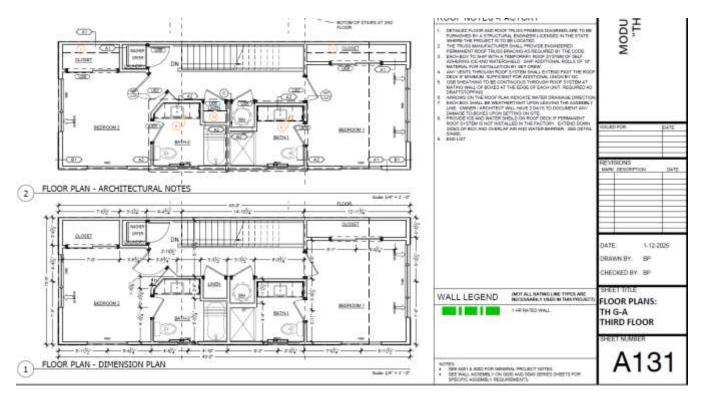
ELEVATIONS: SIDE TH-G-A













### CARROLLTON COMMONS MULTIFAMILY DP STATEMENT

#### INTRODUCTION

Carrollton Commons LLC (the "Petitioner") proposes to redevelop the approximately 1.05 acre site known as 2226 Carrollton Avenue (the "Property"), located just north of the intersection of 22<sup>nd</sup> Street and Carrollton Avenue on the west side of Carrollton Ave. The proposed development, a townhouse community, will offer 25, 3 bedroom, townhomes, each with its own dedicated garage.

The objective for site planning and architectural aesthetic is to revitalize the development site with the addition of a diverse housing type to the area. The site is currently zoned D8 and is predominantly surrounded by an established zoned single-family community. The proposed development fits in the context of the surrounding neighborhood and encourages a variety of development in the area.

The Property is currently vacant, containing two unused structures. The Petitioner seeks to revive the Property and provide an efficient and desirable use for the space. Each new construction unit is planned to include an outdoor patio or balcony space and dedicated 1-car garage.

The development will be constructed in substantial compliance with the approved Site Plan.

#### PERMITTED USES

Proposed Permitted uses include multi-family, specifically townhomes.

### DEVELOPMENT STANDARDS/SETBACKS

Buildings constructed on the Property shall be located in substantial conformity with the approved Site Plan, including building locations and subject to the following development standards:

- i. Side yard Setback 4 ft.
- ii. Rear yard setback (Alley) 7.5 ft.
- iii. Front yard setback (Carrollton Ave.) 15 ft.
- iv. Max. Building height -33 ft.

The site plan, elevations, and landscape plan shall be submitted to the Administrator for approval prior to issuance of an Improvement Location Permit.

### UTILITIES/DRAINAGE

All utilities are available to the site. Storm drainage will be underground and professionally engineered to meet the intent of the City of Indianapolis requirements with respect to run-off rate, quantity, and water quality.

#### LANDSCAPING

Currently, there are little to no existing trees or other living vegetation on the Property. The proposed development will include landscaping and tree plantings around the structures. Landscaping shall be located in substantial compliance with the approved landscape plan.

### ACCESS AND PARKING

Vehicular access to the proposed development will be via the public alley to the west. Also, pedestrian access is provided from both Carrollton Avenue and the public alley to the west. The Site Plan includes ten (10) parking spaces in addition to the garage parking.

#### SIGNAGE

Any building identification signage shall comply with ordinance standards. No offpremises outdoor advertising signs shall be permitted.





Southern portion of the subject site looking west.



Northern portion of the subject site looking west.





Photo of the street frontage along Carrollton Avenue



Photo of single-family dwellings east of the site.





Photo of the single-family dwellings south of the site.



Photo of the single-family dwellings north of the site.





Photo of the subject site looking north from the L-shaped alley.



Photo of the commercial building along the southern property line and north of the alley.





Photo of the commercial building on site to be demolished.



Photo of the rear yard looking east from the abutting alley west of the site.





Photo of the rear yard looking east from the abutting alley west of the site.



Photo of the multi-family dwelling west of the site.