

**METROPOLITAN DEVELOPMENT COMMISSION  
HEARING EXAMINER**

**April 24, 2024**

**Case Number:** 2025-ZON-027  
**Property Address:** 11135 East Washington Street  
**Location:** Warren Township, Council District #20  
**Petitioner:** Indianapolis Public Transportation Corporation d/b/a/ IndyGo, by Brian J. Tuohy  
**Current Zoning:** C-4 (TOD)  
**Request:** Rezoning of 5.28 acres from the C-4 (TOD) district to the SU-9 (TOD) district to provide for an IndyGo transit center.  
**Current Land Use:** Undeveloped  
**Staff Recommendations:** Approval, subject to the commitments noted below.  
**Staff Reviewer:** Kathleen Blackham, Senior Planner

**PETITION HISTORY**

This is the first public hearing on this petition.

**STAFF RECOMMENDATION**

Approval, subject to the following commitments being reduced to writing on the Commission's Exhibit "B" forms at least three days prior to the MDC hearing:

1. The site and improved areas within the site shall be maintained in a reasonably neat and orderly manner during and after development of the site with appropriate areas and containers / receptacles provided for the proper disposal of trash and other waste.
2. The site shall be developed in accordance with the Plan of Operation and substantial compliance with the site plan, both filed dated March 13, 2025.
3. A tree inventory, tree assessment and preservation plan prepared by a certified arborist shall be submitted for Administrator Approval prior to preliminary plat approval and prior to any site preparation activity or disturbance of the site. This plan shall, at a minimum: a) indicate proposed development; b) delineate the location of the existing trees, c) characterize the size and species of such trees, d) indicate the wooded areas to be saved by shading or some other means of indicating tree areas to be preserved and e) identify the method of preservation (e.g. provision of snow fencing or staked straw bales at the individual tree's dripline during construction activity). All trees proposed for removal shall be indicated as such

## **PETITION OVERVIEW**

This 5.28-acre site, zoned C-4 (TOD), is comprised of two undeveloped parcels. It is surrounded by commercial uses to the north, across East Washington Street, zoned D-5 (TOD); undeveloped land / Pennsy Trail to the south, zoned C-4 (TOD); commercial uses and undeveloped land to the east, zoned D-5 (TOD); and single-family dwellings and undeveloped land to the west, zoned D-5 (TOD).

## **REZONING**

The request would rezone the site to the SU-9 (Buildings and grounds used by any department of town, city, township, county, state or federal government) district to provide for an IndyGo transit Center. “No building, structure, premises or part thereof shall be constructed, erected, converted, enlarged, extended, reconstructed or relocated except in conformity with these regulations and for uses permitted by this article and until the proposed Site and Development Plan and landscape plan have been filed with and approved on behalf of the Commission by the Administrator or approved by the Commission, as hereinafter provided. Such request shall be in the form of an application for an Improvement Location Permit, following all requirements for plan submission and documentation.”

Site and development plans in the SU-9 district would be reviewed and approved, by applying the development standards of the C-1 district.

The proposed use (IndyGo Eastside Mobility Hub) would be consistent with the Cumberland Comprehensive 2031 Plan (2014) recommendation of commercial typology for the site.

## **Plan of Operation**

The Plan of Operation, file dated March 13, 2025, states that the “Eastside Mobility Hub” would serve as the end of the line for fixed routes 13, 21, and 87 and allow transfers between all four routes. See Exhibit A.

The site would include fare collection automated kiosks, six bus bays, an 884-square-foot building for IndyGo staff (restrooms and break room) and six parking spaces.

Hours of operation would be approximately between 5:00 a.m. and 1:00 a.m. on weekdays and 6:00 a.m. and 1:00 a.m. on weekends.

## **Tree Preservation / Heritage Tree Conservation**

There are significant amounts of natural vegetation and trees located throughout the site. Due to their inherent ecological, aesthetic, and buffering qualities, the maximum number of these existing trees should be preserved on the site.

All development shall be in a manner that causes the least amount of disruption to the trees.

A tree inventory, tree assessment and preservation plan prepared by a certified arborist shall be submitted for Administrator Approval prior to preliminary plat approval and prior to any site preparation activity or disturbance of the site. This plan shall, at a minimum: a) indicate proposed development, b) delineate the location of the existing trees, c) characterize the size and species of such trees, d) indicate the wooded areas to be saved by shading or some other means of indicating tree areas to be preserved and e) identify the method of preservation (e.g. provision of snow fencing or staked straw bales at the individual tree's dripline during construction activity). All trees proposed for removal shall be indicated as such.

If any of the trees are heritage trees that would be impacted, then the Ordinance requires that the Administrator, Urban Forester or Director of Public Works determine whether the tree(s) would be preserved or removed and replaced.

The Ordinance defines "heritage tree" as a tree over 18 inches Diameter at Breast Height (DBH) and one of the Heritage tree species. Heritage tree species include: Sugar Maple (*Acer saccharum*), Shagbark Hickory (*Carya ovata*), Hackberry (*Celtis occidentalis*), Yellowwood (*Cladrastus kentukea*), American Beech (*Fagus grandifolia*), Kentucky Coffeetree (*Gymnocladus dioica*), Walnut or Butternut (*Juglans*), Tulip Poplar (*Liriodendron tulipifera*), Sweet Gum (*Liquidambar styraciflua*), Black Gum (*Nyssa sylvatica*), American Sycamore (*Platanus occidentalis*), Eastern Cottonwood (*Populus deltoides*), American Elm (*Ulmus americana*), Red Elm (*Ulmus rubra*) and any oak species (*Quercus*, all spp.)

The Ordinance also provides for replacement of heritage trees if a heritage tree is removed or dies within three years of the Improvement Location Permit (ILP) issuance date. See Exhibit B, Table 744-503-3: Replacement Trees.

## **Overlays**

This site is also located within an overlay, specifically the Transit Oriented Development (TOD). "Overlays are used in places where the land uses that are allowed in a typology need to be adjusted. They may be needed because an area is environmentally sensitive, near an airport, or because a certain type of development should be promoted. Overlays can add uses, remove uses, or modify the conditions that are applied to uses in a typology."

The Transit-Oriented Development (TOD) overlay is intended for areas within walking distance of a transit station. The purpose of this overlay is to promote pedestrian connectivity and a higher density than the surrounding area.

This site is located within a ¼ mile walk (approximately 945 feet) of a proposed transit stop located at the intersection of East Washington Street and Woodlark Drive (East Terminus), with a District Center typology.

## **Environmental Public Nuisances**

The purpose of the Revised Code of the Consolidated City and County, Sec.575 (Environmental Public Nuisances) is to protect public safety, health and welfare and enhance the environment for the people of the city by making it unlawful for property owners and occupants to allow an environmental public nuisance to exist.

All owners, occupants, or other persons in control of any private property within the city shall be required to keep the private property free from environmental nuisances.

Environmental public nuisance means:

1. Vegetation on private or governmental property that is abandoned, neglected, disregarded or not cut, mown, or otherwise removed and that has attained a height of twelve (12) inches or more;
2. Vegetation, trees or woody growth on private property that, due to its proximity to any governmental property, right-of-way or easement, interferes with the public safety or lawful use of the governmental property, right-of-way or easement or that has been allowed to become a health or safety hazard;
3. A drainage or stormwater management facility as defined in Chapter 561 of this Code on private or governmental property, which facility has not been maintained as required by that chapter; or
4. Property that has accumulated litter or waste products, unless specifically authorized under existing laws and regulations, or that has otherwise been allowed to become a health or safety hazard.

Staff would request a commitment that emphasizes the importance of maintaining the site in a neat and orderly manner at all times and provide containers and receptacles for proper disposal of trash and other waste.

## **Planning Analysis**

Staff believes the proposed development would generally align with the Cumberland Comprehensive Plan recommendation. As previously noted, the Plan recommends commercial uses but does not provide details regarding the type of commercial uses or supportive services.

Staff believes that the proposed mobility hub would be an appropriate amenity that would support the planned Blue Line transit corridor and improve services for both IndyGo staff and customers.

It would also support the purpose and goals of the Blue Line to maximize the economic development and public benefit of the investment, promote more in-demand (and under-supplied) walkable urban villages, and promote economic mobility for those who can most benefit from the educational and employment opportunities the Blue Line connects.

## GENERAL INFORMATION

<b>Existing Zoning</b>	C-4 (TOD)	
<b>Existing Land Use</b>	Undeveloped	
<b>Comprehensive Plan</b>	Commercial	
<b>Surrounding Context</b>	<u><b>Zoning</b></u>	<u><b>Land Use</b></u>
North:	ID-5 (TOD)	Commercial uses
South:	C-4 (TOD)	Undeveloped land / Pennsy Trail
East:	D-5 (TOD)	Commercial uses / Undeveloped land
West:	D-5 (TOD)	Single-family dwelling / undeveloped land
<b>Thoroughfare Plan</b>		
East Washington Street	Primary arterial	Existing 104-foot right-of-way and proposed 78-foot right-of-way.
<b>Context Area</b>	Metro	
<b>Floodway / Floodway Fringe</b>	No	
<b>Overlay</b>	Yes – Transit-Oriented Development (TOD)	
<b>Wellfield Protection Area</b>	No	
<b>Site Plan</b>	March 13, 2025	
<b>Site Plan (Amended)</b>	N/A	
<b>Elevations</b>	N/A	
<b>Elevations (Amended)</b>	N/A	
<b>Landscape Plan</b>	N/A	
<b>Findings of Fact</b>	N/A	
<b>Findings of Fact (Amended)</b>	N/A	
<b>C-S/D-P Statement</b>	N/A	

## COMPREHENSIVE PLAN ANALYSIS

### Comprehensive Plan

Not Applicable to this Site.

### **Pattern Book / Land Use Plan**

Not Applicable to the Site

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

Blue Line Transit-Oriented Development Strategic Plan (2018)

District Center stations are located at the center of regionally significant districts with several blocks of retail or office at their core. Development opportunities include infill and redevelopment, dense residential, employment near transit stations, neighborhood retail and a focus on walkability and placemaking.

Characteristics of the District Center typology are:

- A dense mixed-use hub for multiple neighborhoods with tall buildings
- Minimum of three stories at core with no front or side setbacks
- Multi-family housing with a minimum of five units
- Structured parking only with active first floor

### **Neighborhood / Area Specific Plan**

The Cumberland 2031 Comprehensive Plan (2014) recommends commercial uses but provides little detail regarding this use.

### **Infill Housing Guidelines**

Not Applicable to the Site.

### **Indy Moves**

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

The Marion County Thoroughfare Plan (2019) “is a long-range plan that identifies the locations classifications and different infrastructure elements of roadways within a defined area.”

The following listed items describe the purpose, policies and tools:

- Classify roadways based on their location, purpose in the overall network and what land use they serve.
- Provide design guidelines for accommodating all modes (automobile, transit, pedestrians, bicycles) within the roadway.
- Set requirements for preserving the right-of-way (ROW)
- Identify roadways for planned expansions or new terrain roadways
- Coordinate modal plans into a single linear network through its GIS database



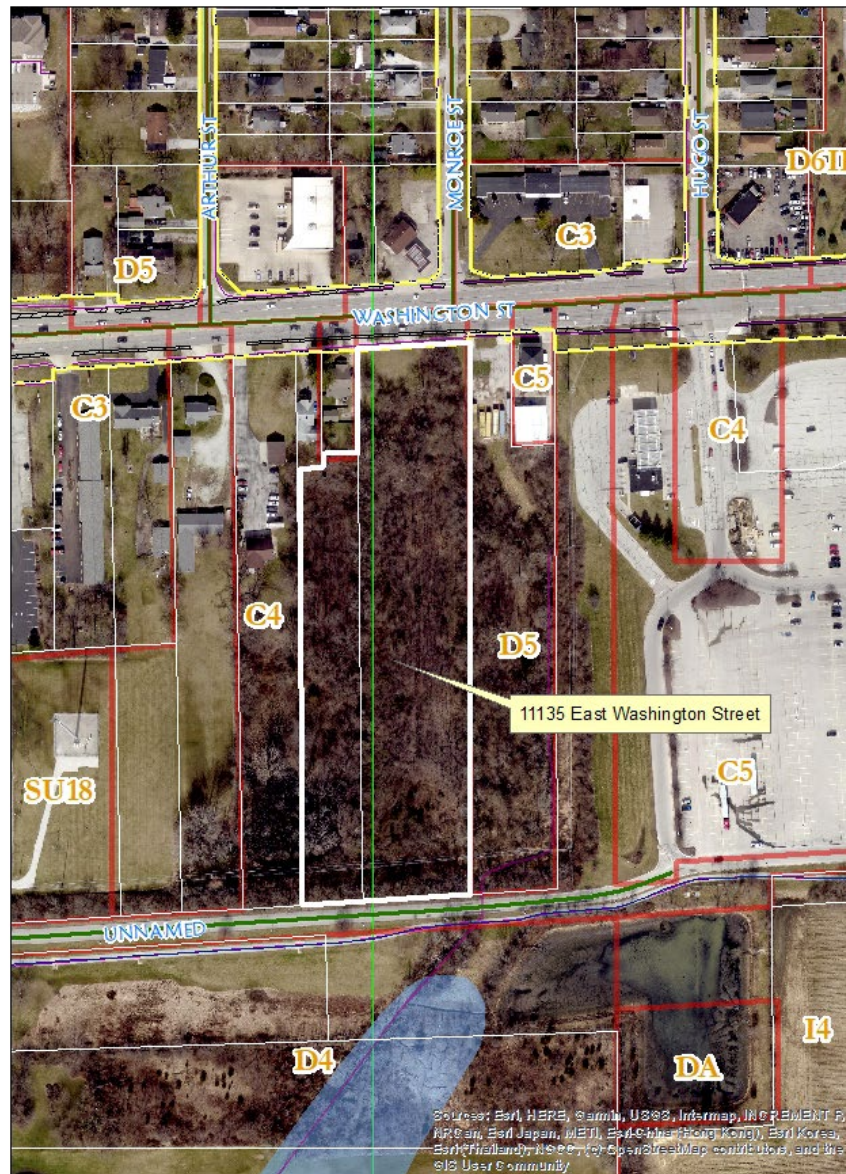
## ZONING HISTORY

**2001-ZON-060; 1151 East Washington Street** (east of site), requested a rezoning 5.53 acres from D-5 to C-5 to provide for commercial development, **approved**.

**98-UV1-77; 11119 East Washington Street (west. of the site)**, requested a variance of use of the Dwelling Districts Zoning Ordinance and a variance of development standards of the Sign Regulations to provide for a lawnmower sales and display business, with a 3 by 4-foot sign, **granted**.



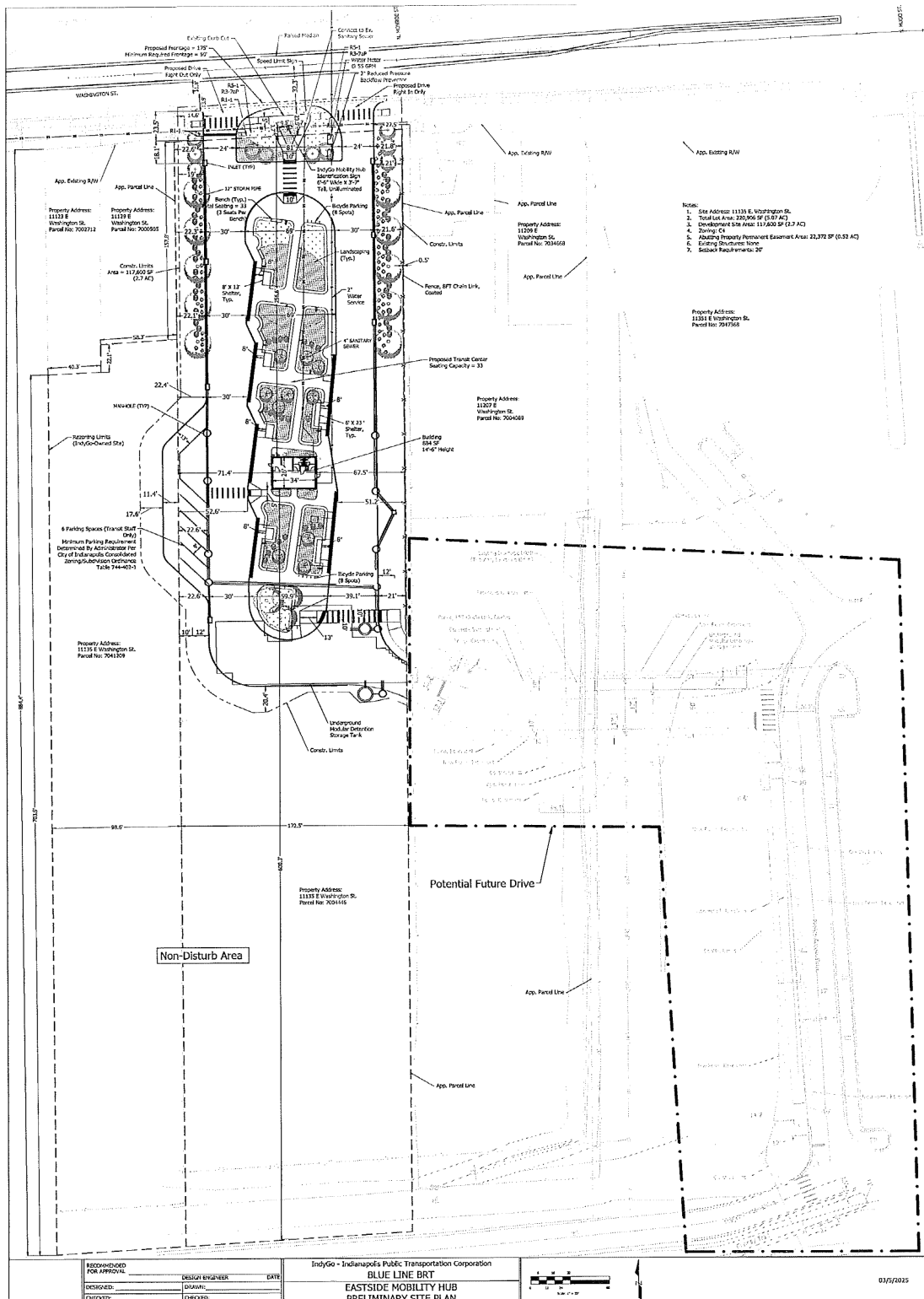
EXHIBITS



11135 East Washington Street

0 0.01 0.02 0.04 0.06 0.08 Miles





## **EXHIBIT A**

### **IndyGo Eastside Mobility Hub**

#### **Plan of Operation**

The Indianapolis Public Transportation Corporation, d/b/a IndyGo, has proposed a new transit center facility at 11135 East Washington Street, to be known as the “Eastside Mobility Hub.” The Eastside Mobility Hub will serve as the eastern end-of-line facility for the Blue Line Bus Rapid Transit (BRT) route. In addition, the Hub will serve as the eastern end-of-line for fixed routes 10, 21 and 87 (as envisioned within the current 2027 transit plan), and will allow transfers between all four routes.

The facility will allow the public to make transfers, but there is no public parking at the property, and the site is not intended to attract foot or vehicular traffic. The public would primarily access the site via bus and would only be on-site for transfers between routes. There is no retail activity proposed, except for fare collection at automated kiosks.

The site will have a total of six bus bays to accommodate both 40’ and 60’ bus parking, as well as paratransit vehicles, during boarding and layovers. The project would include a small driver comfort building (restrooms with a small break room). See site plan filed herewith.

The site will also be served by transit security, supervisors, and maintenance staff as temporary staff on site to support transit customers and to keep the site secure and clean. Public (non-IndyGo) vehicles would not be permitted on the site. There are no permanent IndyGo offices or workspaces proposed at the Hub.

To support these transient activities on site, IndyGo anticipates up to ten non-revenue vehicles (work truck, Supervisor SUV, fleet car) per day to visit the Hub, in a random pattern, and not all at once.

The hours of operation for the facility would be approximately between 5:00 a.m. and 1 a.m. on weekdays, and from approximately 6:00 a.m. to 1:00 a.m. on weekends, which aligns with the future Blue Line operational schedule. Fixed Route service generally terminates before midnight.

## **EXHIBIT B**

### **Heritage Tree Conservation**

Removal of any Heritage Tree is prohibited unless any of the following determinations are made before removal:

1. The Administrator or the city's Urban Forester determines that the tree is dead, significantly and terminally diseased, a threat to public health or safety, or is of an undesirable or nuisance species.
2. The Director of the Department of Public Works determines that the tree interferes with the provision of public services or is a hazard to traffic.
3. The Administrator determines that the location of the tree is preventing development or redevelopment that cannot be physically designed to protect the tree.
4. The site from which the tree is removed is zoned D-A and the tree is harvested as timber or similar forestry product.

<b>Table 744-503-3: Replacement Trees</b>		
<b>Size of tree removed or dead (inches)</b>	<b>Number of Trees to be planted to replace a Heritage Tree</b>	<b>Number of Trees to be planted to replace an existing tree</b>
Over 36 DBH	15	10
25.5 to 36 DBH	11	8
13 to 25 DBH	8	6
10.5 to 12.5 DBH	6	4
8.5 to 10 DBH	5	4
6.5 to 8	3	2
4 to 6	2	2
2.5 to 3.5	1	1



View looking east along East Washington Street



View looking west along East Washington Street





View of site looking south across East Washington Street



View of site looking south across East Washington Street



View of site looking south across East Washington Street



View of adjacent property to the east looking southeast across East Washington Street





View of adjacent property to the west looking southwest across East Washington Street