



Department of Metropolitan Development
Division of Planning
Current Planning Section

**METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER**

September 11, 2025

Case Number: 2025-CZN-839
Property Address: 2222 Hillside Avenue (Approximate Address)
Location: Center Township, Council District #8
Petitioner: Hillside Industrial IN LP, by Jason P. Lueking
Current Zoning: SU-7 and I-3
Request: Rezoning of 19.943 acres from the SU-7 and I-3 districts to the I-3 district to provide for medium industrial uses.
Current Land Use: Industrial
Staff Recommendations: Approval
Staff Reviewer: Desire Irakoze, Principal Planner II

PETITION HISTORY

ADDENDUM FOR SEPTEMBER 11, 2025

The Hearing Examiner continued this petition from the August 28, 2025 hearing to the September 11, 2025 hearing to provide time for the petitioner to meet with the neighborhood association.

At the August 28 hearing, Petition 2025-CPL-839 was withdrawn.

Since that time, the petitioner has met with the neighborhood association to discuss the petition

August 28, 2025

This is the first public hearing on this petition.

STAFF RECOMMENDATION

Staff **recommends approval** of this petition

PETITION OVERVIEW

LAND USE

This 19.943-acre site, currently split-zoned SU-7 and I-3 (Medium Industrial District) is improved with a multi-tenant industrial building. The property is currently being occupied by a Barton's discount store. It is surrounded by a fraternal lodge on zoned SU 34 to the north; the Monon-Pogue's Run Connector right of way to the south; the Keystone Enterprise Park zoned C S to the east; and KIPP Indy Legacy High School on SU 7 zoned land to the west.

REZONING

This request, if approved would rezone the site to the **I-3** Classification to provide uniform zoning across the property.

SU-7 is Special Use District Seven that permits charitable, philanthropic and not-for-profit institutions.

I-3 is the Medium Industrial District for industries that present moderate risks to the general public. Wherever practical, this district should be away from protected districts and buffered by intervening lighter industrial districts. Permitted uses include processing of food, manufacturing using mechanical manipulation of materials with more intense manufacturing permitted by special exception, heavy equipment sales & service, waste or recycling transfer facility, dry cleaning, medical labs, contractors, warehousing and distribution, fleet terminals, vehicle storage and auction, vehicle repair, heavy equipment sales & repair, outdoor storage, etc.

OVERLAY

The site is also within the Industrial Reserve (IR) Overlay, intended for areas suitable for industrial development due to large parcel size, proximity to compatible uses, and interstate access. While no additional uses are permitted by the overlay, certain uses are excluded, including small-scale offices, retail, personal or professional services, and heavy commercial uses.

STAFF ANALYSIS

A site visit revealed the presence of a banner sign, for which a sign permit must be obtained.

While the I-3 district is more intense than the Comprehensive Plan's recommended Light Industrial classification, the current uses—such as warehousing, wholesaling and distribution, logistics, research and development, manufacturing, and public safety facilities—are permitted within the I-2 (light Industrial) district. Furthermore, this rezone petition in practice only rezones the access road and easement to allow better site maneuverability the building is already zoned I-3. The I-3 Zoning District has a side and Rear transitional yard of 40 feet from the eastern property line allowing for greater separation of uses than I-2 district.

The building can be found in the 1962 aerials and according to the property card it was built in 1957, according to property records. Given the historical and existing industrial use of the site, as well as the scope and intent of the rezoning, staff recommends approval of the request.

GENERAL INFORMATION

Existing Zoning	SU-7 and I-3	
Existing Land Use	Industrial	
Comprehensive Plan	Light Industrial	
Surrounding Context	Zoning	Land Use
	North: SU-34	Fraternal Lodge
	South: ROW	Monon-Pouges Connector
	East: C-S	Keystone Enterprise Park
	West: SU-7	Kipp Indy Legacy High School
Thoroughfare Plan		
Hillside Avenue	Primary Collector	56-foot Existing Right-Of-Way
Context Area	Compact	
Floodway / Floodway Fringe	No	
Overlay	Industrial Reserve	
Wellfield Protection Area	No	

Site Plan	N/A
Site Plan (Amended)	N/A
Elevations	N/A
Elevations (Amended)	N/A
Landscape Plan	N/A
Findings of Fact	N/A
Findings of Fact (Amended)	N/A
C-S/D-P Statement	N/A

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

- Marion County Land Use Pattern Book (2019)
- Martindale-Brightwood Neighborhood Plan (2011) (2003) (1997)

Pattern Book / Land Use Plan

- The **Light Industrial** typology provides for industrial, production, distribution, and repair uses conducted within enclosed structures and unlikely to create emissions of light, color, noise, or vibrations. This typology is characterized by freestanding buildings or groups of buildings, often within industrial parks. Typical uses include warehousing, self-storage, assembly of parts, laboratories, wholesaling, and printing. Industrial or truck traffic should be separated from local/residential traffic.
- **Environmentally Sensitive Areas**
 - The Environmentally Sensitive Areas (ES) Overlay is intended for areas containing high quality woodlands, wetlands, or other natural resources that should be protected. The purpose of this overlay is to prevent or mitigate potential damage to these resources caused by development. This overlay is also appropriate for areas that present an opportunity to create a new environmental asset. This overlay is not intended for the preservation of open space.
- **Industrial Reserve**
 - The Industrial Reserve (IR) overlay is intended for areas that are prime for industrial development due to factors such as large parcel size, proximity to compatible uses, and/or interstate access.

Red Line / Blue Line / Purple Line TOD Strategic Plan

- Not Applicable to the Site.”

Neighborhood / Area Specific Plan

- Martindale-Brightwood Neighborhood Plan Quality of Life Plan (2011)
- Martindale-Brightwood Neighborhood Plan (2003)
 - Potential Redevelopment Area
- **LIGHT INDUSTRIAL:**
- Industries that conduct their entire operations within completely enclosed buildings and do not have objectionable characteristics that extend beyond their property lines. Some examples are jewelry manufacturing and

engraving, warehousing, construction companies, upholstering, paper box and paper products manufacturing from finished paper, and manufacturing of optical goods.

- **BUSINESS DEVELOPMENT GOAL:** Provide a strong base for the neighborhood.
- **Recommendations**
 - Seek new businesses for the Keystone Enterprise Park that provide good jobs for neighborhood residents.
 - Make the sort of physical improvements that encourage investment and increase retail activity in the neighborhood.

Infill Housing Guidelines

- Not Applicable to the Site.

Indy Moves

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

- **INDY GREENWAYS MASTER PLAN (2014)**
- **Monon-Pogue's Connector**
- The final part of the Master Plan deals with smaller greenway and trail segments that help to complete the overall system and address areas of the city where additional connections are needed or where there are opportunities for meaningful connections. These types of connections include:
- **Greenway-to-greenway connections**
- Opportunities to connect between greenways in areas currently underserved by the greenway system.
- Opportunities to establish connections between the greenways and nearby public facilities that will generate significant pedestrian and bicycle traffic.
- Areas where there is available right-of-way for greenway-to-greenway connections
- **Greenway-To-Greenway Connectors**
- Several areas have been identified where there are strong potential connections between greenway segments. These potential routes link the different greenways together expanding the reach of each greenway for the user. They also provide a different experience for the user by providing alternative loops within the greenway and expanding the greenways into new areas. One such example in this plan is the Monon Connector, a proposed connection between the Monon Trail and the Pogue's Run Greenway. This 1.8-mile link is proposed on an abandoned rail corridor that parallels 21st street. Not only would this connection provide access to the Monon Trail for residents on the east side, it would also bring users to the Pogue's Run Art and Nature Park, helping to invigorate use of that property.

ZONING HISTORY

SITE

2025-UV1-007; 2222 Hillside Avenue (subject site), Variance of Use of the Consolidated Zoning and Subdivision Ordinance to provide for I-3 Uses (not permitted), **withdrawn**.

2018-ZON-027; 2259 Ralston Avenue (part of subject site), Rezoning of 13.13 acres from the SU-16 and I-3 districts to the SU-7 classification to provide for an adult and child day care center, with building additions and urban gardens, **approved**.

2018-PLT-077; 2255 Ralston Avenue (west of subject site), Approval of a Subdivision Plat, to be known as KIPP Indy – Edna Martin Christian Center, dividing 13.04 acres into three lots, **approved**

2012-UV2-017; 2222 Hillside Avenue (subject site), Variance of Use of the Consolidated Zoning and Subdivision Ordinance to provide for a scrap metal recycling facility (not permitted), **granted**.

VICINITY

2011ZON064; 1802 E 23rd street (north of subject site), Rezoning of 5.62 acres, from the SU-1 and SU-34 Districts to the D-7 classification to provide for multifamily uses, **approved**.

2008-ZON-106; 1701 East 25th Street (north of subject site), request Rezoning of four acres from the SU-1 and D-5 to D-7, **approved**.

2007-ZON-001; 1701 East 25th Street (north of subject site), request Rezoning of 3.41 acres from SU-1 to D-7, **approved**.

2005-ZON-173; 2255 Ralston Avenue (west of subject site), requested Rezoning of 9.87 acres, being in the I-3-U District, to the SU-16 classification to provide for recreational uses, **approved**.

2004-UV3-027, 2255 North Ralston Avenue (west of subject site), requested a Variance of Use to provide for the expansion of an indoor sports complex, and the installation of a mobile office structure, in I-3-U, **approved**.

2003-ZON-840/2003-PLT-840; 2115-2150 North Keystone, 2215-2236 North Tacoma Avenue, 2154-2222 Winter avenue, 2219-2223 Bellis Street, 2100-2223 Greenbriar lane, 21-29-2205 Jefferson Avenue, 2162-2247 North Temple Avenue, 2218-226 Eastern Avenue, 2205-2248 East Pruitt Street (east of site), Rezoning of 44.464 acres, being in the D-5, I-3-U, I-4-U and SU-1 Districts, to the C-S Classification to provide for an industrial Park with limited C-3, C-4, C-I-C, I-1-U, I-2-U and I-3-U uses, **approved**

2002ZON837/ 2002- PLT-837; 2311 North Temple Avenue (east of site), requested Rezoning of 36.109 acres from the D-5 and SU-1 to C-S to provide for a mixed use industrial Park, Including light industrial, retail and hospitality uses, and requested plat approval of an industrial park to be known as Keystone Enterprise Park, Phase 1, a replat of 1-6 in wilder's subdivision, all Lots in Arthur V. Brown's Oak Hill Subdivision, all lots in Hillside Terrace, et al, dividing 36.109 acres into four blocks, **approved**.

2002-UV3-008, 2255 North Ralston Avenue (west of subject site), requested a Variance of Use to provide for the expansion of an indoor sports complex in I-3-U, **approved**.



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97-UV3-98; 2259 North Ralston Avenue (west of subject site), requested a Variance of Use to provide for an indoor sports complex in I-3-U, **approved**

96-HOV-16; 2302-2461 Ralston Avenue (west of subject site requested a Variance of Development Standards of the Dwelling Districts Zoning Ordinance to allow construction of 10 homes with a main floor area of 600 square feet, **granted**.

95-HOV-16; 2302-2461 North Ralston Avenue (west of subject site), Variance of Development Standards of the dwelling districts zoning ordinance to allow construction of 10 homes with a main floor area of 600 square feet (minimum 660 square feet required) **granted**

91-Z-30; 1720-2050 East 23rd Street (north of subject site), request Rezoning of 13.1 acres, being in the D-7 District, to the SU-34 classification to legally establish an existing lodge, **approved**.

86-SE3-2; 2102 Hillside Avenue (south of subject site), request an industrial Special Exception to provide for the operation of a concrete manufacturing plan, granted

81-UV2-98; 1902 East 23rd Street (north of subject site), requested a Variance of Use and Development Standards to permit temporary use as a parking lot, **granted**.

EXHIBITS

2025CZN839 Zoning Map



INDY GREENWAYS MASTER PLAN Monon-Pogue's Connector

monon trail overview:

- PROVIDES CONNECTION FROM HAMILTON COUNTY AND NORTHERN INDIANAPOLIS DIRECTLY TO DOWNTOWN

MILES: 10.3

DESTINATIONS:

- NORA COMMERCIAL CENTER
- BROAD RIPPLE VILLAGE
- BROAD RIPPLE HIGH SCHOOL
- INDIANA SCHOOL FOR THE DEAF
- INDIANA STATE FAIRGROUNDS
- DOWNTOWN

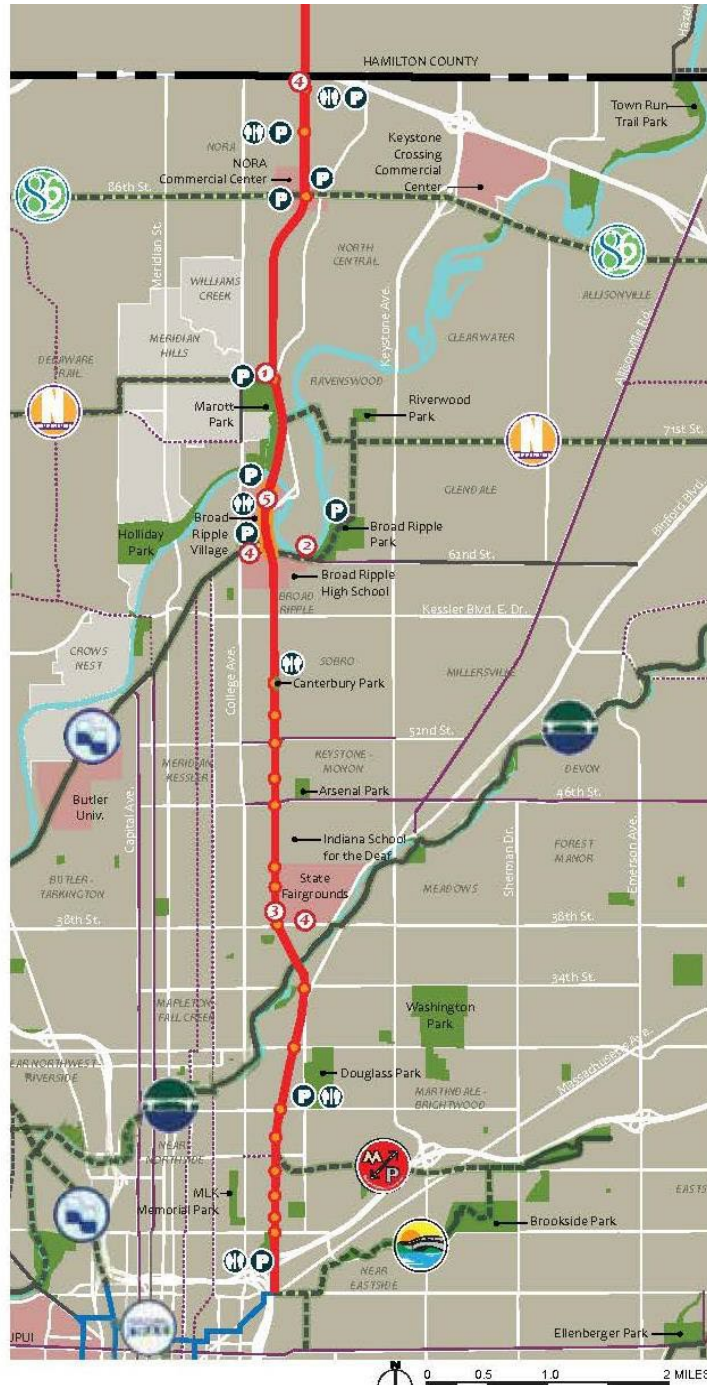
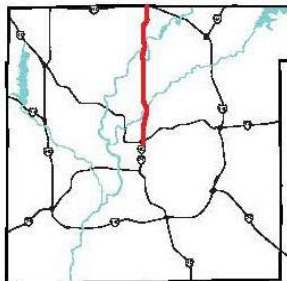
CONNECTIONS:

- 86TH-82ND STREET COMMERCIAL CONNECTOR
- NORTHTOWN TRAIL
- CENTRAL CANAL TOWPATH
- FALL CREEK GREENWAY
- MONON-POGUES CONNECTOR
- POGUES RUN GREENWAY
- INDIANAPOLIS CULTURAL TRAIL

legend

- PARKING AREAS
- RESTROOMS
- GREENWAY ACCESS POINTS
- CONTINUOUS GREENWAY ACCESS
- MONON TRAIL
- OTHER GREENWAYS
- INDIANAPOLIS CULTURAL TRAIL
- EXISTING SHARED-USE PATHS
- PLANNED SHARED-USE PATHS
- EXISTING BIKELANES
- PLANNED BIKELANES
- LANDMARKS
- PARKS
- OTHER INCORPORATED AREAS

key map



monon trail



2025-CZN-839 Proposal by Petitioner

Proposal by Petitioner

On or about September 20, 2022, the Petitioner, Hillside Industrial IN LP, acquired approximately 17.915 acres of real estate located at 2222 Hillside Avenue, Indianapolis, Indiana ("Original Property"). The Original Property has a zoning classification of I-3, or Medium Industrial, and features a warehouse with a total of 152,256 square feet ("Warehouse"). The Warehouse is used and leased for industrial purposes to four (4) tenants who have their own individual spaces within the Warehouse.

The Petitioner subsequently acquired 1.985 acres of land ("Adjacent Property") from Piper Warehouse, Inc., an Indiana corporation, by Special Warranty Deed dated October 22, 2024 and recorded November 1, 2024 as Instrument No. A202400089756 in the office of the Recorder of Marion County, Indiana.

The Adjacent Property was excess land formerly part of two (2) parcels of real estate used for Kipp Indy Legacy High School under Marion County Tax Parcel No. 1106183 (2259 Ralston Avenue) and Parcel No. 1106185 (2135 Ralston Avenue). The Adjacent Property has grass areas, asphalt paved areas and a dry retention basin area. No buildings are located on the Adjacent Property. The zoning for the Adjacent Property is SU-7.

The Adjacent Property does not have direct access to a public road and access to the Adjacent Property to and from 23rd Street and Hillside Avenue is through and across portions of the Petitioner's Original Property.

Petitioner (and the predecessor owner) purchased the Adjacent Property for the purpose of improving access and maneuverability around the warehouse located on the Petitioner's Adjacent Property. The Adjacent Property also provides additional parking for trucks and trailers used by tenants of the Petitioner to bring products to and from the Warehouse.

Petitioner requests a re-zoning of the Adjacent Property from SU-7 to I-3. The Adjacent Property will be used for driveway purposes, parking of trucks, trailers and equipment and other incidental purposes to support the Warehouse located on the Petitioner's Adjacent Property.

Per the request of the Department of Metropolitan Development, the Petitioner is simultaneously filing a Petition for Plat approval that will combine the Original Property and the Adjacent Property into one lot for Hillside Park Subdivision. The lot will have a total of approximately 19.943 acres.

2025-CZN-839 Plan of Operations

Plan of Operations

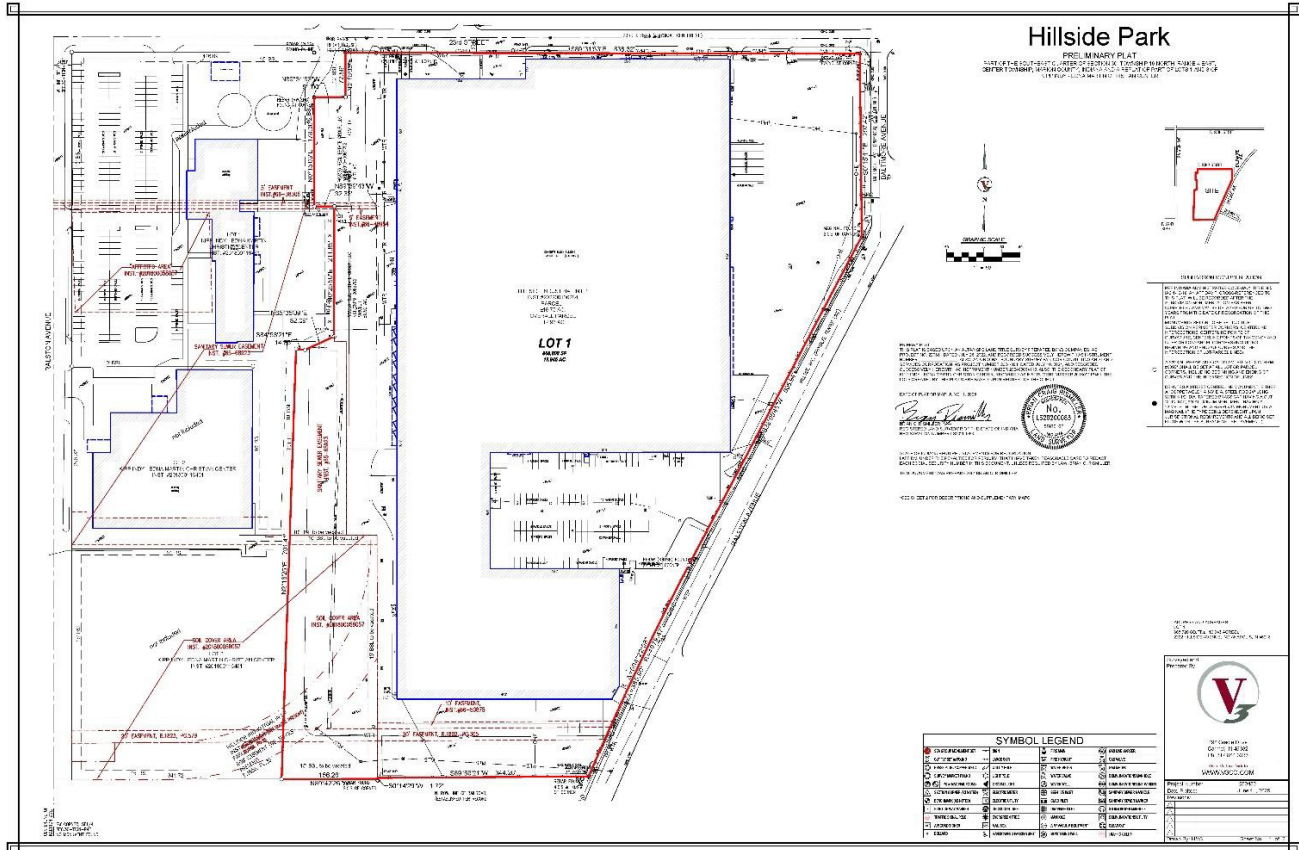
The portion of the subject property currently zoned SU-7 (1.985 acres) includes grass areas, asphalt paved areas which are used for parking and driveway purposes along with a dry retention area. This property provides improved functionality including enhanced parking and maneuverability for tenants of the warehouse located on the adjacent parcel including approximately 17.9 acres ("Original Property").

There is fencing between the subject property and adjacent land to the West that is used for Kipp Indy Legacy High School. Access to the property is also limited by gates along the public roads that provide access to the property. Cameras are installed for additional security applicable to property.

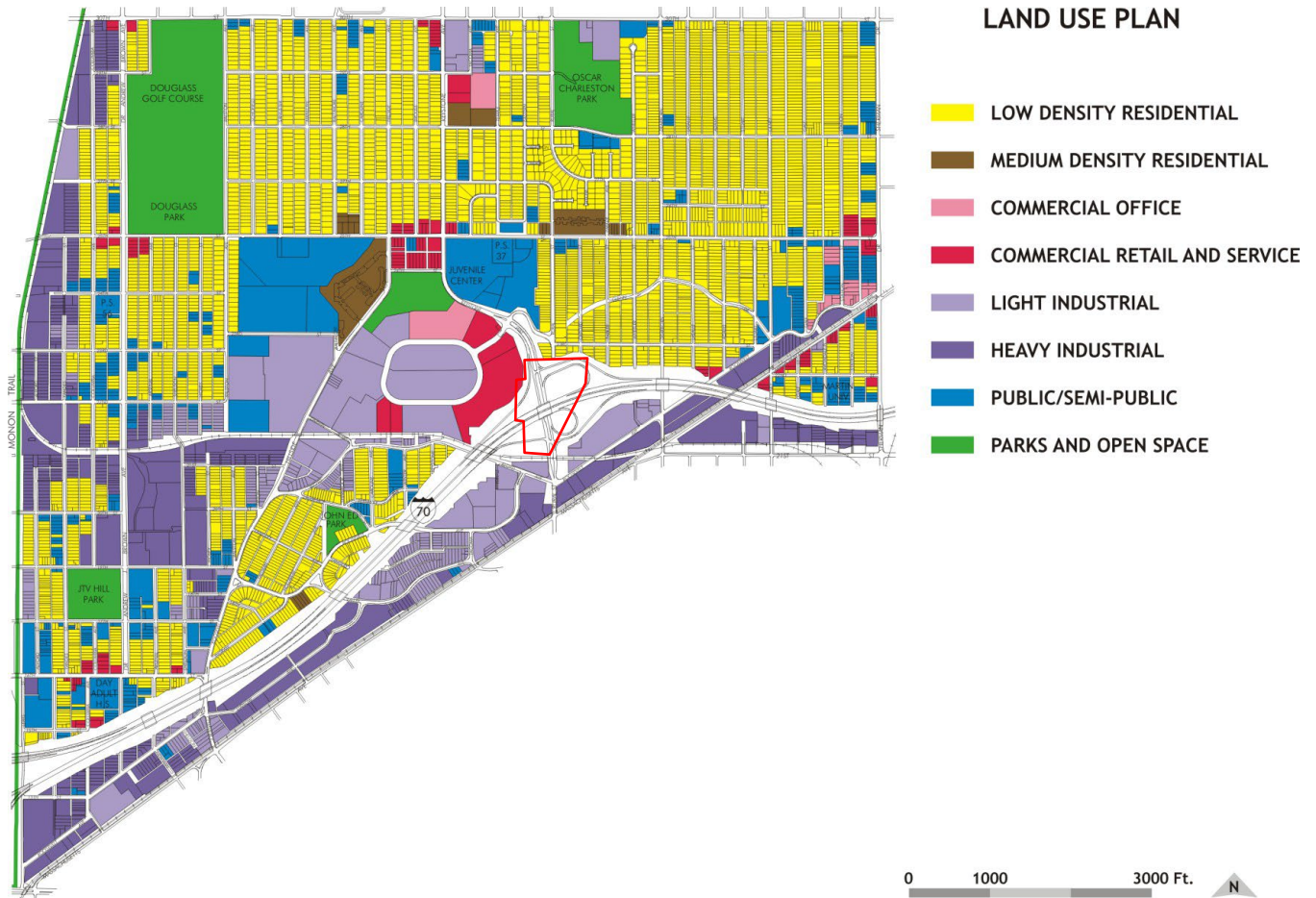
There are 4 tenants on the property including the City of Indianapolis, Metropolitan Police Department. Between the 4 tenants, it is estimated that 40 to 50 employees access the warehouse building on the property each business day. Business hours are generally 10 a.m. to 5 p.m. Monday through Friday but Tenants are allowed access to the warehouse at other times.

There are not any known hazardous or explosive materials on the property.

2025-CZN-839 Preliminary Plat



Martindale-Brightwood Quality of Life Plan: Land Use Plan



2025-CZN-839 Photos:

Looking west on subject property at warehouse



On subject property entrance parking lot looking north



On subject property looking east at Hillside Avenue



On Hillside Avenue looking south



On Hillside Avenue looking north



Looking east from Hillside Avenue and banner wall sign.



Looking south from subject property at Monon-Pogue's Connector



Looking east from subject property at area to be rezoned



Looking east from subject property at area to be rezoned

