

**METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER**

May 15, 2025

Case Number: 2025-ZON-035
Property Address: 445 Sanders Street
Location: Center Township, Council District #18
Petitioner: Eric Hopkins, by Mark and Kim Crouch
Current Zoning: C-3
Request: Rezoning of 0.12-acre from the C-3 to the D-8 district to provide for residential uses.
Current Land Use: Vacant
Staff Recommendations: Approval
Staff Reviewer: Kathleen Blackham, Senior Planner

PETITION HISTORY

This is the first public hearing on this petition.

STAFF RECOMMENDATION

Approval, subject to compliance with the D-8 district development standards.

PETITION OVERVIEW

This 0.12-acre site, zoned C-3, is vacant and surrounded by multi-family uses to the north, across Sanders Street, zoned D-8; vacant commercial use to the south, zoned C-3; single-family and multi-family uses to the east, across South East Street, zoned C-5 and D-P; and a single-family dwelling to the west, zoned C-3.

REZONING

The request would rezone the site to the D-8 district to provide for residential uses. "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."

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“To advance the Livability Principles of this Code, the D-5, D-5II, **D-8**, D9 and D-10 districts implement walkable, compact neighborhoods within a well-connected street network and block structure, using slow neighborhood streets, walkable connectors, and multi-mode thoroughfares. Access to parks and recreation, transit and neighborhood services within walking distance is important. Street trees, landscape and trees along private frontages, and an active amenity zone create comfortable walking environment and add appeal to neighborhoods. These districts require urban public and community facilities and services to be available. These districts may be used in combination to supply critical mass of residents to support nearby commercial and transit investments.”

The purpose of the Walkable Neighborhood design standards and objectives is to advance the Livability Principles of this code, and to promote walkable neighborhoods. Any exceptions to the standards in the Ordinance, or discretionary review processes related to a specific application, shall be judged against these design objectives, in addition to any other criteria in this code for the application.

As proposed, this request would be consistent with the Comprehensive Plan recommendation of village mixed-use typology.

Site Plan

The site plan, file-dated March 26, 2025, depicts an approximately 1,322 square-foot dwelling and a 12-foot-wide breezeway that would connect to an approximately 740-square-foot attached garage.

The site plan also indicates the clear sight-triangles at the intersections of the Sanders Street and South East Street and the east / west alley to the south and South East Street using a 75-foot sight distance for both a local street (Sanders Street and alley) and South East Street (primary arterial). The Ordinance requires a 75-foot sight distance for local streets and 120-foot sight distance for primary arterials.

If the property would be developed as depicted in the site plan, a variance of development would be required, which staff would not support. Staff believes development of the site should meet all the D-8 district standards.

Planning Analysis

As proposed, staff supports this rezoning request, subject to compliance with the development standards of this district. The current Ordinance provides options to facilitate development in neighborhoods that are currently being revitalized and redeveloped.

Staff would also note that the rezoning would allow development of the site to be consistent with the historical residential use on this site and the surrounding neighborhood.

GENERAL INFORMATION

Existing Zoning	C-3	
Existing Land Use	Vacant land	
Comprehensive Plan	Village Mixed-Use	
Surrounding Context	<u>Zoning</u>	<u>Land Use</u>
North:	D-8	Fourplex
South:	C-3	Commercial uses (vacant)
East:	C-5 / D-P	Single-family dwellings
West:	C-3	Single-family dwelling
Thoroughfare Plan		
South East Street	Primary arterial	Existing 45-foot right-of-way and proposed 56-foot right-of-way.
Sanders Street	Local Street	Existing 50-foot right-of-way and proposed 48-foot right-of-way.
Context Area	Compact	
Floodway / Floodway Fringe	No	
Overlay	No	
Wellfield Protection Area	No	
Site Plan	March 26, 2025	
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

The Comprehensive Plan recommends Village Mixed-Use Typology. “The Village Mixed-Use typology creates neighborhood gathering places with a wide range of small businesses, housing types, and public facilities. This typology is intended to strengthen existing, historically small-town centers as well as to promote new neighborhood centers. Businesses found in this typology serve adjacent neighborhoods, rather than the wider community. This typology is compact and walkable, with parking at the rear of

buildings. Buildings are one to four stories in height and have entrances and large windows facing the street. Pedestrian-scale amenities such as lighting, landscaping, and sidewalk furniture also contributes to a walkable environment in this typology. Uses may be mixed vertically in the same building or horizontally along a corridor. Public spaces in this typology are small and intimate, such as pocket parks and sidewalk cafes. This typology has a residential density of six to 25 dwelling units per acre.”

Pattern Book / Land Use Plan

The Comprehensive Plan consists of two components that include The Marion County Land Use Pattern Book (2019) and the land use map. The Pattern Book provides a land use classification system that guides the orderly development of the county and protects the character of neighborhoods while also being flexible and adaptable to allow neighborhoods to grow and change over time.

The Pattern Book serves as a policy guide as development occurs. Below are the relevant policies related to this request:

- *Conditions for All Land Use Types – Village Mixed-Use Typology*
 - All land use types except small-scale parks and community farms/gardens in this typology must have adequate municipal water and sanitary sewer.
 - All development should include sidewalks along the street frontage.
 - In master-planned developments, block lengths of less than 500 feet, or pedestrian cut-throughs for longer blocks, are encouraged.
 - Where possible, contributing historic buildings should be preserved or incorporated into new development.
- *Conditions for All Housing*
 - Should be within a one-quarter-mile distance (using streets, sidewalks, and/or off-street paths) of a school, playground, library, public greenway, or similar publicly accessible recreational or cultural amenity that is available at no cost to the user.
 - Should be oriented towards the street with a pedestrian connection from the front door(s) to the sidewalk. Driveways/parking areas do not qualify as a pedestrian connection.
- *Detached Housing (defined as detached single-family homes. While this type of housing may include a secondary dwelling unit [such as a mother-in-law suite or carriage house], the secondary dwelling unit is usually smaller than the primary home and the entire property is under a single ownership).*
 - The house should extend beyond the front of the garage. Garages should be loaded from an alley or side streets when possible and should be detached if located on the side of the house.

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

The Infill Housing Guidelines were updated and approved in May 2021, with a stated goal “to help preserve neighborhood pattern and character by providing guiding principles for new construction to coexist within the context of adjacent homes, blocks, and existing neighborhoods. These guidelines provide insight into basic design concepts that shape neighborhoods, including reasons why design elements are important, recommendations for best practices, and references to plans and ordinance regulations that reinforce the importance of these concepts.”

These guidelines apply to infill development in residential areas within the Compact Context Area and include the following features:

Site Configuration

- Front Setbacks
- Building Orientation
- Building Spacing
- Open Space
- Trees, Landscaping, and the Outdoors

Aesthetic Considerations

- Building Massing
- Building Height
- Building Elevations and Architectural Elements

Additional Topics

- Secondary Dwelling Units, Garages, and Accessory Structures
- Adapting to the Future

“As established neighborhoods experience new development, infill residential construction will provide housing options for new and existing residents. Increased population contributes positively to the local tax base, economic development, lively neighborhoods, and an interesting city. As infill construction occurs, it is important to guide development in a way that complements current neighborhoods. Each home in a neighborhood not only contributes to the existing context of adjoining houses and the block, but to the sense of place of the entire neighborhood.

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

2024-CZN-846 / 2024-CVR-846; 1267 and 1271 South East Street (south of site), requested rezoning of 0.214 acre from the D-P district to the MU-2 district to provide for a mixed-use development and a variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for a building encroaching into the clear-sight triangle of South East Street and Orange Street and reduced parking, **approved and granted**.

2023-CZN-812 / 2023-CVR-812; 1257 South East Street (south of site), requested rezoning of 0.13 acre from the C-1 district to the D-5 district and variance of Development Standards of the Consolidated Zoning and Subdivision Ordinance to provide an 810-square foot secondary dwelling unit without an entrance visible from the public right-of-way, **approved and granted**.

2017-CZN-837; 1306 South East Street (south of site), requested rezoning of 0.8 acre from the C-3 district to the D-5 classification, **approved**.

2016-ZON-015; 1263 South East Street (south of site), requested rezoning of 0.11 acre, from the D-P District to the D-5 classification, **approved**.

2015-UV3-033; 1324 South East Street (south of site), requested variances of development standards of the Commercial Zoning Ordinance and Sign regulations to provide for expansion of an existing commercial building for a restaurant, with outdoor seating, reduced parking, carryout without the required separation from a protected district, zero-foot setbacks for the outdoor seating and parking lot, maneuvering within the right-of-way, and a pick-up window awning extending into the right-of-way, **granted**.

2015-HOV-027; 601 Sanders Street (south of site), requested a variance of development standards of the Dwelling Districts Zoning Ordinance to provide for a detached garage, with a zero-foot side yard setback and a reduction in the required open space, **granted**.

2011-CZN-828 and 2011-CVR-828; 436 Sanders Street (west of site), requested rezoning of 0.1 acre from the C-5 District to the D-8 classification to provide for multifamily uses and Variance of development standards of the Dwelling Districts Zoning Ordinance to legally establish a four-unit multifamily building, with reduced setbacks, encroachment into the right-of-way, with zero parking spaces, and being within the clear sight triangle of East and Sanders Street, **approved and granted**.

2011-ZON-010; 1239, 1245, 1265, 1267 and 1271 South East Street (east of site), requested rezoning of 0.56 acre, from the C-1 District, to the D-P classification to provide for fourteen multi-family residential units at a density of 25 units per acre, **approved**.



**Department of Metropolitan Development
Division of Planning
Current Planning**

2009-UV2-034; 1319 South East Street (south of site), requested a variance of use and development standards of the Commercial Zoning Ordinance to provide for the conversion of a non-conforming single-family dwelling into a two-unit dwelling and to provide for an entrance landing with reduced side setback, **withdrawn**.

2003-LNU-001; 1270 South East Street (south of site), requested legal nonconforming use status to establish a tavern in a C-1 District, **granted**.

87-UV3-85; 613 Sanders Street (east of site), requested a variance of use and development standards of the Dwelling Districts Zoning Ordinance to provide for the construction of a garage for a two-family dwelling, with reduced side yard setback, **granted**.

445 Sanders Street

MORRIS ST

ALLEY 1235 S

ALLEY 1275 S

SANDERS ST

ALLEY 450 E

ALLEY 550 E

EAST ST

ALLEY 450 E

ORANGE ST

DP

C1

D5

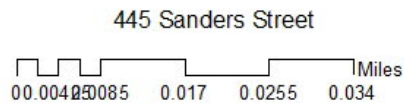
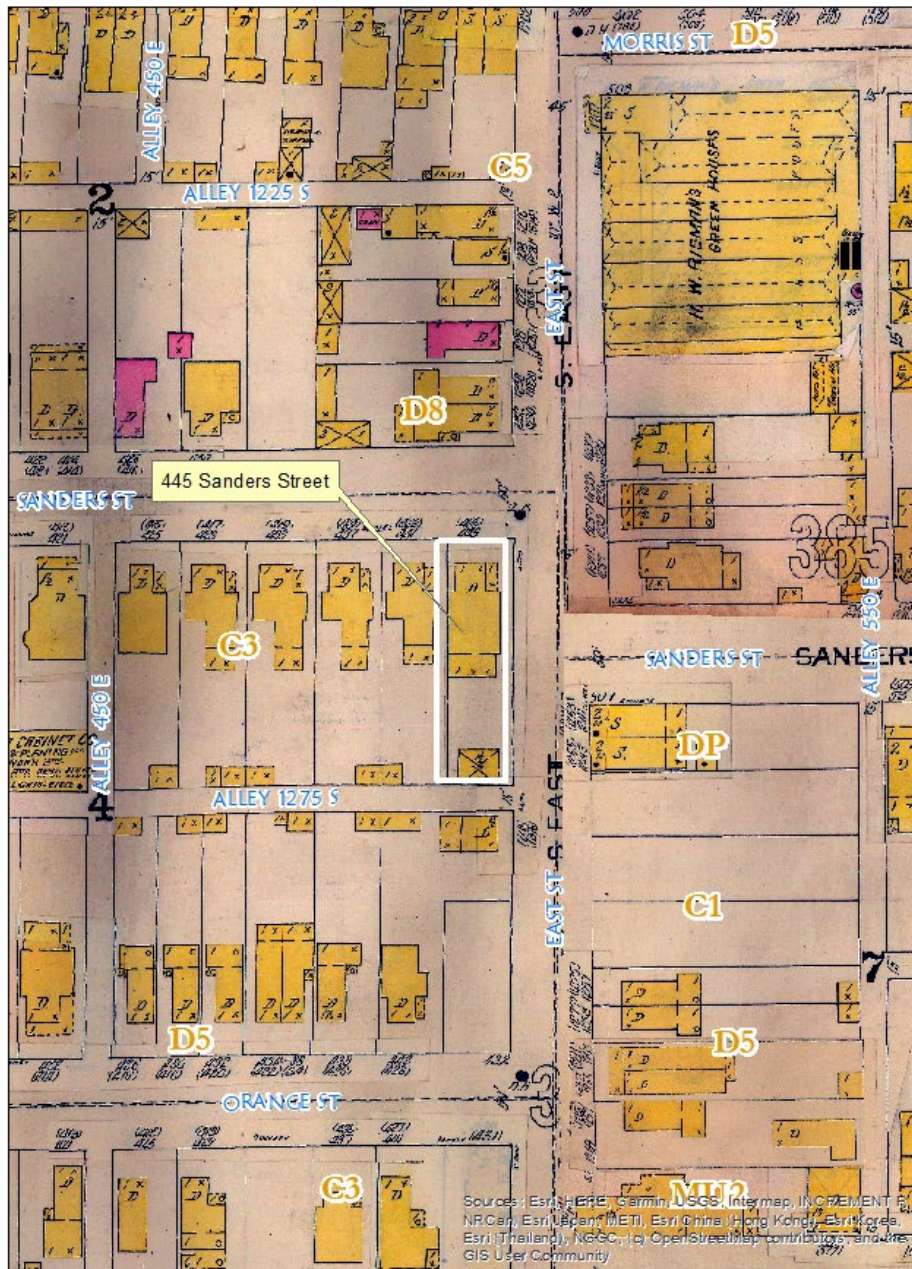
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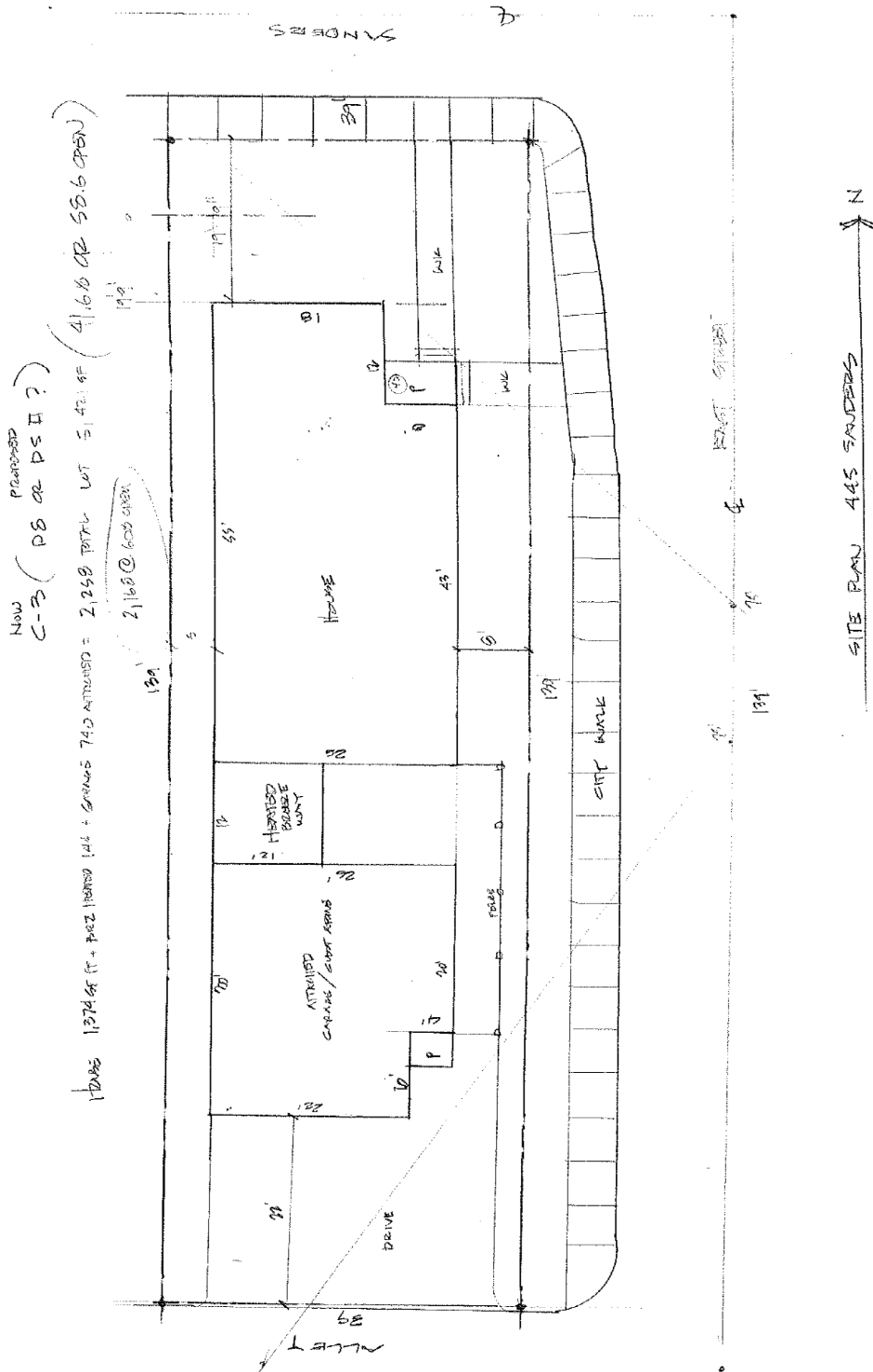
ORANGE ST

0.004 0.0095 0.019 0.0285 0.038 Miles

Source: Esri HERE, DeLorme, USGS, Intermap, INCREMENT P, NRCan, Esri Japan, METI, Esri India, Swisstopo, Esri Korea, Esri (Thailand), NGCC, (c) OpenStreetMap contributors, and the GIS User Community

Sanborn Map 1898







View looking north along South East Street



View looking southeast across South East Street and Sanders Street



View of site looking south across Sanders Street



View of site looking north from east / west alley to the south



View of site looking west across South East Street