



**METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER**

May 15, 2025

Case Number: 2025-ZON-040
Property Address: 2601 Cold Spring Road (approximate address)
Location: Wayne Township, Council District #12
Petitioner: Cold Spring Innovation Corporation, by Jennifer Milliken and Timothy Ochs
Current Zoning: D-S (W-5)
Request: Rezoning of 22.3 acres from the D-S (W-5) district to the MU-2 (W-5) district to provide for a mixed-use development.
Current Land Use: Vacant Buildings
Staff Recommendations: Denial
Staff Reviewer: Marleny Iraheta, Senior Planner

PETITION HISTORY

This is the first public hearing for this petition.

STAFF RECOMMENDATION

Staff **recommends denial** of this request.

PETITION OVERVIEW

LAND USE

The 22.3-acre subject site is in the Marian-Cold Springs Neighborhood with the nearest intersection being at West 30th Street and Cold Spring Road north of the property. The site is developed with one primary vacant building that uses to be a hospital, multiple smaller vacant buildings, and associated parking areas.

The site is bordered to the east and south by Coffin Golf Course, zoned PK-1, a veteran's center and hotel to the north, zoned D-S. West of Cold Spring Road are apartment, zoned D-6 and D-6II, single-family dwellings, zoned D-4, and a college, zoned SU-1.

REZONING

The request would rezone the site from the D-S district to the MU-2 district to allow for a mixed-use development which is not permitted in the existing dwelling district.

The D-S district is intended for suburban areas of extreme topography, areas conducive to estate development, or areas where it is desirable to permit only low-density development (such as adjacent to floodplains, aquifers, urban conservation areas, within the extended alignment of airport runways, etc.). Generous front yards with trees along roadways that follow the natural terrain of the land are envisioned for the D-S district. Estate development in a natural setting is the typical realization of the district. The D-S district provides for single-family residential lots consisting of at least one acre. A typical density for the D-S district is 0.4 units per gross acre. This district fulfills the lowest density residential classification of the Comprehensive General Land Use Plan. Development plans would likely use the cluster option when subdividing and should incorporate and promote environmental and aesthetic considerations, working within the constraints and advantages presented by existing site considerations, including vegetation, topography, drainage, and wildlife.

The MU-2 District is intended to meet the daily needs for surrounding neighborhoods and include small social spaces that serve as neighborhood gathering places. The district includes primarily neighborhood-serving businesses and institutions, including a wide range of small-scale retail and service uses that typically do not draw customers from beyond the adjacent neighborhoods, and employment, institutional and residential uses that complement the compact, walkable development pattern. The MU-2 District is implemented as a small node or on busy corridors in the Traditional Neighborhood or City Neighborhood Typologies of the Land Use Pattern Book, or as a Village Mixed Use Typology. The typical size of a district is from 2 to 20 acres (1 to 4 blocks) but depends on the context and what integrates best into surrounding neighborhoods and complimentary zoning districts.

WELLFIELD

A wellfield is an area where the surface water seeps into the ground to the aquifer and recharges the wells that are the source of our drinking water. This Secondary Zoning District places closer scrutiny on uses and activities that might contaminate the underground drinking water supply.

There are two Wellfield District designations. An area identified as W-1 is a one-year time-of-travel protection area. The W-5 is a five-year time-of-travel protection area. All development within these districts are subject to Commission approval.

This site is specifically located within the White River W-5 Wellfield Protection District. Unless exempted by Section 742-204.D Technically Qualified Person review requirement, a Site and Development Plan shall be filed with and be subject to approval on behalf of the Commission by the Technically Qualified Person (TQP).

STAFF ANALYSIS

The subject site consists of a large property with multiple vacant buildings and associated parking areas. While the site could accommodate a variety of uses within the existing structures, a clear development plan of the site was not provided. In staff's opinion, it is important to narrow down the intended user(s) to fully determine if this site would be appropriate. Staff provided similar feedback when an inquiry was submitted to staff regarding a proposed MU-2 district.

Due to the uncertainty of the intended use of the site, staff cannot support a blanket rezoning to the MU-2 district. A list of excluded uses was provided; however, staff did not find it to be sufficient to allow for a positive recommendation.

Instead, more details were requested from the petitioner so that the uses and associated parking requirements could be considered. Because of the Regional Special Use recommendation of the Comprehensive Plan that draws in and serves a larger population of the county, redevelopment, use changes, or other significant changes to the entire property require informed discussions amongst staff to determine land use plan recommendations.

For these reasons, staff is recommending denial of the request.

GENERAL INFORMATION

Existing Zoning	Enter Zoning and Secondary Districts	
Existing Land Use	Vacant buildings	
Comprehensive Plan	Regional Special Use	
Surrounding Context	Zoning	Land Use
North:	D-S	Veteran's Center / Hotel
South:	PK-1	Golf Course
East:	PK-1	Golf Course
West:	D-4 / D-6 / D-6II / SU-1	Single-family dwellings / Apartments / College
Thoroughfare Plan		
Cold Spring Road	Primary Collector Street	80-foot proposed right-of-way and 75-foot existing right-of-way.
Context Area	Metro	
Floodway / Floodway Fringe	No	
Overlay	Yes	
Wellfield Protection Area	Yes	
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 Plan Pattern Book (2019)
- Indy Moves Transportation Integration Plan (2018)

Pattern Book / Land Use Plan

- The Comprehensive Plan recommends regional special use development of the site.
- This recommendation is a non-typology land use that is a stand alone land use mapped outside of the typology system due to their scale or nature of their use.
- This category provides for public, semi-public and private land uses that serve a specific institutional purpose for a significant portion of the county. Examples are large-scale, generally stable institutional uses such as cemeteries, hospitals, universities, high schools, government complexes, large museums, the Indiana State Fairgrounds, and the Indianapolis Motor Speedway. Long Range Planning staff should provide guidance regarding any property use changes in this typology. Partial property changes should remain thematically or economically supportive of the special use while also being contextually sensitive to adjacent existing development and land use plans. Redevelopment, use changes, or other significant changes to the entire property must be informed by a planning study conducted by Department of Metropolitan Development to determine Land Use Plan recommendations.

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

- Not Applicable to the Site.

Indy Moves

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

- The site falls within the Indy Moves Transportation Integration Plan (2018).
- Per the Indy Bike Master Plan (2011) and Pedal Indy 2018, there is an existing on-street bike lane along Cold Spring Road from 30th Street to Lafayette Road / I-65.

ZONING HISTORY

Zoning History - Vicinity

2002-ZON-049; 2500 Cold Springs Road (west of site), Rezone of 18.3 acres, from D-S (W-5) to SU-1 (W-5) to provide for religious uses, **approved**.

92-Z-123; 2550 Cold Springs Road (west of site), Rezoning of 5.51 acres, being in the D-4 District, to the D-6II classification to provide for the expansion of a 65-unit residential apartment complex, **approved**.

91-Z-111; 2670 Cold Springs Road (northwest of site), Rezoning of 6.1719 acres, being in the HD-1 District, to the HD-2 classification to provide for a nursing home, **approved**.

90-Z-16; 2810 Cold Springs Road (northwest of site), Rezoning of 15.5 acres, being in the HD-1 District, to the D-5 classification to provide for single-family residential development, **approved**.

79-Z-67; 2701 Cold Springs Road (northwest of site), Rezoning of 23.76 acres, being in the D-4 and D-6II Districts, to the HD-1 classification to provide for a hospital, **approved**.

73-Z-191; 2670 Cold Springs Road (northwest of site), Rezoning of 7.8 acres, being in the D-4 and D-6 Districts, to the D-6II classification to provide for apartments, **approved**.

63-Z-159; 75th Street and Knue Road (west of site), Rezoning of 3.10 acres, being in D-2 district to D-7 classification to provide for the construction of garden apartments, **approved**.

59-Z-48; West side of Cold Springs Road and south of 30th Street (west of site), Rezoning of 6.4 acres, being in R-2 district to R-6 classification to permit the construction of two 60-unit luxury type apartments, **approved**.

EXHIBITS





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

LIST OF PROPOSED EXCLUDED USES

The client would be willing to commit to excluding the following:

- Triplex or Fourplex
- Nursing Home
- Animal Boarding
- Check Cashing or Validation Services
- Outdoor Advertising
- Light Manufacturing



Photo of the subject site looking south on Cold Spring Road.



Photo of the subject site looking east from Cold Spring Road.



Photo of the subject site looking north on Cold Spring Road.



Photo of multifamily dwellings west of Cold Spring Road.



Photo of single-family dwellings west of the site.



Photo of the building on site looking east.



Photo of the southern portion of the building on site.



Photo of the northern portion of the building on site.



Photo of the parking area north of the building.



Photo of the rear portion of the property looking south at other buildings on site.



Photo of a veteran's center and hotel to the north of the site.