



**METROPOLITAN DEVELOPMENT COMMISSION  
HEARING EXAMINER**

April 9, 2026

**Case Number:** 2026-APP-005  
**Property Address:** 4600 Sunset Avenue  
**Location:** Washington Township, Council District #7  
**Petitioner:** Butler University, by Brian J. Tuohy  
**Current Zoning:** UQ-1  
**Request:** University Quarter One Approval to provide for a 16,000-square-foot ballroom that would connect to the existing Clowes Memorial Hall and the Schrott Center for the Arts.  
**Current Land Use:** Parking Lot  
**Staff Recommendations:** Approval  
**Staff Reviewer:** Kathleen Blackham, Senior Planner

**PETITION HISTORY**

This is the first hearing on this petition.

**STAFF RECOMMENDATION**

Approval.

**PETITION OVERVIEW**

This 36.34-acre site, zoned UQ-1, is developed with a university campus. It is surrounded by a university campus to the north, south and west, zoned UQ-1, and single-family dwellings to the east across Sunset Avenue, zoned D-5.

**UNIVERSITY QUARTER-ONE APPROVAL**

This request for University Quarter One approval would provide for a 16,000-square-foot ballroom that would connect to the existing Clowes Memorial Hall and the Schrott Center for the Arts.

Land in the development plan districts is subject to the following site and development requirements. In review of the proposed Site and Development Plan, the Commission must assess whether the Site and Development Plan, proposed use, buildings and structures must:

- a. Be so designed as to create a superior land development plan, in conformity with the Comprehensive Plan;
- b. Create and maintain a desirable, efficient and economical use of land with high functional and aesthetic value, attractiveness and compatibility of land uses, within the development plan district and with adjacent uses;
- c. Provide sufficient and adequate multi-modal access, such as parking and loading areas, transit provisions, and bicycle facilities;
- d. Integrate a multi-modal transportation network using active and passive traffic control with the existing and planned public streets and interior roads;
- e. Provide adequately for sanitation, drainage and public utilities in a sustainable, low-impact manner;
- f. Allocate adequate sites for all uses proposed - the design, character, grade, location and orientation thereof to be appropriate for the uses proposed, logically related to existing and proposed topographical and other conditions, and consistent with the Comprehensive Plan; and
- g. Provide pedestrian accessibility and connectivity, which may be paths, trails, sidewalks, or combination thereof. Pedestrian accessibility to available public transit must be provided. Sidewalks along eligible public streets consisting of the walkway and any curb ramps or blended transitions must be provided. If sidewalks are required to be installed, the Administrator or the Commission must be guided by the provisions of Section 744-304 for the installation of sidewalks.

“The Commission may consider and act upon any such proposed use and Site and Development Plan, approve the same in whole or in part, and impose additional development standards, requirements, conditions, or commitments thereon at any public hearing of the Commission. The Commission must, also make written findings concerning any decision to approve or disapprove a Site and Development Plan.”

The Comprehensive Plan recommends regional special use, which is a non-typology land use for the site.

As proposed, this request would align with the Comprehensive Plan while providing amenities and expanded offerings consistent with the educational goals of the University. The request would also broaden the experience of the students, the adjacent neighborhood, and the community.

Staff, therefore, recommends approval of this request.

## GENERAL INFORMATION

<b>Existing Zoning</b>	UQ-1		
<b>Existing Land Use</b>	University Campus		
<b>Comprehensive Plan</b>	Regional Special Use		
<b>Surrounding Context</b>	<b><u>Zoning</u></b>	<b><u>Land Use</u></b>	
	North:	UQ-1	University campus
	South:	UQ-1	University campus
	East:	D-5	Single-family dwellings
	West:	UQ-1	University campus
<b>Thoroughfare Plan</b>			
Sunset Avenue	Local Street	Existing 82-foot right-of-way and proposed 40-foot right-of-way.	
<b>Context Area</b>	Compact		
<b>Floodway / Floodway Fringe</b>	No		
<b>Overlay</b>	No		
<b>Wellfield Protection Area</b>	No		
<b>Site Plan</b>	February 20, 2026		
<b>Site Plan (Amended)</b>	N/A		
<b>Elevations</b>	February 20, 2026		
<b>Elevations (Amended)</b>	N/A		
<b>Landscape Plan</b>	N/A		
<b>Findings of Fact</b>	February 20, 2026		
<b>Findings of Fact (Amended)</b>	N/A		
<b>C-S/D-P Statement</b>	February 20, 2026 – Project Narrative		

## COMPREHENSIVE PLAN ANALYSIS

### Comprehensive Plan

The Comprehensive Plan recommends Regional Special Use (a non-typology land 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.

**Pattern Book / Land Use Plan**

Not Applicable to the Site.

**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 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

**2011-CAP-806 / 2011-CVR-806; 4600 Sunset Avenue**, requested UQ-1 approval to provide for performance arts teaching; a 450-seat theater; stage and wing space for music, theater, dance and other performances; space for visual arts exhibits, a scene shop; box office; lobby; stage; staircase; control room; dressing rooms; choral rehearsal halls, an instrumental rehearsal hall; dance studios; theatre studios; an electronic music laboratory; a percussion studio and office space for community arts organizations, with additional off-street parking, and variance of development standards of the Special Districts Zoning Ordinance to provide for a 55.33-foot tall building and to provide for a canopy with a 24-foot front setback along Sunset Avenue, **granted**.

## VICINITY

**2024-CZN-801 / 2024-CVR-801; 521 Blue Ridge Road (south of site)**, requested rezoning of 0.32 acres from the D-5 District to the UQ-2 District to provide for a residence for the university president and a variance of Development Standards of the Consolidated Zoning and Subdivision Ordinance to provide for a 10-foot north rear yard setback and without a primary entry on the front façade, **approved and granted**.

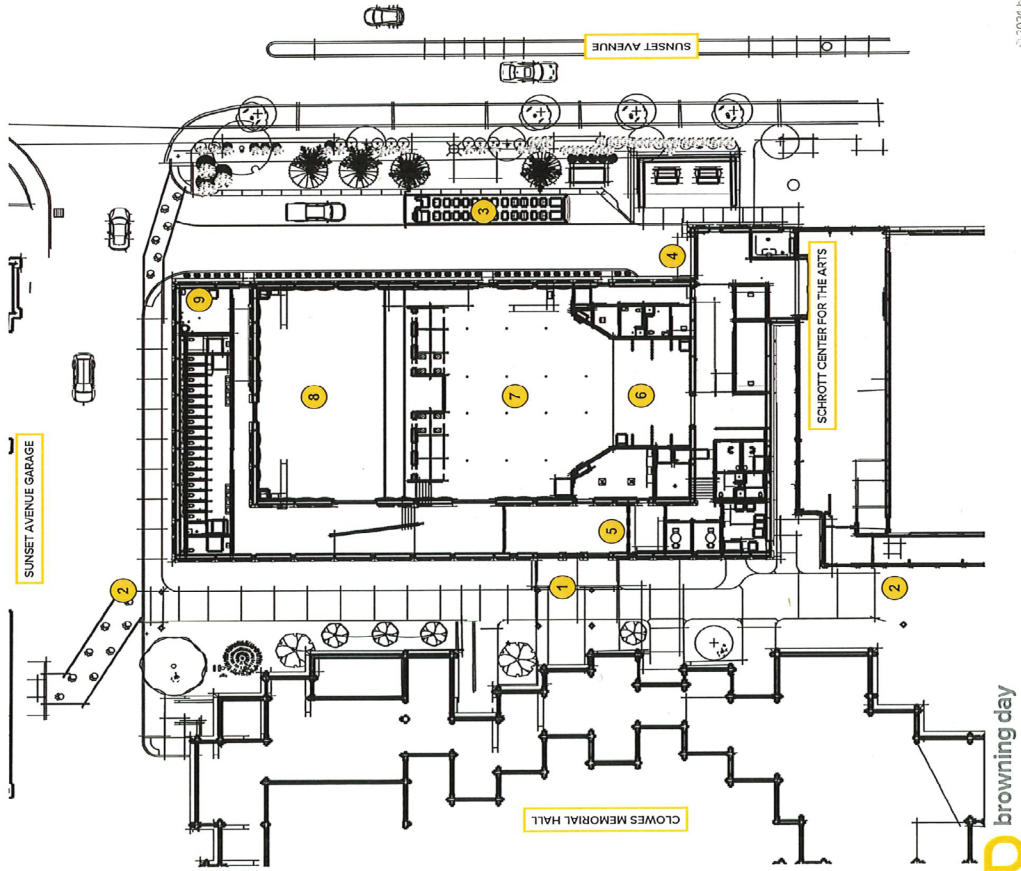
**2016-CAP-807 / 2016-CVR-807; 4721 Sunset Avenue (north of site)**, requested University Quarter-Two Approval to provide for a building addition to an existing fraternity house and a variance of development standards of the Special Districts Zoning Ordinance to provide for a building addition, with a nine-foot side setback and building mechanicals, with an eight-foot rear setback, to provide for a maximum building height of 40 feet, including rooftop mechanicals, **approved and granted**.

**2013-CAP-819 / 2013-CVR-819; 4721 Sunset Avenue (north of site)**, requested n University Quarter Two Approval to provide for a 540-square foot, one-story addition to a fraternity house and a variance a of development standards of the Special Districts Zoning Ordinance to provide for a 540-square foot, one-story addition to a fraternity house, with a proposed 11-foot south side setback, **approved and granted**.

**89-AP-157; 4610 Sunset Avenue (north of site)**, requested UQ-1 Approval to provide for a master parking plan, renovation of Hinkle Fieldhouse, three surface parking lots, and an Indianapolis Police Department antenna, **approved**.

**88-AP-185; 4610 Sunset Avenue (north of site)**, requested UQ-1 Approval of a living-learning center with associated parking, **approved**.





**LEGEND**

- 1 CONNECTION TO CLOWES MEMORIAL HALL
- 2 CAMPUS GATEWAYS
- 3 BUS/TRAILER PARKING
- 4 LOADING AREA
- 5 BOX OFFICE
- 6 STAGE
- 7 LOWER HOUSE
- 8 UPPER HOUSE
- 9 PREP AREA FOR CATERING



**SITE PLAN | NOT TO SCALE**

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**Project Narrative**  
**4600 Sunset Avenue**

Petitioner, Butler University (“Butler”) respectfully requests UQ-1 Approval to allow for the construction of the Allen Whitehill Clowes Ballroom (“Ballroom”) as approximately depicted on the proposed plans filed herewith. The Ballroom is the final addition to one of the nation’s finest fine arts educational facilities and will connect to both the existing Clowes Memorial Hall (“Clowes Memorial”) and the existing Schrott Center for the Arts (“Schrott Center”). The Ballroom will not only provide a world-class facility for fine arts students at Butler but will also welcome performances by a wide range of entertainers for enjoyment by the Indianapolis community.

**Ballroom Building:**

The proposed Ballroom is approximately 16,000 square feet, single-story, and the exterior walls are sandblasted precast concrete with projected and reveal detailing. The Ballroom is approximately 36-feet tall at the highest point. A new covered walkway along the west side of the Ballroom will serve as a campus entry as part of an “arts walk,” connecting the Ballroom, Clowes Memorial and Schrott Center. The project is designed to submit for LEED certification.

**Site and landscape architecture:**

Between the existing Clowes Memorial and the proposed Ballroom is a new 12’ wide concrete walk, flanked with shade tolerant ornamental shrubs and perennials. This walk provides access from the existing parking garage to the center of Butler campus. Along the east side of the site is a new 25’ wide concrete service drive and loading zone to access the proposed Ballroom loading area. The existing dumpster enclosure will remain to house and screen the proposed electrical transformers. The existing landscape along Sunrise Avenue has been widened and planted with evergreen trees and ornamental grasses to screen the loading area. A new dumpster enclosure will be located west of Clowes Memorial Hall and will feature the same ashlar limestone veneer as the adjacent building.

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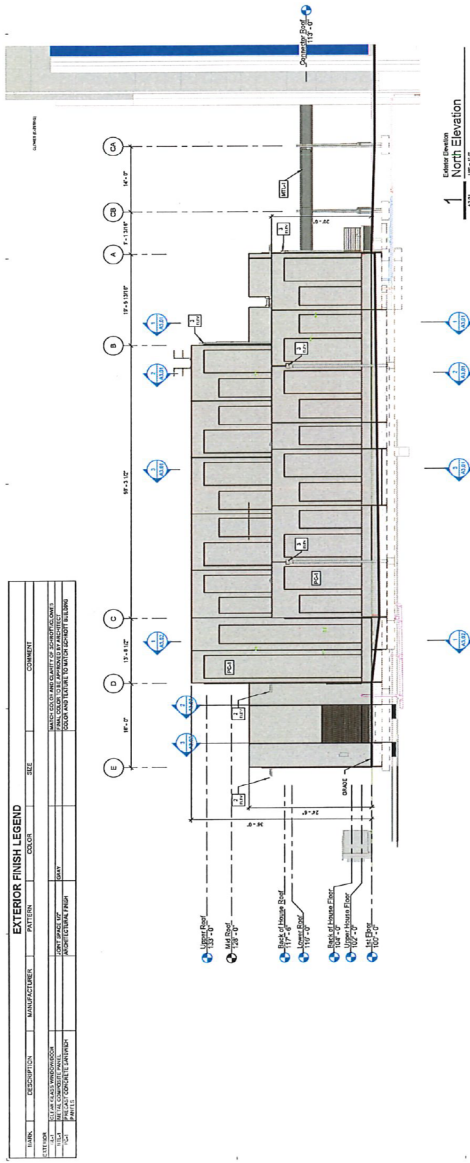
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DATE	NOTE
10/11/2017	REVISIONS TO THE EXTERIOR ELEVATION DRAWING
10/11/2017	REVISIONS TO THE EXTERIOR ELEVATION DRAWING
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MARK	DESCRIPTION	MANUFACTURER	FINISH	SECTION	SIZE	COMMENT
1	DOOR	CLARK CONSTRUCTION	WOOD			DOOR FRAME TO BE ADJUSTED TO MATCH DOOR
2	WINDOW	CLARK CONSTRUCTION	WOOD			WINDOW FRAME TO BE ADJUSTED TO MATCH WINDOW
3	WINDOW	CLARK CONSTRUCTION	WOOD			WINDOW FRAME TO BE ADJUSTED TO MATCH WINDOW
4	WINDOW	CLARK CONSTRUCTION	WOOD			WINDOW FRAME TO BE ADJUSTED TO MATCH WINDOW

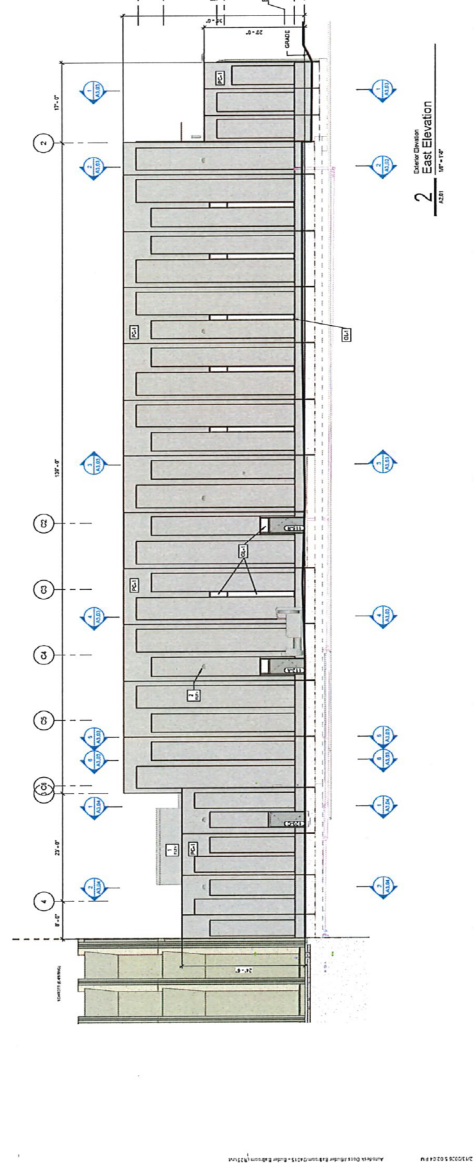
**NOT FOR CONSTRUCTION**

75% CONSTRUCTION DOCUMENT SET

BUTLER UNIVERSITY - ALLEN WHITEHILL CLOWES BALLROOM INDIANAPOLIS, IN 46208

1000 UNIVERSITY AVE.  
 INDIANAPOLIS, IN 46202  
 Phone: 317.464.1000  
 Website: www.butler.edu

SYMBOL	LEGEND
(1)	COORDINATE ELEVATIONS OF THIS SHEET.
(2)	COORDINATE ELEVATIONS OF THIS SHEET.
(3)	COORDINATE ELEVATIONS OF THIS SHEET.
(4)	COORDINATE ELEVATIONS OF THIS SHEET.



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4	WINDOW	CLARK CONSTRUCTION	WOOD			WINDOW FRAME TO BE ADJUSTED TO MATCH WINDOW

EXTERIOR ELEVATIONS  
**A2.01**

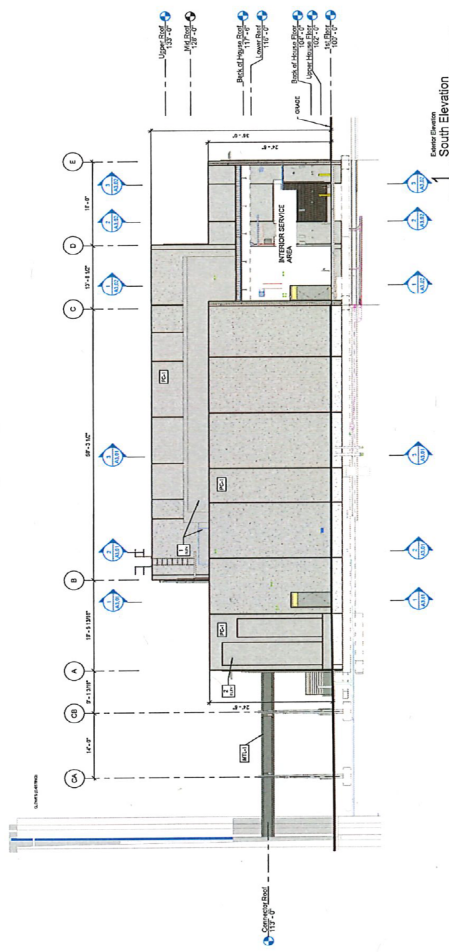
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**D**rowning  
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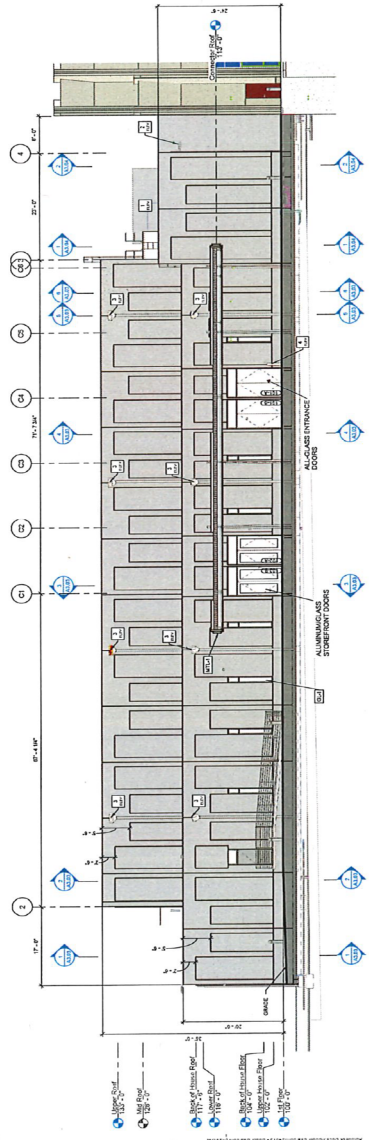
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CODED ELEVATION NOTES	
MARK	NOTE
1	SEE ARCHITECTURAL DRAWINGS FOR FINISHES
2	SEE ARCHITECTURAL DRAWINGS FOR FINISHES
3	SEE ARCHITECTURAL DRAWINGS FOR FINISHES
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19	SEE ARCHITECTURAL DRAWINGS FOR FINISHES
20	SEE ARCHITECTURAL DRAWINGS FOR FINISHES

EXTERIOR FINISH LEGEND			
MARK	DESCRIPTION	MANUFACTURER	NOTE
1	CONCRETE	CONCRETE	SEE ARCHITECTURAL DRAWINGS FOR FINISHES
2	BRICK	BRICK	SEE ARCHITECTURAL DRAWINGS FOR FINISHES
3	STONE	STONE	SEE ARCHITECTURAL DRAWINGS FOR FINISHES
4	GLASS	GLASS	SEE ARCHITECTURAL DRAWINGS FOR FINISHES
5	ALUMINUM	ALUMINUM	SEE ARCHITECTURAL DRAWINGS FOR FINISHES
6	PAINT	PAINT	SEE ARCHITECTURAL DRAWINGS FOR FINISHES
7	WOOD	WOOD	SEE ARCHITECTURAL DRAWINGS FOR FINISHES
8	ROOFING	ROOFING	SEE ARCHITECTURAL DRAWINGS FOR FINISHES
9	LANDSCAPE	LANDSCAPE	SEE ARCHITECTURAL DRAWINGS FOR FINISHES
10	MECHANICAL	MECHANICAL	SEE ARCHITECTURAL DRAWINGS FOR FINISHES
11	ELECTRICAL	ELECTRICAL	SEE ARCHITECTURAL DRAWINGS FOR FINISHES
12	PLUMBING	PLUMBING	SEE ARCHITECTURAL DRAWINGS FOR FINISHES
13	MECHANICAL	MECHANICAL	SEE ARCHITECTURAL DRAWINGS FOR FINISHES
14	ELECTRICAL	ELECTRICAL	SEE ARCHITECTURAL DRAWINGS FOR FINISHES
15	PLUMBING	PLUMBING	SEE ARCHITECTURAL DRAWINGS FOR FINISHES
16	MECHANICAL	MECHANICAL	SEE ARCHITECTURAL DRAWINGS FOR FINISHES
17	ELECTRICAL	ELECTRICAL	SEE ARCHITECTURAL DRAWINGS FOR FINISHES
18	PLUMBING	PLUMBING	SEE ARCHITECTURAL DRAWINGS FOR FINISHES
19	MECHANICAL	MECHANICAL	SEE ARCHITECTURAL DRAWINGS FOR FINISHES
20	ELECTRICAL	ELECTRICAL	SEE ARCHITECTURAL DRAWINGS FOR FINISHES



Exterior Elevation  
 South Elevation  
 SCALE: 1/8" = 1'-0"



Exterior Elevation  
 West Elevation  
 SCALE: 1/8" = 1'-0"

NOT FOR CONSTRUCTION

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BUTLER UNIVERSITY - ALLEN WHITEHILL CLOWES BALLROOM INDIANAPOLIS, IN 46208  
 Project No. 2015-000001  
 Date: 08/11/2015  
 Scale: 1/8" = 1'-0"

SYMBOL LEGEND	
1	CONCRETE
2	BRICK
3	STONE
4	GLASS
5	ALUMINUM
6	PAINT
7	WOOD
8	ROOFING
9	LANDSCAPE
10	MECHANICAL
11	ELECTRICAL
12	PLUMBING
13	MECHANICAL
14	ELECTRICAL
15	PLUMBING
16	MECHANICAL
17	ELECTRICAL
18	PLUMBING
19	MECHANICAL
20	ELECTRICAL

EXTERIOR ELEVATIONS  
 A2.02

**D**rowning day

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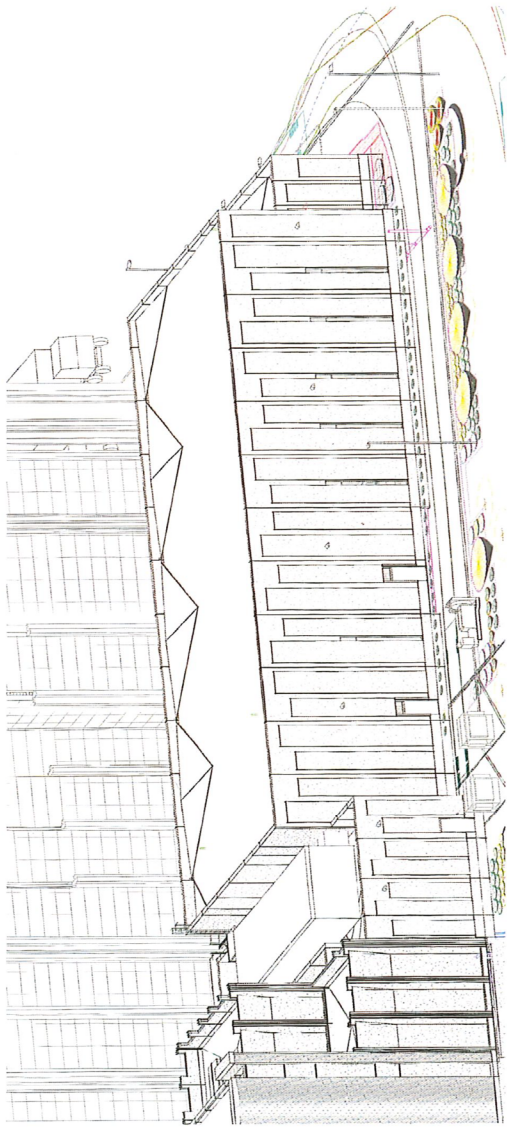
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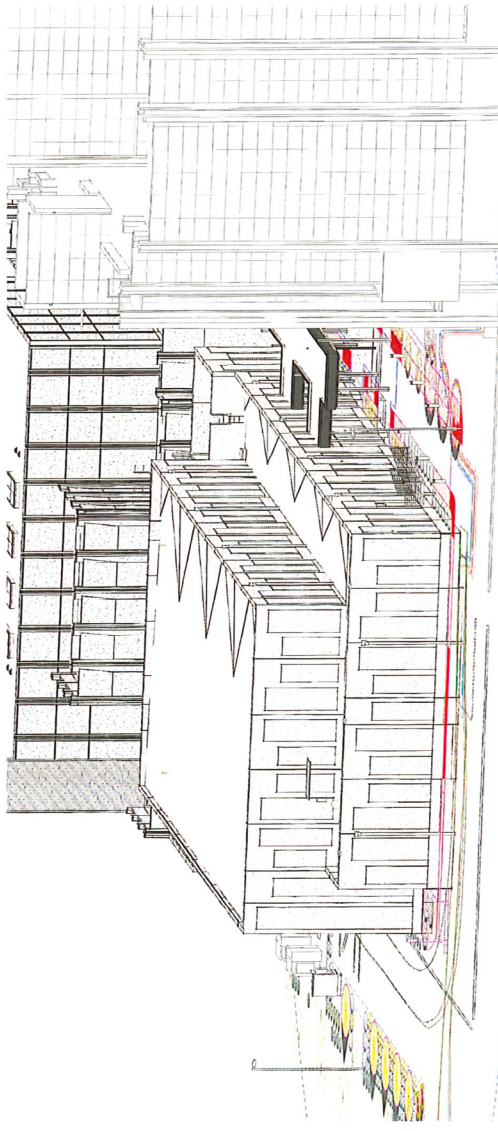
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1 3D View Southeast



2 3D View Northwest

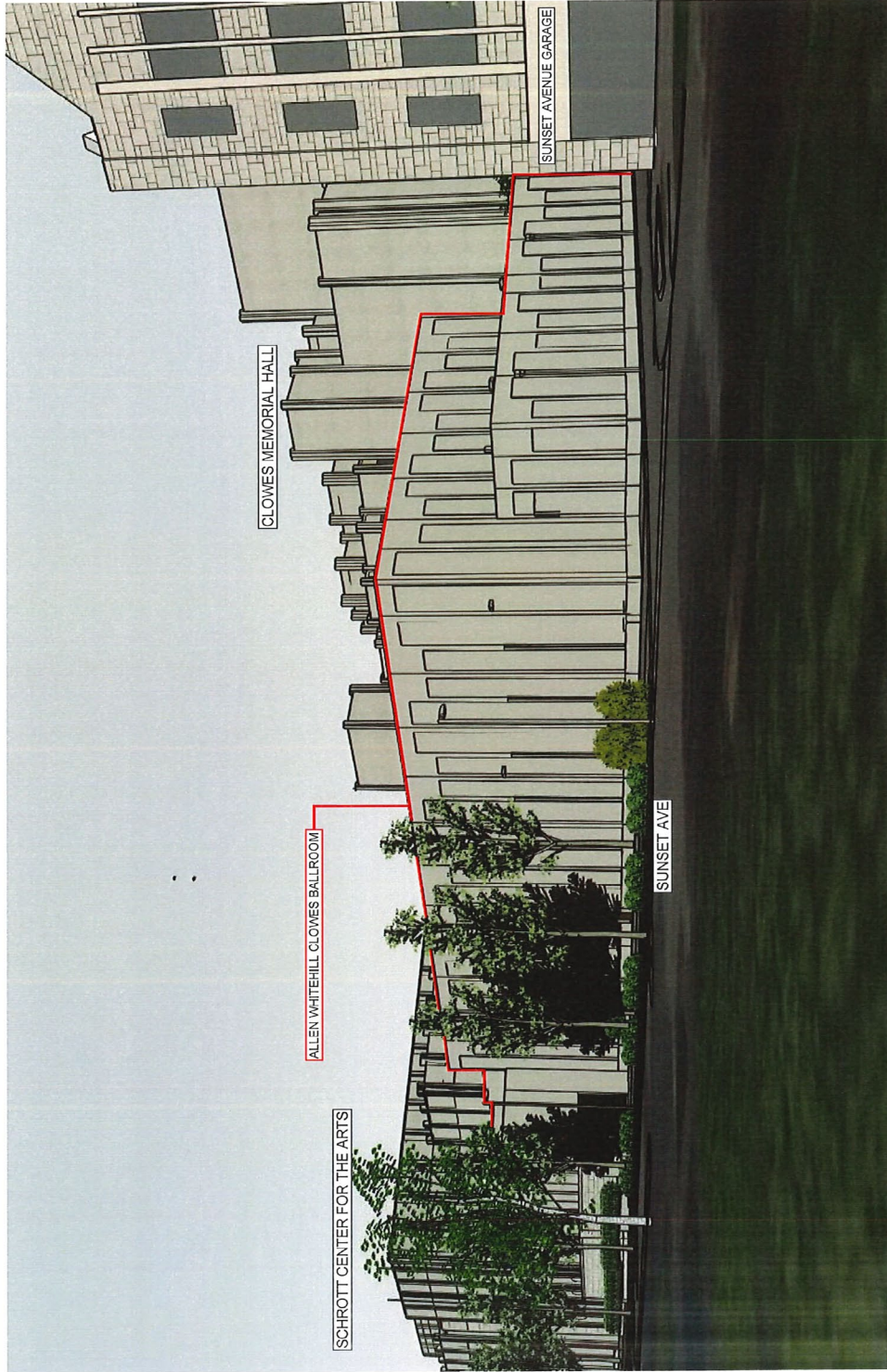
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BITLER UNIVERSITY -  
 ALLEN WHITEHILL  
 CLOWES BALLROOM  
 INDIANAPOLIS, IN 46228

DATE: 08/14/2013  
 TIME: 10:00 AM  
 PROJECT: 13-0001

EXTERIOR PERSPECTIVES  
 A2.21



**ALLEN WHITEHILL CLOWES BALLROOM | Street Level Northeast**  
© 2024 browning day | Ballroom | Project #24015 | Feb 17, 2025 | Page 1



Petition Number \_\_\_\_\_

METROPOLITAN DEVELOPMENT COMMISSION
OF MARION COUNTY, INDIANA
PETITION FOR UNIVERSITY QUARTER ONE/TWO APPROVAL
PETITION FOR PARK DISTRICT ONE/TWO APPROVAL
PETITION FOR HOSPITAL DISTRICT ONE/TWO APPROVAL

FINDINGS OF FACT

The Metropolitan Development Commission finds that the site and development plan file-dated \_\_\_\_\_, 2026

A. Has been designed to create a superior land development plan, in conformity with the Comprehensive Plan because:

The Comprehensive Plan recommends Regional Special Use for the site, which provides that "Partial property changes should remain thematically or economically supportive of the special use . . ." Land Use Plan Pattern Book, p. 16. The proposed use and plan are consistent with the Comprehensive Plan because Petitioner, Butler University ("Butler"), the owner of the site and the existing special use, proposes to construct a ballroom addition ("Ballroom") to connect to Clowes Memorial Hall ("Clowes Memorial") and The Schrott Center for the Arts ("Schrott Center") which is both thematically and economically supportive of Butler.

B. Creates and maintains a desirable, efficient and economical use of land with high functional and aesthetic value, attractiveness and compatibility of land uses, within the development plan district and with adjacent uses because:

The proposed Ballroom is an efficient and economical use of land as it is an addition to existing buildings, which addition will be constructed with high quality exterior and aesthetically valuable materials that complement the existing Clowes Memorial and Schrott Center buildings. The Ballroom is a compatible use, and is an additional amenity, to the Butler campus and to the Indianapolis community.

C. Provides sufficient and adequate multi-modal access, such as parking and loading areas, transit provisions, and bicycle facilities because:

As an addition to Clowes Memorial and Schrott Center, the Ballroom will utilize the existing parking garage north of the site, the new approved parking garage to be located in the southwestern portion of the Butler Campus and other available existing parking areas. A new loading area for the Ballroom is proposed on the east side of the Ballroom and a new pedestrian covered walkway is proposed on the west side of the Ballroom to serve as an "art walk" which will connect the Ballroom, Clowes Memorial and Schrott Center.

D. Integrates a multi-modal transportation network using active and passive traffic control with the existing and planned public streets and interior roads because:

As an addition to Clowes Memorial and Schrott Center, access to the Ballroom will be provided by the existing transportation network utilized for access to Clowes Memorial and Schrott Center.

E. Provides adequately for sanitation, drainage, and public utilities in a sustainable, low-impact manner because:

Clowes Memorial and Schrott Center have adequate existing utility services, which will be extended to the proposed Ballroom.



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

F. Allocates adequate sites for all uses proposed, - the design, character, grade, location, and orientation thereof to be appropriate for the uses proposed, logically related to existing and proposed topographical and other conditions, and consistent with the Comprehensive Plan, because:

The location of the Ballroom as an addition to Clowes Memorial and Schrott Center is an appropriate and logical addition to the Butler campus, as it will provide ample room for events and performances on the Butler Campus in an area which is already developed to accommodate on campus residents and visitors. The proposed Ballroom, which is thematically and economically supportive of Butler, is consistent with the Comprehensive Plan.

G. Provides pedestrian accessibility and connectivity, which may be paths, trails, sidewalks (If sidewalks are required to be installed, the Administrator or the Commission must be guided by provisions of Section 744-304 for the installation of sidewalks), or combination thereof; provides pedestrian accessibility to available public transit; and provides sidewalks along eligible public streets consisting of the walkway and any curb ramps or blended transitions because:

A new covered pedestrian walkway is proposed on the east side of the Ballroom which will connect the Ballroom, Clowes Memorial and the Schrott Center. Other pedestrian connections to the Ballroom are available, including the use of existing pedestrian connections on the Butler Campus.

**DECISION**

IT IS THEREFORE the decision of this body that this APPROVAL petition is APPROVED.

Adopted this \_\_\_\_\_ day of \_\_\_\_\_, 20 \_\_\_\_

\_\_\_\_\_  
Commission President/ Secretary



View looking north along Sunset Avenue



View looking south along Sunset Avenue



View of Clowes Memorial Hall and the Schrott Center for the Arts looking northeast



View of Clowes Memorial Hall and the Schrott Center for the Arts looking north



View of Schrott Center for the arts



View of site looking south



View from site looking north



View from site looking east



View looking west along the drive – site to the south

Enter any photographs or site plans