



**METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER**

April 9, 2026

Case Number:	2026-APP-006
Property Address:	1702 & 1706 Ruckle Street and 516 East 17 th Street (<i>approximate addresses</i>)
Location:	Center Township, Council District #13
Petitioner:	Holly Mate Holdings LLC, by Matthew Peyton
Current Zoning:	PK-2
Request:	Park District Two Approval to provide for a 5-unit townhome structure with attached garages accessed from the alley to the west.
Current Land Use:	Undeveloped
Staff Recommendations:	Approval
Staff Reviewer:	Michael Weigel, Principal Planner I

PETITION HISTORY

This is the first public hearing for this petition.

STAFF RECOMMENDATION

Staff recommends **approval** of the request.

PETITION OVERVIEW

LAND USE

The subject property is undeveloped and is comprised of three (3) parcels with a total size of 10,800 square feet. It is located at the intersection of 17th Street and Ruckle Street. The site has access to an improved alley, and surrounding land uses include single-family homes to the north, multi-family development to the south and west, and a school to the northeast. The property is near Dr. Martin Luther King Jr. Park to the east and the 16th Street Kroger to the south.

PARK DISTRICT APPROVAL

The PK-2 (Park District Two) zoning district is a Development Plan District that is designed to assure that the area peripheral to public parks will be compatible and harmonious with park uses. Permitted land uses include a variety of residential, institutional, agricultural, and commercial uses. The PK-2 district is a Development Plan District that requires Metropolitan Development Commission approval of most site and development plans.



Approval would allow for the construction of a new, 5-unit townhome structure, per the site plan, elevations, and landscaping plan within Exhibits below. Four (4) of the proposed units would have front entry features facing 17th Street to the south, while the fifth unit would have a doorway oriented to Ruckle Street. Each unit would have a 2-car garage opening into a common maneuvering area with vehicle access granted from the alley to the west of the property. The structure would have a maximum height of 36 feet, although the height of the unit closest to the single-family homes to the north would reduce in height to only two (2) stories. The development would also place of new perimeter landscaping along the frontages, buffering along the northern property line, and a communal vegetable garden space.

STAFF ANALYSIS

Staff would note that the PK-2 district allows for the proposed residential use by-right and that the proposed 20.17 dwelling units per acre would roughly correspond with relevant guidance for the Traditional Neighborhood typology (5-15 du/ac with higher density recommended if within a quarter-mile of a park). The proposed density would also be consistent with development at corner nodes along Ruckle Street immediately adjacent to the subject property, to the south and west. The height reduction of the dwelling unit closest to 1710 Ruckle to the north is consistent with Infill Housing Guidelines, and the proposed landscape buffer to the north would reduce any negative externality. For these reasons, staff recommends approval of the petition to allow for construction of the 5-unit townhomes.

GENERAL INFORMATION

Existing Zoning	PK-2		
Existing Land Use	Undeveloped		
Comprehensive Plan	Traditional Neighborhood		
Surrounding Context	<u>Zoning</u>	<u>Land Use</u>	
	North:	PK-2	Single-Family Residential
	South:	PK-2	Multi-Family Residential
	East:	PK-2	Institutional
	West:	PK-2	Multi-Family Residential
Thoroughfare Plan			
Ruckle Street	Local Street	48-foot proposed right-of-way and 50-foot existing right-of-way	
17 th Street	Local Street	48-foot proposed right-of-way and 50-foot existing right-of-way	
Context Area	Compact		
Floodway / Floodway Fringe	No		
Overlay	No		
Wellfield Protection Area	No		
Site Plan	February 26, 2026		
Site Plan (Amended)	March 31, 2026		
Elevations	February 26, 2026		
Elevations (Amended)	N/A		

Landscape Plan	March 31, 2026
Findings of Fact	February 26, 2026
Findings of Fact (Amended)	N/A

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

- Marion County Land Use Plan Pattern Book (2019)

Pattern Book / Land Use Plan

- The Traditional neighborhood typology includes a full spectrum of housing types, ranging from single family homes to large-scale multifamily housing. The development pattern of this typology should be compact and well-connected, with access to individual parcels by an alley when practical. Building form should promote the social connectivity of the neighborhood, with clearly defined public, semi-public, and private spaces. Infill development should continue the existing visual pattern, rhythm, or orientation of surrounding buildings when possible. A wide range of neighborhood-serving businesses, institutions and amenities should be present. Ideally, most daily needs are within walking distance. This typology usually has a residential density of 5 to 15 dwelling units per acre, but a higher density is recommended if the development is within a quarter mile of a frequent transit line, greenway, or park.

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 height of buildings sets the tone of the block and is a major factor in the overall character of a neighborhood. Development should consider the shortest and tallest buildings on the block when planning height and should avoid significant jumps in height. Taller-than-average buildings should consider step backs.

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

- Not Applicable to the Site.



ZONING HISTORY

Zoning History – Site

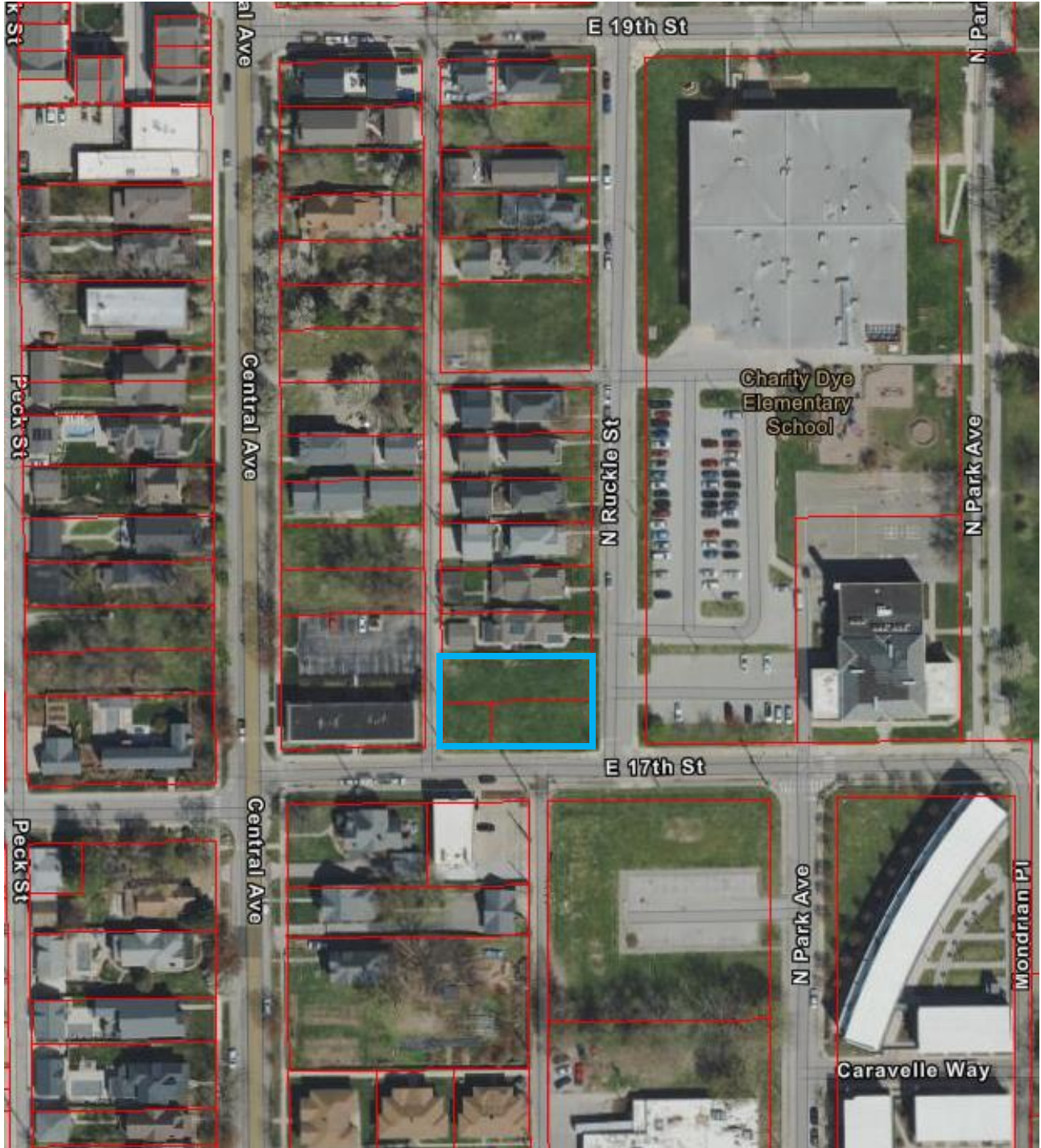
N/A

Zoning History – Vicinity

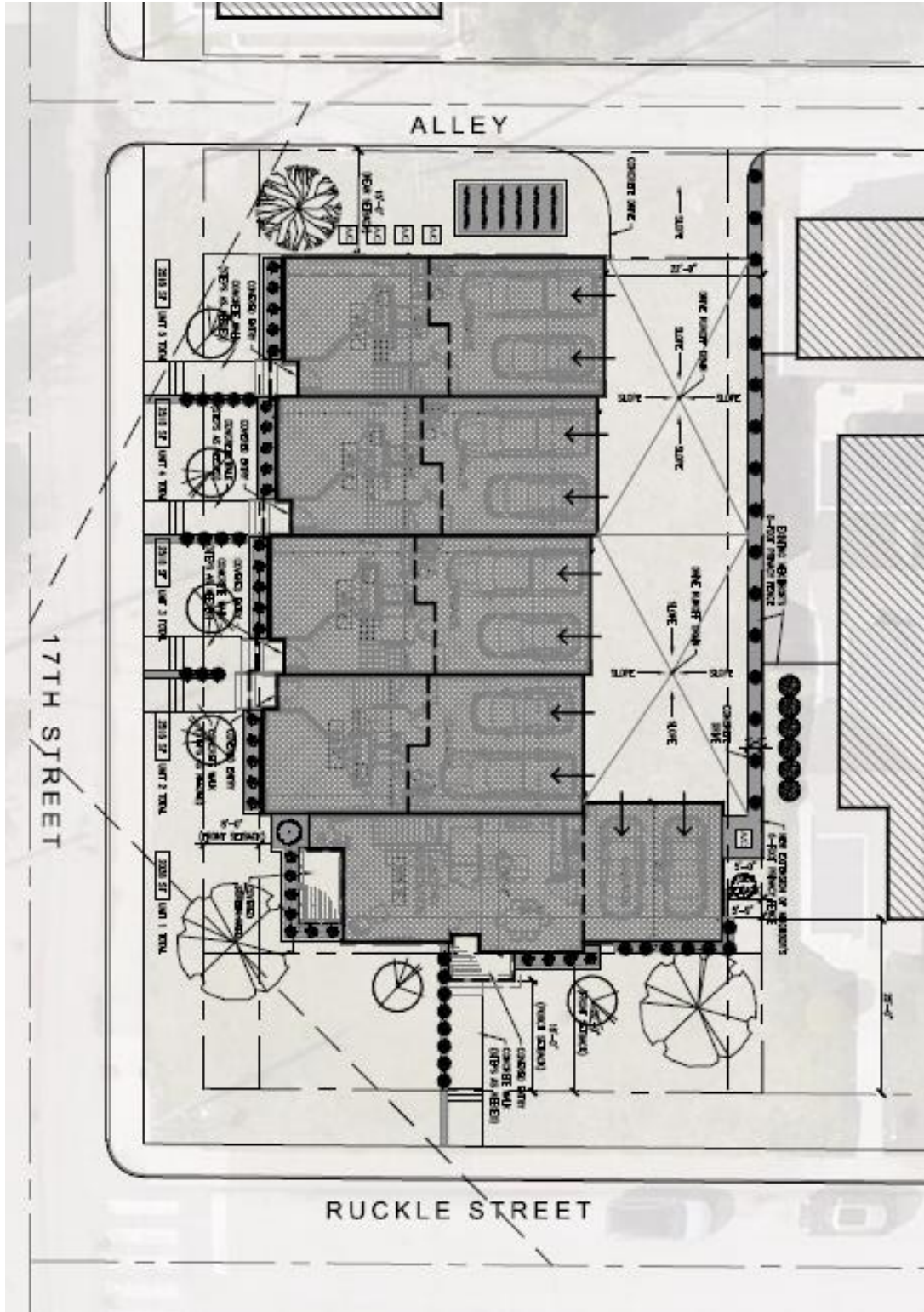
2010APP006 ; 1621 North Park Avenue (southeast of site), Park District-Two Approval to provide for 155 multifamily units, approved.

EXHIBITS

2026APP006 ; Aerial Map



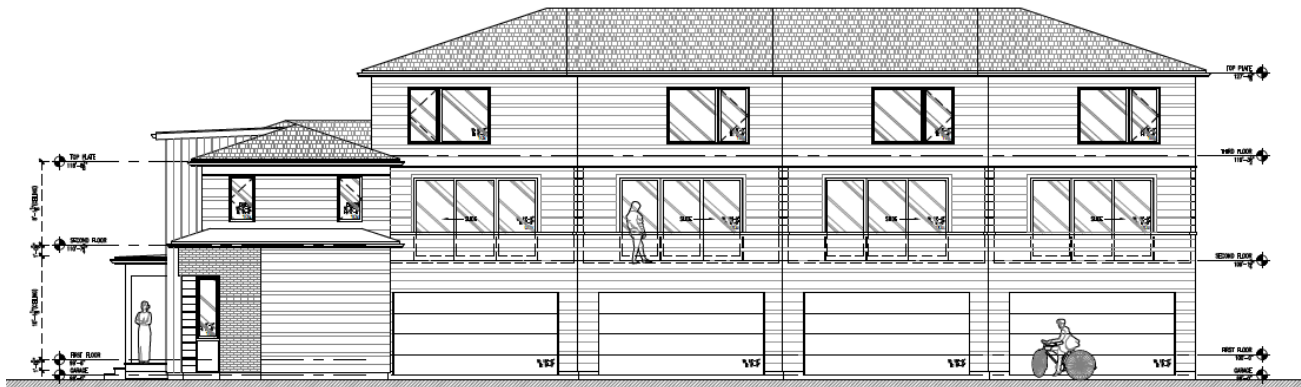
2026APP006 ; Site Plan



2026APP006 ; Elevations



Southern



Northern



Eastern & Western

2026APP006 ; Renderings



Development from Southeast



Development from Southwest

2026APP006 ; Renderings (continued)



Development from North



Height Comparison with Properties to North



2026APP006 ; Findings of Fact

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

The proposed development is a 5-unit row house residence. The proposed development follows the direction of the comprehensive plan for a traditional neighborhood with a mix of building types from single-family homes to large-scale multifamily housing.

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 development provides the use and density as recommended by the comprehensive plan for multifamily housing within a traditional neighborhood. The overall scale of the development matches adjacent structures along 17th Street, and reduces in scale along Ruckle Street where residential properties have a lower overall height. The development shares many of the characteristics of the surrounding residential neighborhood with similar materiality and quality.

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

The proposed development includes two (2) off street parking spaces inside an attached garage with direct access to the alley along the west side of the property. Guest parking is available utilizing existing street parking on Ruckle Street and 17th Street. The proposed development maintains multi-modal access with accessible sidewalks and street parking.

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

The proposed development through the use of sidewalks and driveway have access to the surrounding public streets and interior alley.

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

The low impact nature of the small-scale multifamily development provides open lawn area for proper drainage, as the driveway will be designed to mitigate all runoff to adjacent properties. The proposed development utilizes three (3) separate parcels that would have the same impact per unit on existing public sanitary and utilities that serve the existing neighborhood.

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 proposed multifamily development complies with the Comprehensive Plan of Marion County for a traditional neighborhood with dedicated residential uses with this PK2 zoning area. A mix of housing types is encourage with a traditional neighborhood with this development adding to the mix of single family dwellings and multifamily housing. The units along 17th Street compliment the frontage and style of the other multifamily structures along the street, and the unit facing Ruckle Street relates to adjacent single family dwellings.

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:

The proposed development provides direct access via sidewalks to the existing public sidewalk found along the neighborhood streets.

2026APP006 ; Photographs



Photo 1: Subject Site Viewed from East



Photo 2: Subject Site Viewed from South

2026APP006 ; Photographs (continued)



Photo 3: Subject Site Viewed from West



Photo 4: Adjacent Property to North

2026APP006 ; Photographs (continued)



Photo 5: Adjacent Property to East



Photo 6: Adjacent Property to Southeast

2026APP006 ; Photographs (continued)



Photo 7: Adjacent Property to South



Photo 8: Adjacent Property to Southwest

2026APP006 ; Photographs (continued)



Photo 9: Adjacent Building to West



Photo 10: Adjacent Parking Area to Northwest