

## STAFF REPORT

### Department of Metropolitan Development Division of Planning Current Planning Section

**Case Number:** 2023-CZN-852 / 2023-CVR-852  
**Address:** 1902 Alvord Street (*Approximate Addresses*)  
**Location:** Center Township, Council District #17  
**Petitioner:** Urban Core Associates, LLC, by Joseph D. Calderon  
**Request:** Rezoning of 0.64 acre from the MU-1 district to the D-8 district to provide for a townhome development.

Variance of Development Standards of the Consolidated Zoning and Subdivision Ordinance to provide for a townhome development with lots ranging from 800-square feet to 1,100-square feet (minimum 2,000-square foot lot required), with a 10-foot rear setback (fifteen feet required) and with main-floor area ranging from 406-square feet to 466-square feet (660-square feet required).

The Hearing Examiner acknowledged a timely automatic continuance that continued this petition from the September 28, 2023 hearing, to the October 26, 2023 hearing.

### **RECOMMENDATIONS**

Staff **recommends approval** of these requests, subject to the following commitment being reduced to writing on the Commission's Exhibit "B" forms at least three days prior to the MDC hearing:

1. The site and improved areas within the site shall be maintained in a reasonably neat and orderly manner during and after development of the site with appropriate areas and containers / receptacles provided for the proper disposal of trash and other waste.
2. Connections to the Monon Trail and all greenways / trails shall be prohibited unless reviewed and approved by the Department of Public Works, Greenways Section or its equivalent agency.

### **SUMMARY OF ISSUES**

The following issues were considered in formulating the recommendation:

#### **LAND USE**

- ◇ This 0.64-acre site, zoned MU-1, is undeveloped and surrounded by undeveloped land to the north, zoned D-8; single-family dwellings to the south, across East 19<sup>th</sup> Street, zoned D-P; single-family dwellings to the east, across Alvord Street, zoned D-8; and the Monon Trail to the west, zoned, I-3.

(Continued)

**REZONING**

- ◇ This request would rezone the site from the MU-1 District to the D-8 classification. “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.
- ◇ 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 6 to 25 dwelling units per acre.”
- ◇ The Pattern Book lays out a land use classification system that guides the orderly development of the county, protects the character of neighborhoods and serves as a policy guide for development or redevelopment of a site.
- ◇ The following elements of the Pattern Book apply to this site:

*Conditions for All Land Use Types*

- 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.

(Continued)

## **STAFF REPORT 22023-CZN-852 / 2023-CVR-852 (Continued)**

*Attached Housing (defined as Duplexes, triplexes, quads, townhouses, row houses, stacked flats, and other, similar legally complete dwellings joined by common walls and typically with each unit on its own lot or part of a condominium.)*

- Recommended without additional conditions.

### **Environmental Public Nuisances**

- ◇ The purpose of the Revised Code of the Consolidated City and County, Sec.575 (Environmental Public Nuisances) is to protect public safety, health and welfare and enhance the environment for the people of the city by making it unlawful for property owners and occupants to allow an environmental public nuisance to exist.
- ◇ All owners, occupants, or other persons in control of any private property within the city shall be required to keep the private property free from environmental nuisances.
- ◇ Environmental public nuisance means:
  1. Vegetation on private or governmental property that is abandoned, neglected, disregarded or not cut, mown, or otherwise removed and that has attained a height of twelve (12) inches or more;
  2. Vegetation, trees or woody growth on private property that, due to its proximity to any governmental property, right-of-way or easement, interferes with the public safety or lawful use of the governmental property, right-of-way or easement or that has been allowed to become a health or safety hazard;
  3. A drainage or stormwater management facility as defined in Chapter 561 of this Code on private or governmental property, which facility has not been maintained as required by that chapter; or
  4. Property that has accumulated litter or waste products, unless specifically authorized under existing laws and regulations, or that has otherwise been allowed to become a health or safety hazard.
- ◇ Staff would request a commitment that emphasizes the importance of maintaining the site in a neat and orderly manner at all times and provide containers and receptacles for proper disposal of trash and other waste.

### **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.”

(Continued)

## **STAFF REPORT 22023-CZN-852 / 2023-CVR-852 (Continued)**

- ◇ 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.”
- ◇ Elevations were submitted with the petition that would be “similar to” those that would be constructed on this site. Because elevations for the site were not submitted, staff would request that elevations be submitted for Administrator Approval prior to the issuance of an Improvement Location Permit (ILP) to confirm that the proposed residential development would be architecturally compatible and harmonious with the surrounding land uses and neighborhood character.

## **Site Plan**

- ◇ The site plan, file dated August 25, 2023, depicts the development of the overall site with 42 townhomes. The townhomes would front on Alvord Street to the east and adjacent to the Monon Trail to the west.
- ◇ Access would be gained from a central 30-foot-wide private street between North 19<sup>th</sup> Street and North 20<sup>th</sup> Street.
- ◇ Rezoning petitions 2022-ZON 059 / VAR-004 rezoned the northern portion of the parcel to D-8. This petition would result in development of the entire parcel under one zoning district.

(Continued)



## **STAFF REPORT 2023-CZN-852 / 2023-CVR-852 (Continued)**

### **VARIANCE OF DEVELOPMENT STANDARDS**

- ◇ This request would provide for a townhome development with lots ranging from 800-square feet to 1,100-square feet when the Ordinance requires a 2,000-square foot lot.
- ◇ The request would allow for a 10-foot rear setback when the Ordinance requires fifteen feet and with main-floor area ranging from 406-square feet to 466-square feet when the Ordinance requires 660-square feet.
- ◇ All three of these variance requests would permit smaller units and more units on site than the Ordinance would allow but given the mix of residential types and densities in the vicinity, staff believes the reductions are acceptable and supportable. Additionally, similar variances have been approved for the adjoining development to the north that would result in an overall consistency as the site is developed.

### **Planning Analysis**

- ◇ Historic aerials seem to indicate that the site was transitioning from residential to industrial use in the 1930s and 1940s, was used industrially from the 1950s through the 1990s, and has been mostly vacant since that time. The site is adjacent to former rail rights-of-way to the west that includes The Monon Trail. Between 16<sup>th</sup> Street and Fall Creek, the properties lining the former rail corridors were historically a mix of industrial and residential uses. After the closure of the railroad and establishment of the Monon Trail, a variety of residential uses have begun to replace the industrial uses.
- ◇ The request would be consistent with the Comprehensive Plan recommendation of village mixed-use typology and compatible with and supportive of the residential redevelopment occurring in the immediate area. Furthermore, the proposed D-8 District would be consistent with surrounding D-8 districts.
- ◇ For these reasons, staff recommends approval of the rezoning request.

### **GENERAL INFORMATION**

#### **EXISTING ZONING AND LAND USE**

MU-1	Undeveloped land
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#### **SURROUNDING ZONING AND LAND USE**

North -	D-8	Undeveloped land
South -	D-P	Single-family dwellings
East -	D-8	Single-family dwellings
West -	I-3	Monon Trail

#### **COMPREHENSIVE PLAN**

The Comprehensive Land Use Plan for Indianapolis and Marion County (2018) recommends village mixed-use typology.

Marion County Land Use Pattern Book (2019).

Infill Housing Guidelines (2021)  
(Continued)

## **STAFF REPORT 2023-CZN-852 / 2023-CVR-852 (Continued)**

THOROUGHFARE PLAN	<p>This portion of Alvord Street is designated in the Marion County Thoroughfare Plan as a local street, with an existing 62-foot right-of-way and a proposed 48-foot right-of-way.</p> <p>This portion of East 19<sup>th</sup> Street is designated in the Marion County Thoroughfare Plan as a local street, with an existing 50-foot right-of-way and a proposed 48-foot right-of-way.</p>
CONTEXT AREA	This site is located within the compact context area.
OVERLAY	There is no overlay for this site.
SITE PLAN	File-dated August 25, 2023
CONCEPTUAL ELEVATIONS	File-dated August 25, 2023
FINDINGS OF FACT	File-dated August 25, 2023

### **ZONING HISTORY**

**2022-ZON-059 / 2022-VAR-004; 1902 Alvord Street (north of site);** requested the rezoning of 1.38 acres from the MU-1 district to the D-8 district, to provide for a townhome development and a variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for a townhome development with lots ranging from 1,074 square feet to 1,091-square feet and a 10-foot west rear setback and main floor area ranging from 405-square feet to 466-square feet, **approved and granted.**

**2011-ZON-077; 1902 Alvord Street (west of site),** requested rezoning of 2 acres from the I-3-U district to the C-2 classification, **approved.**

### **VICINITY**

**2023-ZON-027; 1130 and 1134 East 19<sup>th</sup> Street (east of site),** requested rezoning of 0.14 acres from the C-3 district to the D-8 district to provide for single-family dwellings, **approved.**

**2020-CZN 838 / 2020-CVR-838; 1126 East 19<sup>th</sup> Street (east of site),** requested rezoning of 0.7 acre from the C-3 district to the D-8 district and a variance of development standards to provide for a single-family dwelling on a lot with 29.5 feet of frontage, with a porch and steps with a 0.5-foot setback and with 49% open space, **approved and granted.**

**2020-CZN-813 / 2020-CVR-813; 1118 East 19<sup>th</sup> Street (east of site),** requested rezoning of 0.14 acre from the C-3 district to the D-8 district and a variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for the construction of a single-family dwelling with a 9.5-foot front setback from Alvord Street and a four-foot rear setback and detached garage with a 9.5-foot front setback from Alvord Street and a six-foot rear setback, **approved and granted.**

(Continued)

**STAFF REPORT 2023-CZN-852 / 2023-CVR-852 (Continued)**

**2019-CZN-850 / 2019-CVR-850; 1118 East 19<sup>th</sup> Street (east of site)**, requested the rezoning of 0.1039 acre from the C-3 district to the D-8 classification and to reduce the required front setback from 18 feet to twelve feet, **withdrawn**.

**2019-ZON-128; 1051 East 19<sup>th</sup> Street and 1720 North Alvord Street (west of site)**, requested rezoning of 2.12 acres from the I-3 district to the D-P district to provide for 37 single-family attached dwelling units at a density of 17.5 units per acre, **approved**.

**2019-ZON-103; 1661 Cornell Avenue (southwest of site)**, requested the rezoning of 0.12 acre from the I-3 district to the D-8 classification, **approved**.

**2019-DV3-041; 1136 and 1138 East 19<sup>th</sup> Street (east of site)**, requested a variance of development standards to provide for a two-family dwelling with reduced setback, **granted**.

**2018-ZON-013, 1136 and 1138 East 19<sup>th</sup> Street (east of site)**; requested rezoning of 0.116 acre, from the C-3 District, to the D-8 classification to provide for residential uses, **approved**.

**2015-CZN-835, 2015-CVR-835; 1102 East 16<sup>th</sup> Street (south of site)**, requested the rezoning of 4.5 acres from the I-3-U, D-8 and C-5 districts to the C-3C classification, and to provide for a reduced setback and reduction in the number of required parking spaces, **approved**.

**2011-ZON-077; 1902 Alvord Street (west of site)**, requested rezoning of 2 acres from the I-3-U district to the C-2 classification, **approved**.

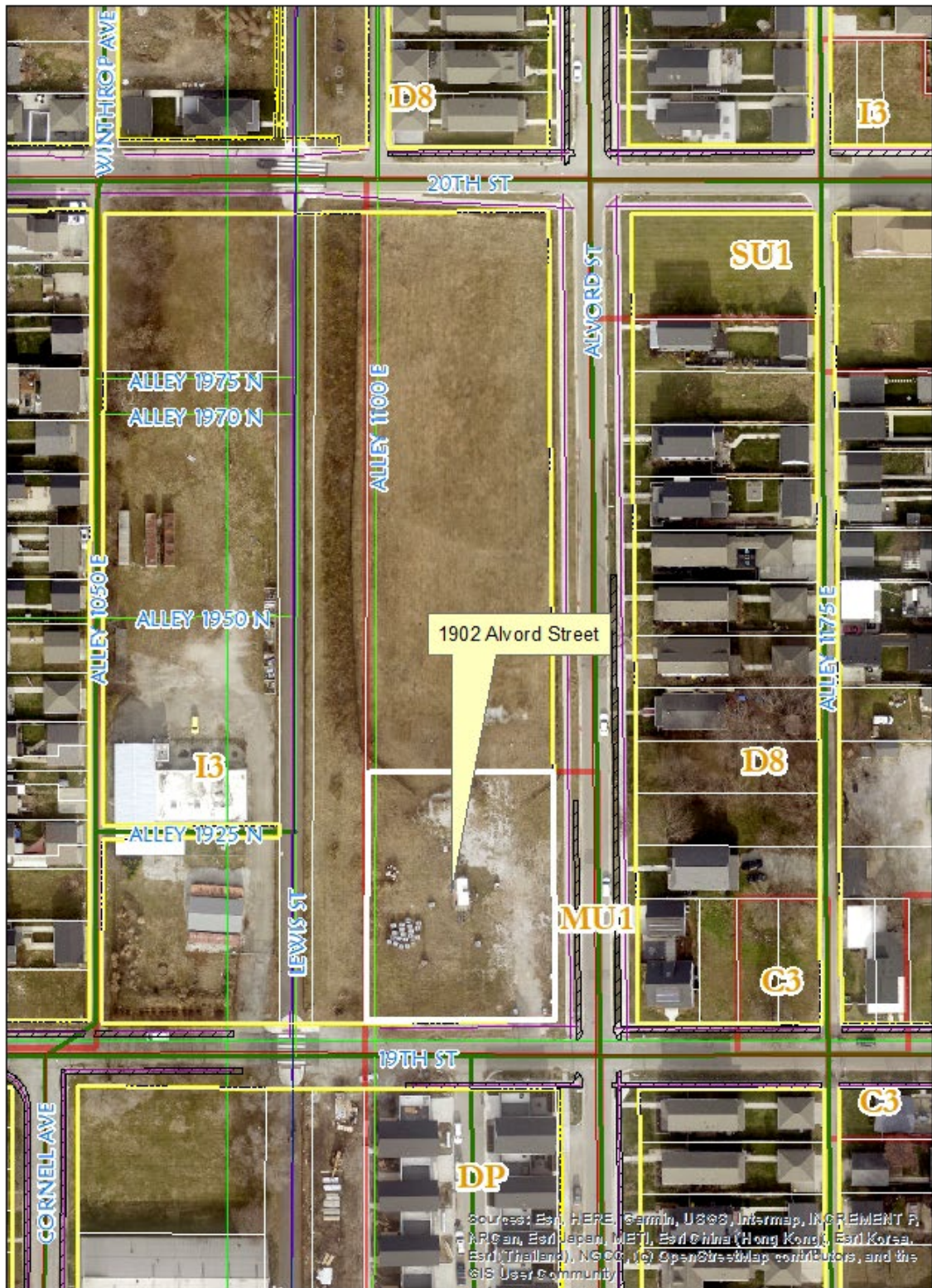
**2006-ZON-085; 1115 East 19<sup>th</sup> Street (west of site)**, requested rezoning of 0.24 acre from the C-3 district to the D-8 classification, **approved**.

**2000-UV1-006; 1824 Yandes Street (east of site)**, requested a variance of use of the commercial Zoning Ordinance to provide for the use of a detached garage for storage for an existing church, **granted**.

**95-UV1-37; 1802 – 1804 Alvord Street (south of site)**, variance of use to provide for automobile repair and a gravel parking area, **granted**.

**94-UV3-112; 1714 – 1720 Alvord Street (south of site)**, variance of use to legally establish a social organization, **granted**.

**91-UV1-41; 1824 Yandes Street (east of site)**, requested a variance of use of the Commercial Zoning Ordinance to permit the construction of a church, **granted**.

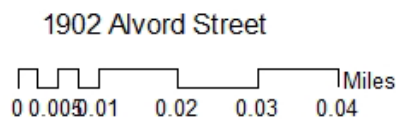
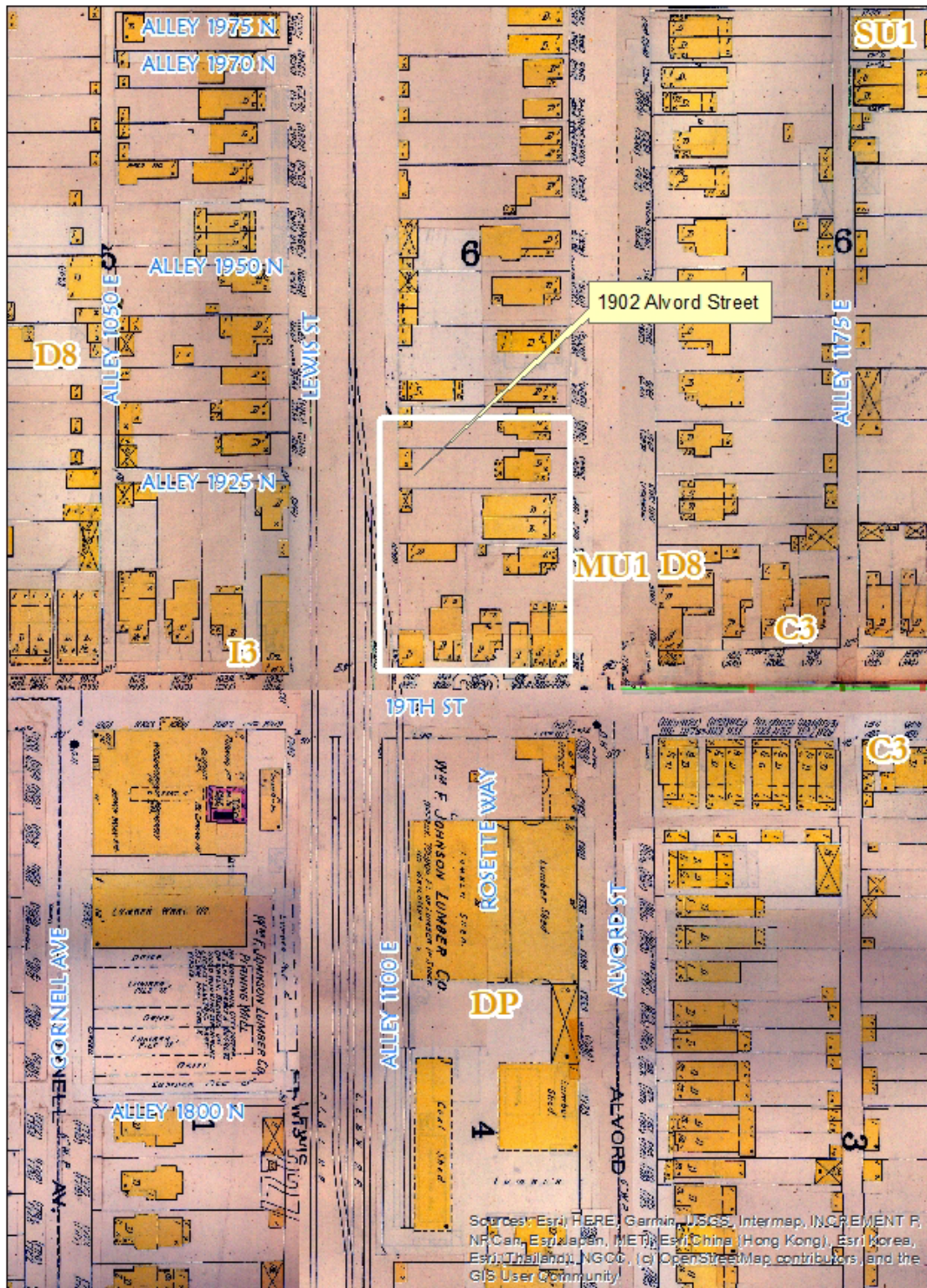


1902 Alvord Street

0 0.005 0.01 0.02 0.03 0.04 Miles



# 1898 Sanborn Map





# CONCEPTUAL LAND PLAN "E"

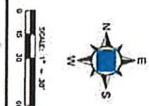
July 31, 2023

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**WEIL ENGINEERS**  
Environmental Engineering  
Land Development Engineering  
Water Resources Engineering

NO.	DESCRIPTION	DATE	BY	CHKD.
1	CONCEPTUAL LAND PLAN "E"	7/31/23	WEL	WEL
2	REVISION			
3	REVISION			
4	REVISION			
5	REVISION			

1902 ALVORD STREET  
Lennar Homes of Indiana, LLC.  
CONCEPTUAL LAYOUT  
SHEET 1 OF 1



**Section 05 - Traditional Yard and Edge Landscaping**  
A. Mechanically finished landscape planting materials shall be installed in accordance with the following specifications:  
1. Planting materials shall be selected from the following list:  
a. Trees: 2" minimum caliper, 10' minimum height, 1" minimum trunk diameter.  
b. Shrubs: 6" minimum height, 1" minimum trunk diameter.  
c. Perennials: 12" minimum height, 12" minimum width.  
d. Annuals: 12" minimum height, 12" minimum width.  
2. Planting materials shall be installed in accordance with the following specifications:  
a. Trees: 2" minimum caliper, 10' minimum height, 1" minimum trunk diameter.  
b. Shrubs: 6" minimum height, 1" minimum trunk diameter.  
c. Perennials: 12" minimum height, 12" minimum width.  
d. Annuals: 12" minimum height, 12" minimum width.

**TABLE 1.0 - TRADITIONAL YARD AND EDGE LANDSCAPING**

Item	Quantity	Unit	Notes
1. Trees (2" minimum caliper, 10' minimum height, 1" minimum trunk diameter)	10	Each	
2. Shrubs (6" minimum height, 1" minimum trunk diameter)	20	Each	
3. Perennials (12" minimum height, 12" minimum width)	100	Each	
4. Annuals (12" minimum height, 12" minimum width)	100	Each	

**TABLE 2.0 - TRADITIONAL YARD AND EDGE LANDSCAPING**

Item	Quantity	Unit	Notes
1. Trees (2" minimum caliper, 10' minimum height, 1" minimum trunk diameter)	10	Each	
2. Shrubs (6" minimum height, 1" minimum trunk diameter)	20	Each	
3. Perennials (12" minimum height, 12" minimum width)	100	Each	
4. Annuals (12" minimum height, 12" minimum width)	100	Each	

**TABLE 3.0 - TRADITIONAL YARD AND EDGE LANDSCAPING**

Item	Quantity	Unit	Notes
1. Trees (2" minimum caliper, 10' minimum height, 1" minimum trunk diameter)	10	Each	
2. Shrubs (6" minimum height, 1" minimum trunk diameter)	20	Each	
3. Perennials (12" minimum height, 12" minimum width)	100	Each	
4. Annuals (12" minimum height, 12" minimum width)	100	Each	

**TABLE 4.0 - TRADITIONAL YARD AND EDGE LANDSCAPING**

Item	Quantity	Unit	Notes
1. Trees (2" minimum caliper, 10' minimum height, 1" minimum trunk diameter)	10	Each	
2. Shrubs (6" minimum height, 1" minimum trunk diameter)	20	Each	
3. Perennials (12" minimum height, 12" minimum width)	100	Each	
4. Annuals (12" minimum height, 12" minimum width)	100	Each	

**TABLE 5.0 - TRADITIONAL YARD AND EDGE LANDSCAPING**

Item	Quantity	Unit	Notes
1. Trees (2" minimum caliper, 10' minimum height, 1" minimum trunk diameter)	10	Each	
2. Shrubs (6" minimum height, 1" minimum trunk diameter)	20	Each	
3. Perennials (12" minimum height, 12" minimum width)	100	Each	
4. Annuals (12" minimum height, 12" minimum width)	100	Each	

**TABLE 6.0 - TRADITIONAL YARD AND EDGE LANDSCAPING**

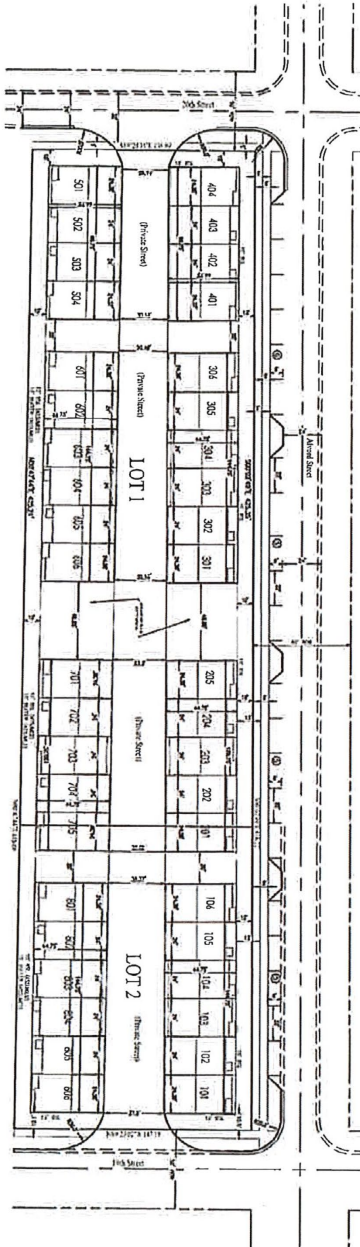
Item	Quantity	Unit	Notes
1. Trees (2" minimum caliper, 10' minimum height, 1" minimum trunk diameter)	10	Each	
2. Shrubs (6" minimum height, 1" minimum trunk diameter)	20	Each	
3. Perennials (12" minimum height, 12" minimum width)	100	Each	
4. Annuals (12" minimum height, 12" minimum width)	100	Each	

**TABLE 7.0 - TRADITIONAL YARD AND EDGE LANDSCAPING**

Item	Quantity	Unit	Notes
1. Trees (2" minimum caliper, 10' minimum height, 1" minimum trunk diameter)	10	Each	
2. Shrubs (6" minimum height, 1" minimum trunk diameter)	20	Each	
3. Perennials (12" minimum height, 12" minimum width)	100	Each	
4. Annuals (12" minimum height, 12" minimum width)	100	Each	

**TABLE 8.0 - TRADITIONAL YARD AND EDGE LANDSCAPING**

Item	Quantity	Unit	Notes
1. Trees (2" minimum caliper, 10' minimum height, 1" minimum trunk diameter)	10	Each	
2. Shrubs (6" minimum height, 1" minimum trunk diameter)	20	Each	
3. Perennials (12" minimum height, 12" minimum width)	100	Each	
4. Annuals (12" minimum height, 12" minimum width)	100	Each	



**LENNAR**

The Bakery | The Talbott II



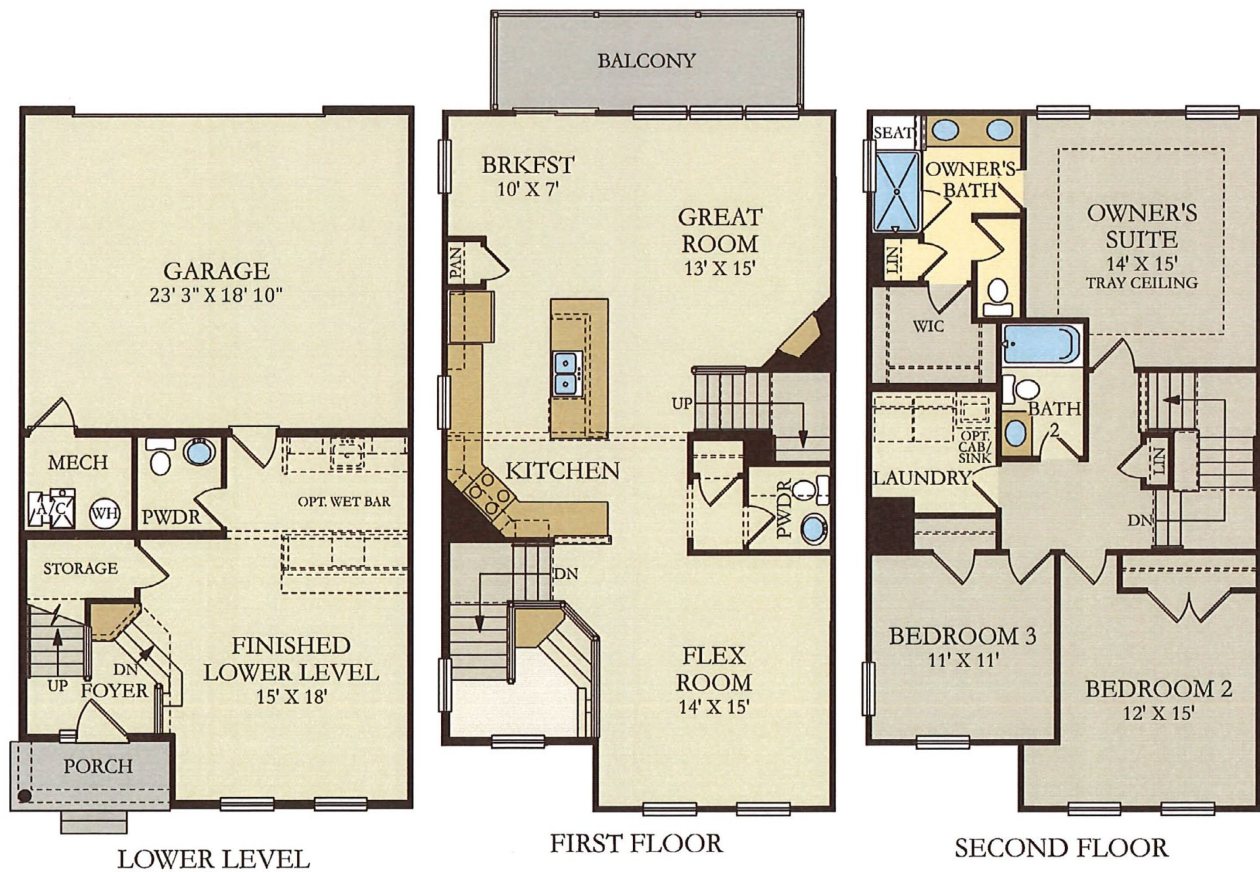
**Elevation**

**LENNAR.COM**

\* Elevation is an artist rendering and may include optional features, refer to Sellers blueprints for exact elevation details.



## The Bakery | The Talbott II



Elevations of a home may vary and we reserve the right to substitute and/or modify design and materials, in our sole opinion and without notice. Garage sizes may vary from home to home and may not accommodate all vehicles. The specific features in a home may vary from home to home and from one community to another. We reserve the right to substitute equipment, material, appliances and brand names with items of equal or higher value, in our sole opinion. Color and size variations may occur. The prices of our homes, included features, and available locations are subject to change without notice. Please see the actual home purchase agreement for additional information, disclosures and disclaimers relating to the home and its features. Plans and elevations are artist's renderings and may contain options which are not standard on all models. Lennar reserves the right to make changes to these floor plans, specifications, dimensions and elevations without prior notice. Stated dimensions and square footage are approximate and should not be used as representation of the home's precise or actual size. Any statement, verbal or written, regarding "under all" or "finished area" or any other description or modifier of the square footage size of any home is a shorthand description of the manner in which the square footage was estimated and should not be construed to indicate certainty. Visit [Lennar.com](http://Lennar.com) or see a Lennar New Home Consultant for further details and important legal disclaimers. This is not an offer in states where prior registration is required. Void where prohibited by law. Copyright © Lennar Corporation. Lennar and the Lennar logo are U.S. registered service marks or service marks of Lennar Corporation and/or its subsidiaries. 7/19



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

**METROPOLITAN DEVELOPMENT COMMISSION  
HEARING EXAMINER  
METROPOLITAN BOARD OF ZONING APPEALS, Division \_\_\_\_\_  
OF MARION COUNTY, INDIANA**

**PETITION FOR VARIANCE OF DEVELOPMENT STANDARDS**

**FINDINGS OF FACT**

1. The grant will not be injurious to the public health, safety, morals, and general welfare of the community because:

the rear yard setback is sufficient given that it adjoins a recreational trail, and the ground floor level includes a garage, with the units each having well more than the overall minimum amount of living area required.

2. The use or value of the area adjacent to the property included in the variance will not be affected in a substantially adverse manner because:

the property adjoining the rear setback variance is a recreational trail, which will be segregated from the Subject Property with a buffer yard, and the main floor building footprint is well more than the minimum square footage, such that the ground floor unit building size will be compatible with both the ordinance and nearby residences.

3. The strict application of the terms of the zoning ordinance will result in practical difficulties in the use of the property because:

the lot has insufficient depth for its width, lending to the request for the rear yard setback, and the main floor area requirement does not factor in a townhome style product where the lower level is at grade and the main living area is above grade.

**DECISION**

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

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

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_



View looking south along Alvord Street



View looking north along Alvord Street





View looking west along East 19<sup>th</sup> Street



View looking east along East 19<sup>th</sup> Street





View of site looking north across East 19<sup>th</sup> Street



View of site looking north across East 19<sup>th</sup> Street





View of site looking north across East 19<sup>th</sup> Street



View looking north of abutting north /south alley to the west (Monon Trail on the left)





View of site looking west across Alvord Street



View of site looking west across Alvord Street





View of site looking west across Alvord Street



View looking south along the Monon Trail



View looking north along the Monon Trail