

**METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER**

November 20, 2025

Case Number: 2025-APP-016
Property Address: 2018 and 2022 North College Avenue
Location: Center Township, Council District #13
Petitioner: CrossRoads Investments, LLC, by Josh Smith
Current Zoning: PK-2
Request: Park District Two Approval for construction of a duplex and concrete parking pad on each lot.
Current Land Use: Vacant
Staff Recommendations: Approval
Staff Reviewer: Kathleen Blackham, Senior Planner

PETITION HISTORY

This is the first hearing on this petition.

STAFF RECOMMENDATION

Approval, subject to substantial compliance with the site plan and elevations, file-dated November 13, 2025..

PETITION OVERVIEW

This 0.226-acre site, zoned PK-2, is comprised of two vacant lots. It is surrounded by single-family dwellings to the north, south and west, all zoned PK-2 and a single-family dwelling and vacant land to the east, across North College Avenue, zoned D-8.

This site was included in Petition 70-Z-260 that rezoned 80 acres to the PK-2 district.

PARK DISTRICT TWO APPROVAL

The Ordinance classifies Park District One and Two as Development Plan Districts. “No use, building or structure shall hereafter be established, constructed or used on any land in a Development Plan district for any purpose, until a Site and Development Plan for such land, including the proposed use or uses, has been filed with and approved by the Commission in accordance with this zoning ordinance.”

“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.”

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 Site and Development Plan must include layout and elevation plans for all proposed buildings and structures, and must indicate:

- a. Proposed uses, buildings and structures.
- b. All existing uses, buildings, and structures, in addition to any proposed to be demolished.
- c. Proposed buildings and structures and the use of each.
- d. Elevations of all sides of each building.
- e. Zoning and existing land uses of adjacent properties.
- f. Off-street vehicle and bicycle parking layouts with summary table of the number of required off-street parking, loading, and stacking spaces.

As proposed, a two-story duplex would be constructed on each parcel that would replace duplexes that were destroyed by fire approximately a year ago. The duplexes would generally be compatible with the surrounding residential development comprised of two-story, pitched-roof dwellings and detached garages. Amended documents file dated November 13, 2025, provided for a detached garage on each parcel, which would also be consistent with development in this neighborhood.

Staff believes the proposed development would appropriately integrate and contribute to the ongoing redevelopment along this corridor.

GENERAL INFORMATION

Existing Zoning	PK-2	
Existing Land Use	Vacant	
Comprehensive Plan	Traditional Neighborhood	
Surrounding Context	Zoning	Land Use
North:	PK-2	Single-family dwelling
South:	PK-2	Single-family dwelling
East:	D-8	Single-family dwelling / vacant land
West:	PK-2	Single-family dwelling
Thoroughfare Plan		
North College Avenue	Primary Arterial	Existing 68-foot right-of-way and proposed 78-foot right-of-way.
Context Area	Compact	
Floodway / Floodway Fringe	No	
Overlay	No	
Wellfield Protection Area	No	
Site Plan	October 20, 2025	
Site Plan (Amended)	November 13, 2025	
Elevations	October 20, 2025	
Elevations (Amended)	November 13, 2025	
Landscape Plan	N/A	
Findings of Fact	October 20, 2025	
Findings of Fact (Amended)	N/A	
C-S/D-P Statement	N/A	

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

The Comprehensive Plan recommends Traditional Neighborhood typology. 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 five 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.

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 – Traditional Neighborhood 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.
- *Conditions for All Housing*
 - A mix of housing types is encouraged.
 - Should be within a one-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.
 - Primary structures should be no more than one and a half times the height of other adjacent primary structures.
 - 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.
 - Developments with densities higher than 15 dwelling units per acre should have design character compatible with adjacent properties. Density intensification should be incremental with higher density housing types located closer to frequent transit lines, greenways or parks.
- *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.)*
 - Duplexes should be located on corner lots, with entrances located on different sides of the lot.
 - It is preferred that townhomes should be organized around intersections of neighborhood collector streets, greenways, parks or public squares, or neighborhood-serving retail.

- If the above conditions are not met, individual buildings of attached housing (not part of a complex) may be interspersed with single-family homes but should not make up more than 25% of the primary residential structures on a block.

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

2008-APP-060; 2018, 2022 and 2034 North College Avenue and 1910, 2022 and 2026 North Park Avenue, requested Park District Two Approval to provide for six, two-family dwellings, each having a detached garage, **approved**.

VICINITY

2007-APP-106; 2026 North College Avenue (north of site), requested Park District Two Approval to provide for eight, two-story single-family dwellings and two-story detached garages, with a dwelling unit on the second floor of no more than four of the detached garages, **approved**.

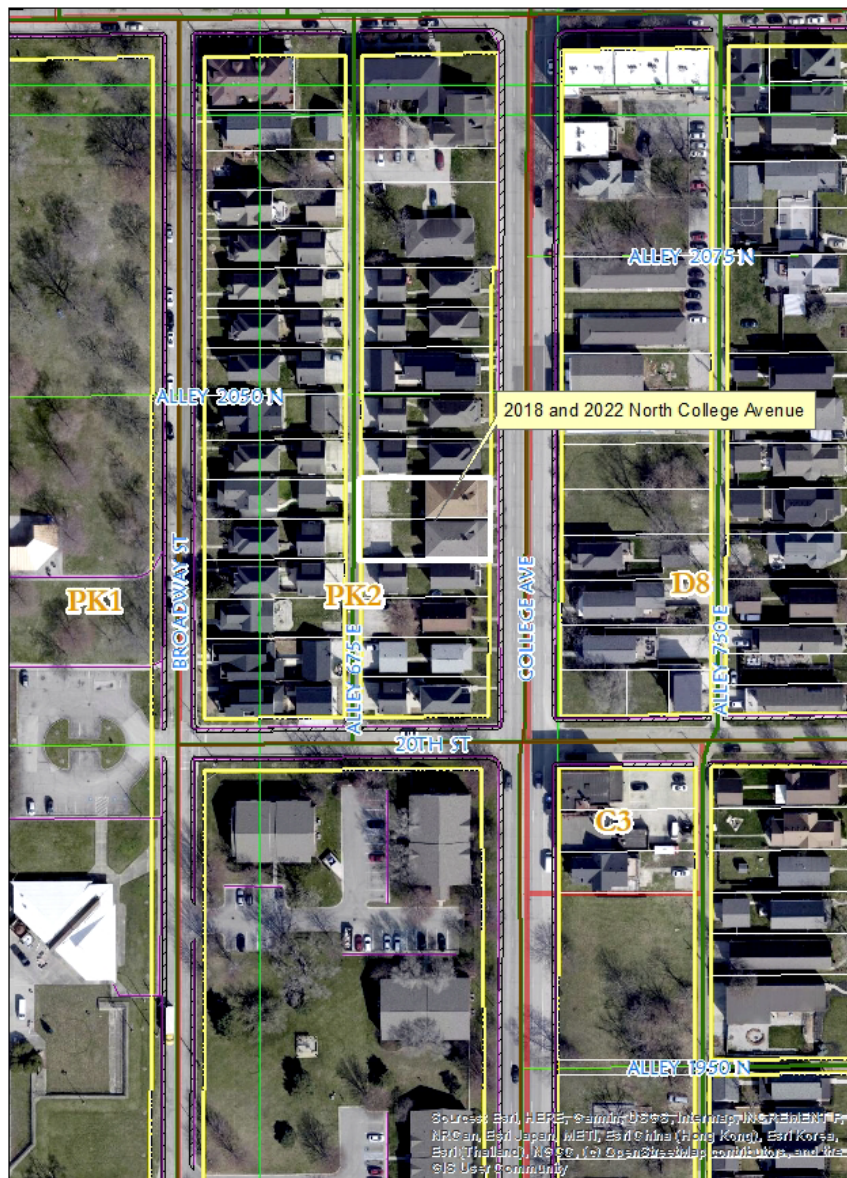
2007-APP-004; 1957, 2014, 2022, 2049 and 2059 Ruckle Street, 2120, 2126, 2130 and 2153 North Park Avenue, and 2035 Broadway Street (south of site), requested Park District Two approval to provide for the construction of ten single-family dwellings and ten two-story detached garages with a dwelling unit on the second floor, **approved**.

2004-APP-159; multiple addresses, including 2161 Park Avenue (subject site), requested Park District Two approval to provide for the construction of 36 single-family dwellings, each having a separate dwelling unit on the upper floor of a detached accessory structure, **approved**.

70-Z-260; 16th / 22nd Streets and Central Avenue / College Avenue, requested rezoning of 8-0 acres, being in the C-3, C-3, C-4 and D-8 districts, to the PK-2 classification, **approved**.

EXHIBITS

Site Aerial



2018 and 2022 North College Avenue



00.00 0.01 0.02 0.03 0.04 Miles

Sanborn Map 1915

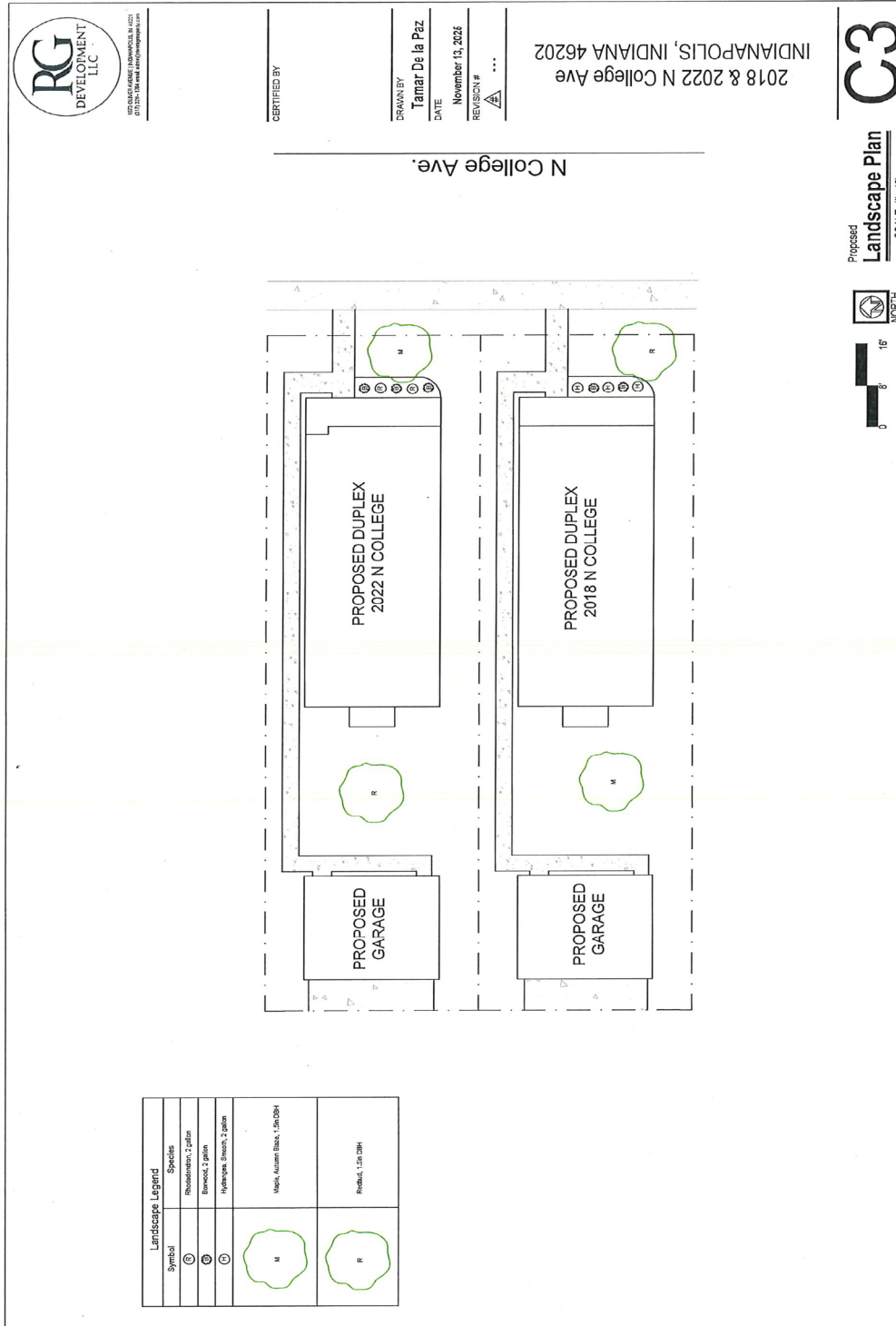


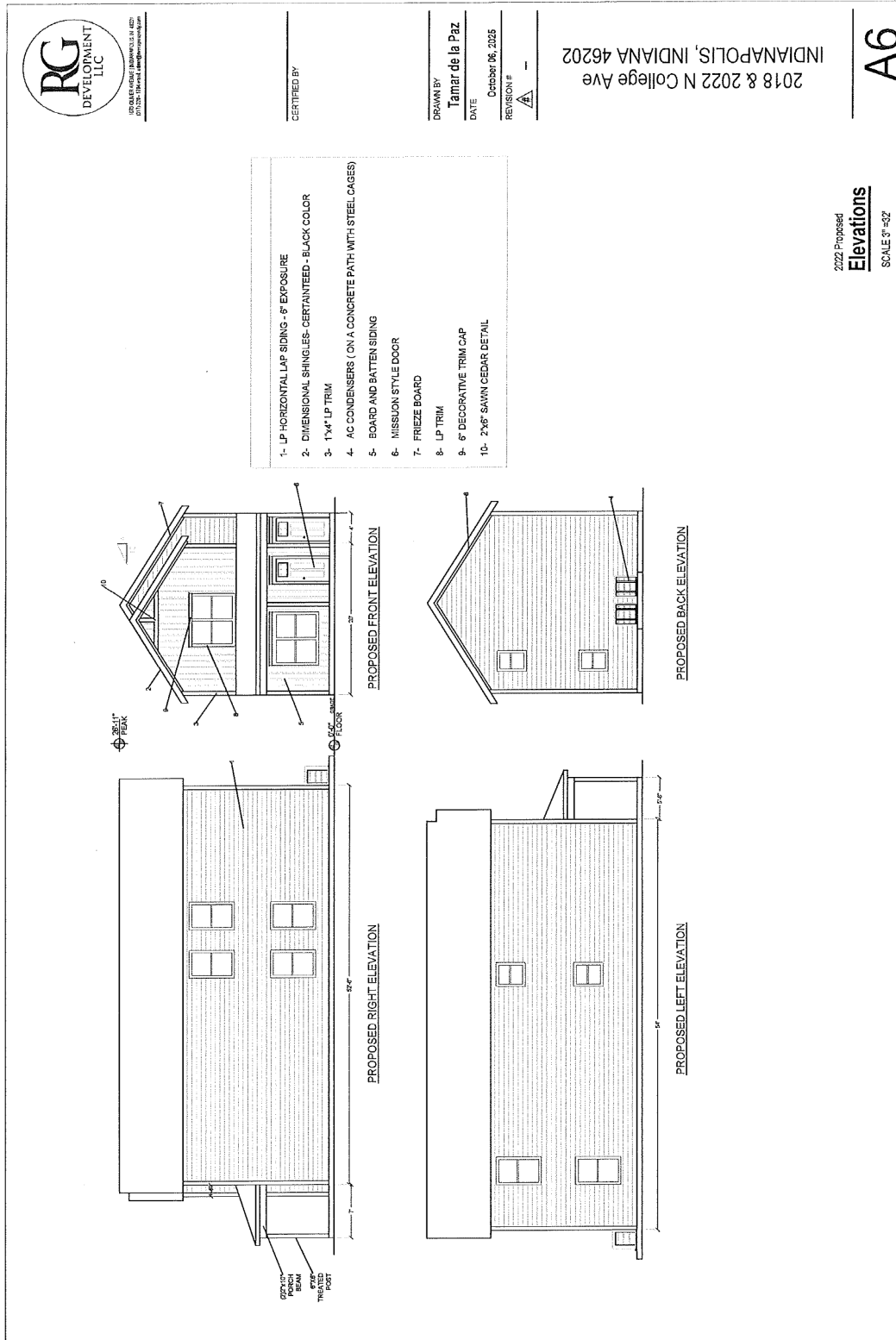
2018 and 2022 North College Avenue

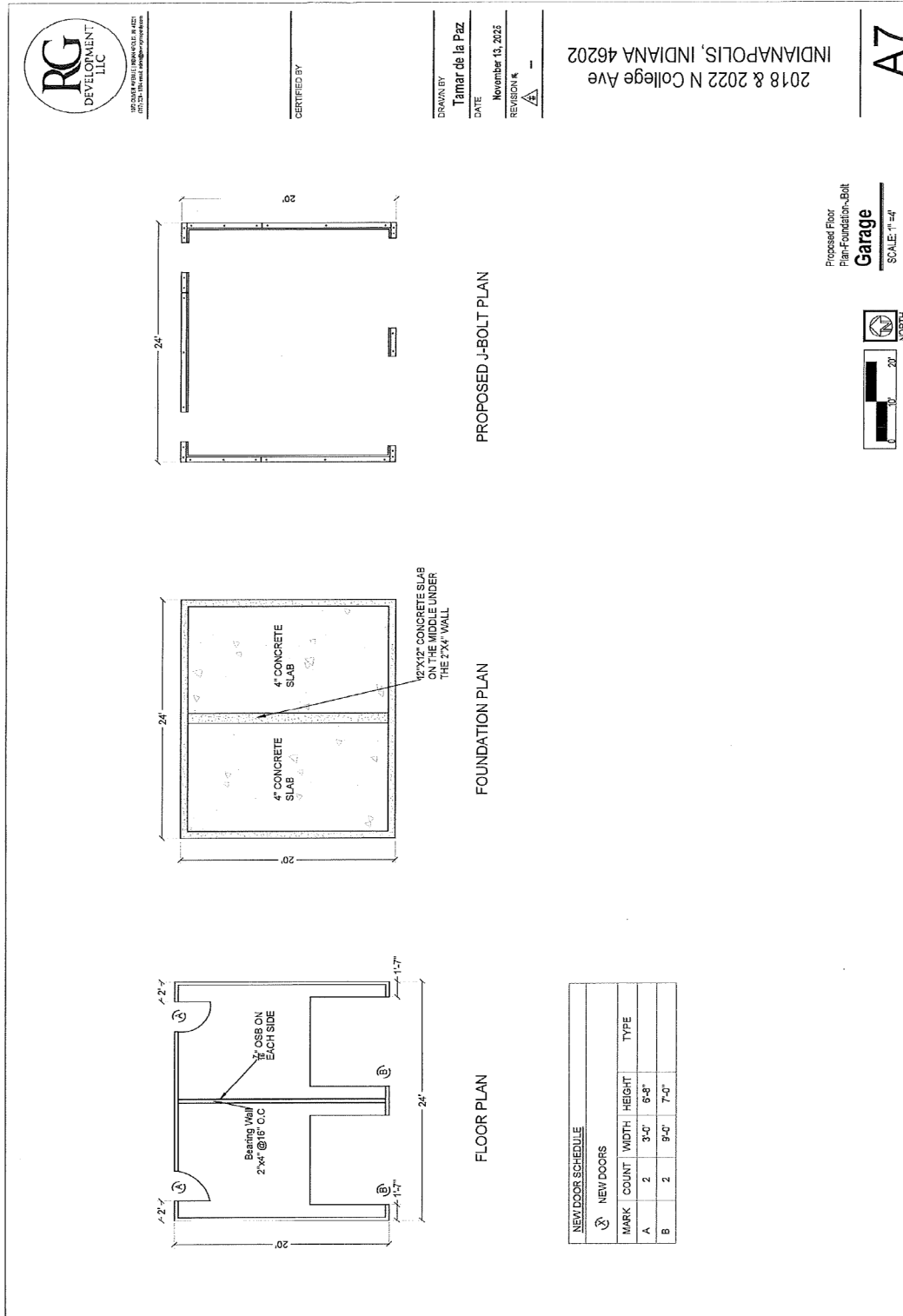


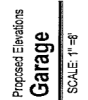
0 0.0050.01 0.02 0.03 0.04 Miles











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 _____, 20____

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

With the comprehensive plan calling for Moderate density residential, our proposed duplexes will be in-line with the plan.

The proposed homes will have access to a park within walking distance as well as alternative transportation lines out front in

College Ave.

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 home match up with the past use of the properties as well as the current adjacent properties.

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

Each new home has dedicated parking space in the rear of the property as well as access to pedestrian, bicycle, and bus

transportation within a few hundred feet of the homes.

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

317-734-8809

josh@riveragroupindy.com

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

The proposed homes will take advantage of the existing infrastructure already in place under College Ave and the alley adjacent to the proposed homes for both sanitary and storm drainage.

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 two home sites are designed to be two-family homes and home placement on the lot will line-up with the adjacent homes. The duplex will be similar in style to the surrounding neighborhood.

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:

Our homes are connected directly to the adjacent sidewalks as well as the alley in the rear of the property.

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 North College Avenue



View looking south along North College Avenue



View of site looking west



View of site looking southwest



View from site looking southeast across North College Avenue



View from site looking east across North College Avenue



View from site looking northeast across North College Avenue