

BOARD OF ZONING APPEALS DIVISION III

June 16, 2026

Case Number:	2026-DV3-017 (Amended)
Property Address:	949 South Illinois Street (approximate address)
Location:	Center Township, Council District #18
Petitioner:	George Stergiopoulos, by Mark and Kim Crouch
Current Zoning:	CBD-2 (RC)
Request:	Variance of Use of the Consolidated Zoning and Subdivision Ordinance to provide for the construction of a three-unit building (minimum 5 units required).
Current Land Use:	Undeveloped
Staff Recommendations:	Staff recommends approval of this petition.
Staff Reviewer:	Michael Weigel, Principal Planner II

PETITION HISTORY

5/26/26: A for-cause continuance request made by the Stadium Village Business Association was granted, continuing this petition to the June 16, 2026 hearing date. Staff continues to recommend approval of the petition.

STAFF RECOMMENDATION

Staff recommends **approval** of this petition.

PETITION OVERVIEW

949 South Illinois Street is a parcel with a size of 2598 square feet (0.06-acre) and a width of 20 feet. It is located at the intersection of Illinois and Ray Street and is currently unimproved. A residential structure that previously existed at the site was demolished in 2009. Surrounding land uses include a multifamily apartment building to the east, a single-family residence to the north and the I-70 interstate to the south. The property is near the Meridian Street corridor to the east (see photo #8).

Approval of this Use Variance would allow for construction of a 3-unit dwelling with attached garage on the vacant lot, per the site plan, elevations and floorplans below. The zoning of the site only allows for multifamily development with 5 or more units, meaning that housing typologies with four (4) or fewer units would not be allowed by-right. The Regional Center Approval petition 2025REG085 was filed in November of 2025, and is pending the result of this hearing.

No Variances of Development Standards would be required to allow for the proposed layout, given that the CBD-2 zoning district allows for 0-foot setbacks and that the property would be able to utilize same-side off-street parking on both Illinois Street and Ray Street in addition to the proposed attached garage.



Additionally, the property was shifted to the east to move it out of the required clear-sight triangle at staff's request to minimize or eliminate the need for additional variances.

The property is zoned CBD-2 (Central Business District Two), which is for the general downtown area of Indianapolis and should both represent the typical urban core and be developed at a very high density. The CBD-2 district accommodates a diverse mixture of uses including residential, retail, restaurants, entertainment, major public facilities, etc. Similarly, the Comprehensive Plan Pattern Book recommends the site to the Urban Mixed-Use typology and the Regional Center Design Guidelines indicate that the Village Mixed-Use typology would be most appropriate (see Comprehensive Plan Analysis below). A density of 25 to 75 dwelling units per acre is contemplated by the Comprehensive Plan for this area.

Findings of Fact provided by the applicant note that it would not be feasible to develop the property with five (5) or more units as contemplated by the Ordinance without the need for additional variances, and that the narrow width and small area would also preclude other development options. Staff notes that the proposed three (3) units on a 0.06-acre lot would result in a residential density of 50 units per acre, which would align with the Plan recommendation above. Additionally, the petitioner amended plans to ensure that no variances of development standards would be required to allow for three (3) units, which addressed staff concerns about potential overdevelopment. Given the difficulties posed by the narrow lot and that the proposed density would align with the Comprehensive Plan and the intent of the Ordinance, staff would recommend **approval** of this petition.

GENERAL INFORMATION

Existing Zoning	CBD-2	
Existing Land Use	Undeveloped	
Comprehensive Plan	Urban Mixed-Use	
Surrounding Context	Zoning	Surrounding Context
North:	CBD-2	North: Undeveloped
South:	CBD-2	South: Interstate
East:	CBD-2	East: Multifamily
West:	CBD-2	West: Interstate Exit Ramp
Thoroughfare Plan		
Illinois Street	Local Street	70-foot existing right-of-way and 48-foot proposed right-of-way
Ray Street	Local Street	162-foot existing right-of-way and 48-foot proposed right-of-way
Context Area	Compact	
Floodway / Floodway Fringe	No	
Overlay	No	
Wellfield Protection Area	No	
Site Plan	02/27/2026	
Site Plan (Amended)	04/30/2026	
Elevations	02/27/2026	



Findings of Fact	02/27/2026
Findings of Fact (Amended)	04/30/2026

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

- Marion County Land Use Plan Pattern Book
- Regional Center Guidelines

Pattern Book / Land Use Plan

- The Urban Mixed-Use typology provides dense, pedestrian-oriented development with a wide range of businesses, services, and institutions that serve both adjacent neighborhoods and the broader Indianapolis community. Buildings are four to eight stories in height with entrances and large windows facing the street. Where possible, sidewalks and other pedestrian spaces should be activated as places to gather or otherwise spend time, such as sidewalk cafes and plazas. Public spaces may also be programmable for community events. Off-street parking should be behind buildings or in garages. Where block lengths are longer than 500 feet, public pedestrian paths should be provided. This typology has a residential density of at least 25 to 75 units per acre.

Red Line / Blue Line / Purple Line TOD Strategic Plan

- Not Applicable to the Site.

Neighborhood / Area Specific Plan

- The Village Mixed-Use typology occurs on commercial corridors with mixed-use development. Building ground floors are primarily retail shops with a possibility of specialized uses such as arts, entertainment venues, inns and some higher-density residential development. The environment is pedestrian in nature with links to transit. Retail shops are supported primarily by the surrounding neighborhood.

Infill Housing Guidelines

- Not Applicable to the Project (no variances of development standards requested).

Indy Moves

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

- Not Applicable to the Site.

ZONING HISTORY

ZONING HISTORY – SITE

2025REG085, construction of new multi-unit residence, **in progress**.

2019UV1015, Variance of use of the Consolidated Zoning and Subdivision Ordinance to provide for a single-family dwelling (not permitted), **withdrawn**.

2009REG022, demolition of a primary structure, **approved**.

2000ZON092, rezoning of 0.83 acre from C-5 to CBD-2, **approved**.

ZONING HISTORY – VICINITY

2020UV2015 ; 940 South Meridian Street (northeast of site), Variance of use and development standards of the Consolidated Zoning and Subdivision Ordinance to construct an addition for three dwelling units (not permitted) and to provide for a deficient number of parking spaces and deficient maneuvering area, including deficient maneuvering area for the handicapped parking space (seven parking spaces with adequate maneuvering required), **approved**.

2008DV1044 ; 928 South Meridian Street (northeast of site), Variance of development standards of the Central Business Districts Zoning Ordinance to provide for a surface parking lot with a gravel surface (not permitted) for a period of three years, **withdrawn**.

2006ZON148 ; 919 South Illinois Street (north of site), Rezoning of 0.262 acres, from the C-5 (RC) District, the CBD-2 (RC) classification to provide for Central Business District Two uses, **approved**.

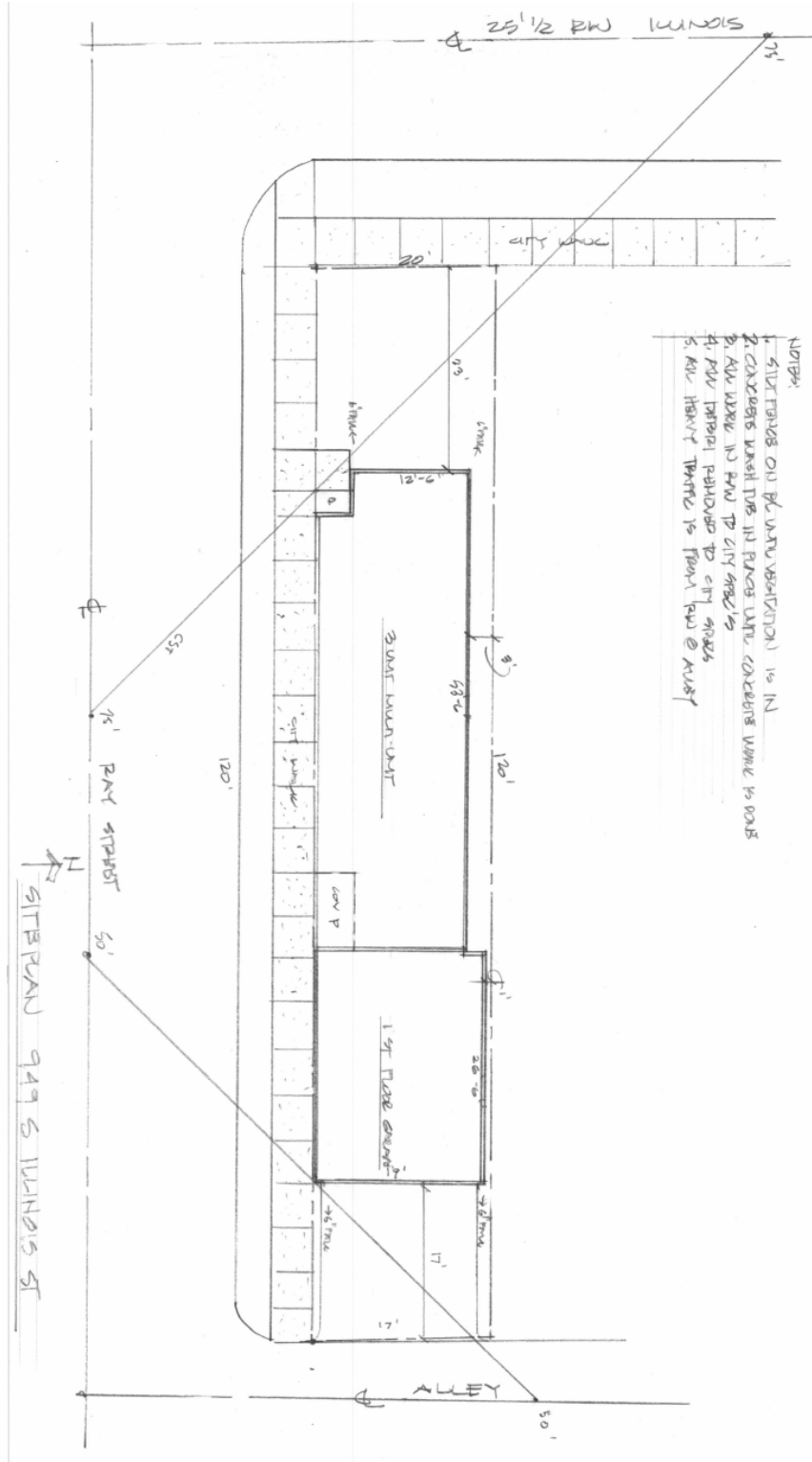
2005ZON124 ; 843 South Illinois Street (north of site), Rezoning of 3.47 acres from the C-5 District to the CBD-2 classification to legally establish commercial uses and to provide for mixed use (commercial/residential) redevelopment, **approved**.

EXHIBITS

2026DV3017 ; Aerial Map

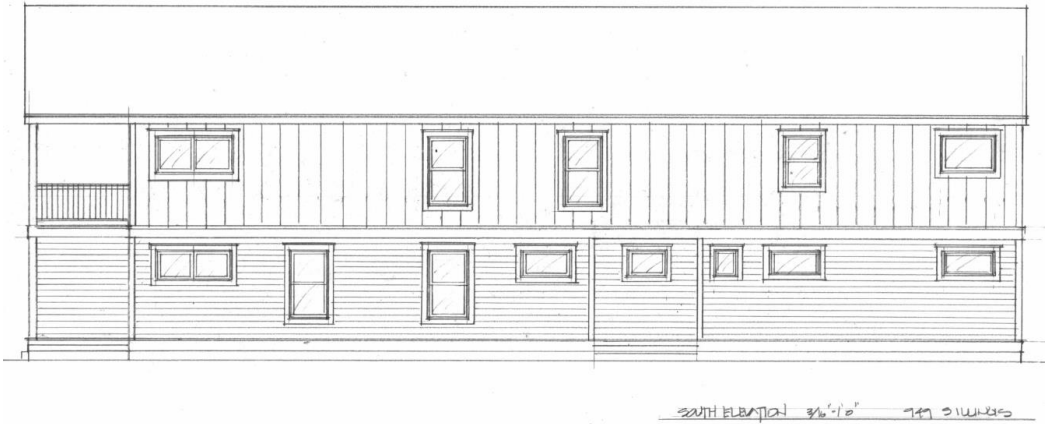


2026DV3017 ; Site Plan

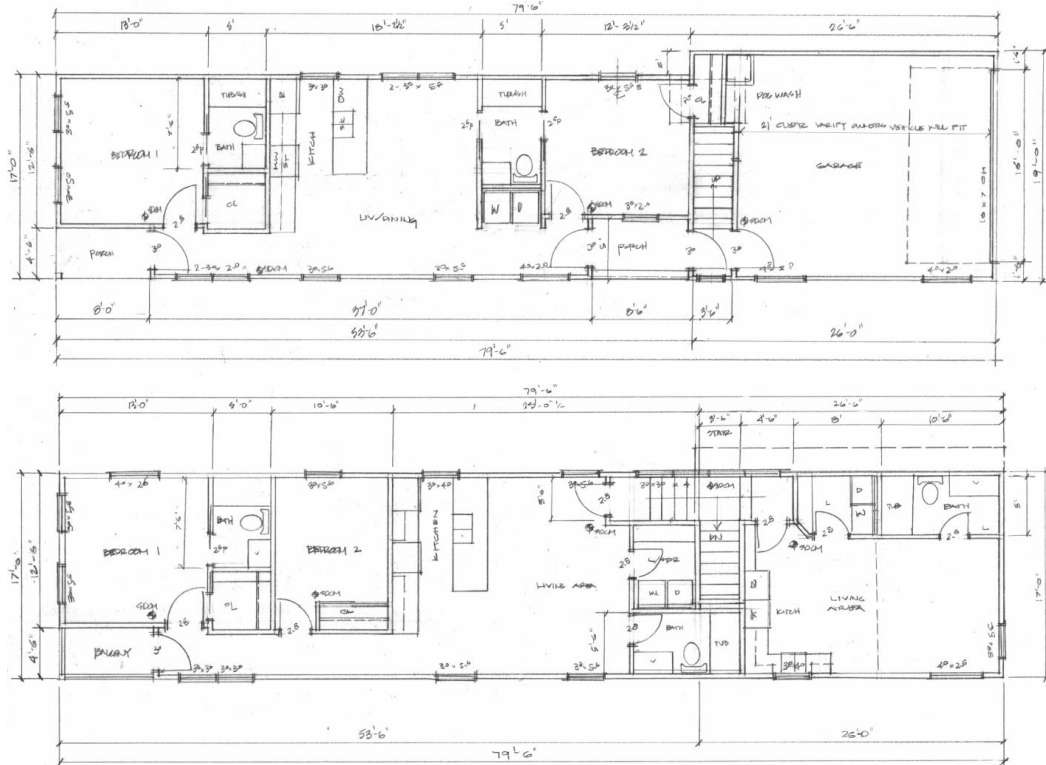


NOTES:
 1. SPLIT FRONT ON BL. UNIT (RESIDENTIAL) IS IN
 2. CONCRETE UNIT TYPE IN FRONT UNIT CONCRETE WORK IS DONE
 3. ALL WORK IN AND TO CITY STREETS
 4. ALL PERMIT RELATED TO CITY STREETS
 5. ALL HEAVY TRAFFIC IS FROM AND @ ALLEY

2026DV3017 ; Elevations



2026DV3017 ; Floorplans (first story; second story)



2026DV3017 ; Findings of Fact

1. THE GRANT WILL NOT BE INJURIOUS TO THE PUBLIC HEALTH, SAFETY, MORALS, AND GENERAL WELFARE OF THE COMMUNITY BECAUSE

the grant will allow for the construction of a 3 unit residence for private residential use.

2. THE USE AND VALUE OF THE AREA ADJACENT TO THE PROPERTY INCLUDED IN THE VARIANCE WILL NOT BE AFFECTED IN A SUBSTANTIALLY ADVERSE MANNER BECAUSE

the proposed residence will be consistent with allowable construction within the zoning district and constructed as per code.

3. THE NEED FOR THE VARIANCE ARISES FROM SOME CONDITION PECULIAR TO THE PROPERTY INVOLVED BECAUSE

CBD-2 has a requirement of a minimum of 5 units per building. Constructing a 5 unit building would be considered over-developing the existing lot.

4. THE STRICT APPLICATION OF THE TERMS OF THE ZONING ORDINANCE CONSTITUTES AN UNUSUAL AND UNNECESSARY HARDSHIP IF APPLIED TO THE PROPERTY FOR WHICH THE VARIANCE IS SOUGHT BECAUSE

existing lot width is very narrow and is located on a corner making it difficult to design the required minimum 5 unit residence without over developing and dwarfing the surrounding residences resulting in a need to reduce the required minimum units to 3. Without variance approval, proposed residence will not be constructed.

5. THE GRANT DOES NOT INTERFERE SUBSTANTIALLY WITH THE COMPREHENSIVE PLAN BECAUSE

the comprehensive plan recommendation is for residential and the proposed residence will be residential in use.

2026DV3017 ; Photographs



Photo 1: Subject Site Viewed from West



Photo 2: Subject Site Viewed from South

2026DV3017 ; Photographs



Photo 3: Subject Site + Alley Viewed from Southeast



Photo 4: Adjacent Property to East

2026DV3017 ; Photographs



Photo 5: Adjacent Property to North

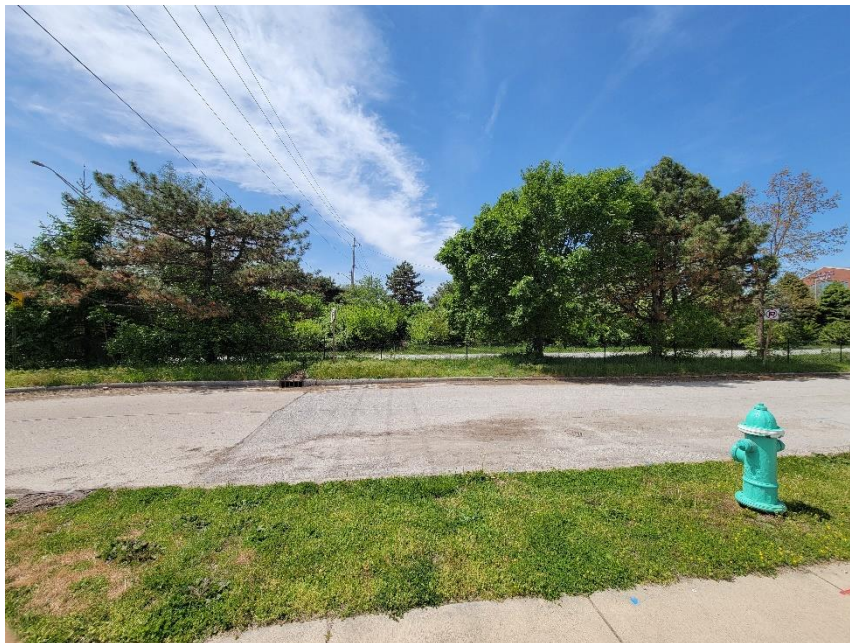


Photo 6: Adjacent Property to West

2026DV3017 ; Photographs



Photo 7: Adjacent Property to South



Photo 8: Intersection of Ray Street and Meridian Street to East