

METROPOLITAN DEVELOPMENT COMMISSION

February 18, 2026

Case Number: 2025-ZON-135
Property Address: 223 Lynn Street
Location: Center Township, Council District #18
Petitioner: Goodwill of Southern Indiana, Inc., by Joseph D. Calderon
Current Zoning: SU-7
Request: Rezoning of 1.76 acres from the SU-7 district to the D-P district to provide for a mixed-use development, with commercial offices, a school, a community center, and multi-family dwellings,
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.

PETITION OVERVIEW

This 2.16-acre site, zoned SU-7 (charitable institution), is vacant and surrounded by single-family dwellings to the north, zoned I-3; railroad right-of-way to the south, zoned I-4; single-family dwellings to the east, across North Elder Avenue, zoned D-5; and commercial uses, undeveloped land and single-family dwellings to the west, across Lynn Street, zoned C-7 / MU-2 / I-4, respectively.

REZONING

This request would rezone the site to the D-P District.

The established purpose of the D-P District follows:

1. To encourage a more creative approach in land and building site planning.
2. To encourage an efficient, aesthetic and desirable use of open space.
3. To encourage variety in physical development pattern.

4. To promote street layout and design that increases connectivity in a neighborhood and improves the directness of routes for vehicles, bicycles, pedestrians, and transit on an open street and multi-modal network providing multiple routes to and from destinations.
5. To achieve flexibility and incentives for residential, non-residential and mixed-use developments which will create a wider range of housing types as well as amenities to meet the ever-changing needs of the community.
6. To encourage renewal of older areas in the metropolitan region where new development and restoration are needed to revitalize areas.
7. To permit special consideration of property with outstanding features, including but not limited to historical significance, unusual topography, environmentally sensitive areas and landscape amenities.
8. To provide for a comprehensive review and processing of development proposals for developers and the Metropolitan Development Commission by providing for concurrent review of land use, subdivision, public improvements and siting considerations.
9. To accommodate new site treatments not contemplated in other kinds of districts.

Development plans should incorporate and promote environmental and aesthetic considerations, working within the constraints and advantages presented by existing site conditions, including vegetation, topography, drainage and wildlife.

The Comprehensive Plan recommends light industrial typology for this site.

Uses permitted in the Light Industrial typology include light industrial uses, heavy commercial uses, small-scale office, retailing, and personal or professional services, and wind or solar farms.

Development Plan (DP) Statement – January 9, 2026

The Development Statement explains that the site would be developed in two phases. The first phase would include an approximately 11,980-square foot, two-story building with 16 multi-family units, an office and community room. Phase Two would provide for two additional two-story buildings, one with 20 multi-family units and the second building would have 12 multi-family units.

Commercial uses would include offices, a school and a community center. Residential uses would include multi-family units and live / work units. Accessory uses would provide for outdoor recreation, community garden and surface parking lot.

Front, side and rear yard setbacks would be 10 feet, except for parking areas, amenity area, and fencing. A free-standing identification sign and wall signs would be permitted, and amenity areas would provide for a community garden, outside recreational area and a community room.

Planning Analysis

As proposed, this request would not align with the Comprehensive Plan recommendation of light industrial uses. Staff, however, believes that the project would result in a residential development that would be compatible with the existing neighborhood and provide much needed housing options, without negatively impacting the existing residential neighborhood. The rezoning would transform the currently vacant land into a use that would support and enhance the residential character and vitality of this area.

GENERAL INFORMATION

Existing Zoning	SU-7	
Existing Land Use	Vacant	
Comprehensive Plan	Light Industrial	
Surrounding Context	Zoning	Land Use
North:	I-4	Single-family dwellings
South:	I-4	Railroad right-of-way
East:	D-5	Single-family dwellings
West:	C-7 / MU-2 / I-4	Commercial uses / vacant land / single-family dwellings
Thoroughfare Plan		
North Elder Avenue	Local Street	Existing 50-foot right-of-way and proposed 48-foot right-of-way.
Lynn Street	Local Street	Existing 50-foot right-of-way and proposed 48-foot right-of-way.
Context Area	Compact	
Floodway / Floodway Fringe	No	
Overlay	No	
Wellfield Protection Area	No	
Site Plan	November 24, 2025	
Site Plan (Amended)	N/A	
Elevations	November 24, 2025	
Elevations (Amended)	N/A	
Landscape Plan	N/A	
Findings of Fact	N/A	
Findings of Fact (Amended)	N/A	
C-S/D-P Statement	January 9, 2026	

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

The Comprehensive Plan recommends Light Industrial typology. “The Light Industrial typology provides for industrial, production, distribution, and repair uses conducted within enclosed structures and unlikely to create emissions of light, odor, noise, or vibrations. This typology is characterized by freestanding buildings or groups of buildings, often within industrial parks. Typical uses include warehousing, self-storage, assembly of parts, laboratories, wholesaling, and printing. Industrial or truck traffic should be separated from local/residential traffic.”

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.

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:



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- 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

2016-ZON-030; 223 Lynn Street, requested rezoning of 1.73 acres from the I-4-U (W-5) District, to the SU-7 (W-5) to provide for a not-for-profit charity, within a two-story approximately 5,000 square foot multi-use facility, with off-street parking, **approved**.

VICINITY

2024-ZON-123; 281 and 303 North Elder Avenue and 320, 322, 324, 326, 328, 330, 332, and 334 North Miley Avenue and 1821 West New York Street (north of site), requested rezoning of 1.19 acres from the I-4, D-5, and D-5 (RC) districts to the SU-7 and SU-7 (RC) classifications to provide for not-for-profit uses, **approved**.

2016-CZN-821 / 2016-CVR-821; 272 Lynn Street (west of site), requested rezoning of 1.72 acres from the I-4 (W-5) district to the MU-2 (W-5) classification to provide for a multi-family mixed-use development; and a variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for a mixed-use development, with a height of 50 feet and vehicle access from a public street, without the required street frontage, **approved and granted**.

2016-ZON-038; 1730 Astor Street, 261 and 269 North Elder Street; 1721 West Market Street; 1746 West Miami Street; 221, 252, 259, 266, 268, 271, 275 and 280 Miley Avenue; 1815 West New York Street; 210, 211, 215, 217, 218 and 224 North Richland Street; 410 North White River Parkway; 1519 Wilcox Street (east of site), requested rezoning of 2.6 acres from the I-4 (RC) (W-5), I-4 (W-5) and C-3 (RC) (W-1) districts to the D-5 (RC) (W-1) and the D-5 (RC) (W-5) and D-5 (W-5) classifications, **approved**.

2013-SE1-003; 1751 West Vermont Street (east of site), requested a Special Exception of the Industrial Zoning Ordinance to legally establish a vehicle towing, wrecking, storage, and salvage operation, with two office trailers, **denied**.

2010-ZON-089; 265 North Elder Avenue (north of site), requested rezoning of 0.10 acre, from the I-4-U (W-5) District, to the D-5 (W-5) classification to provide for residential uses, **approved**.

2005-UV2-020; 307 and 319 North Elder Avenue (north of site), requested a variance of Use of the Dwelling Districts Zoning Ordinance to provide for the construction of a one-story, 2,818-square foot community center, with a 5.47-foot front yard setback along New York Street, with a 2.5-foot encroachment into the clear sight triangle at the intersection of New York Street and Elder Avenue, and with lot open space of 62.88 percent, **granted**.

2002-ZON-154; 284-290 Miley Avenue (southeast of site), Rezoning of 0.22 acres from the I-4-U District to the SU-1 district for religious uses, **withdrawn**

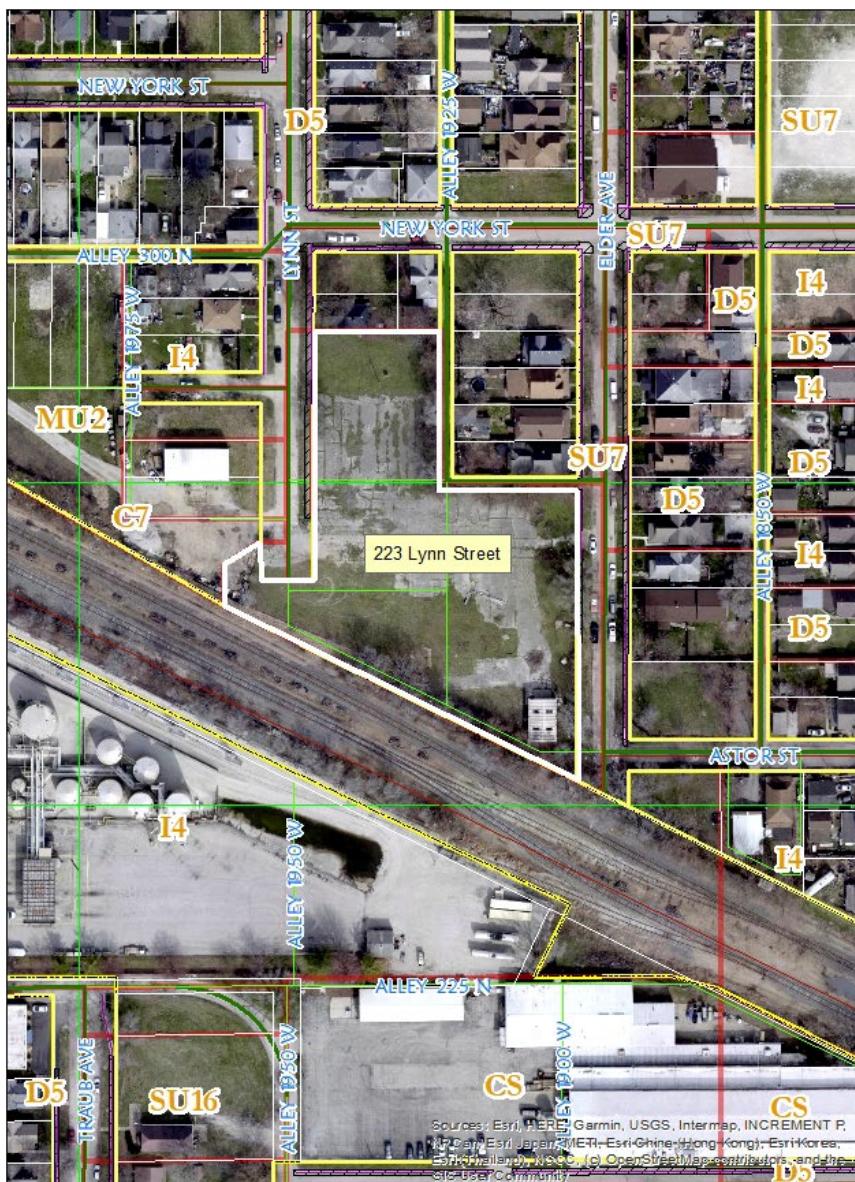


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98-UV1-21; 275-279 North Elder Avenue (north of site), requests a variance of use and development standards of the Industrial Zoning Ordinance to provide for the conversion of an originally constructed two-family residential structure into 4 dwelling units and a detached accessory building into a dwelling unit with a side yard of zero feet along the south property line; and zero off-street parking spaces, **granted**.

86-UV2-77; 275 Belmont Avenue (west of site), requested a variance of use of the Industrial Zoning Ordinance to provide for the operation of a wrecker service with outside storage on 90% of the subject property, **granted**.

EXHIBITS



0.006 0.01 0.02 0.03 0.04 Miles

Preliminary DP Plan

223 Lynn Street

Introduction

Goodwill of Central and Southern Indiana, Inc., through its subsidiary Horizon House, Inc. ("Petitioners") seeks to redevelop property containing approximately 1.76 acres and commonly addressed as 223 Lynn Street (the "Subject Property"). The Subject Property is zoned SU-7, and is currently improved with a small industrial building and remnants of a parking lot. The Petitioners are proposing a mixed-use development, which will permit both commercial and residential uses, all in substantial compliance with the conceptual site plan submitted with and attached to this Preliminary DP Plan as Exhibit "A" (the "Site Plan").

The Proposed Development/Permitted Uses

Introduction: Petitioners propose to demolish the existing building and construct a two-story mixed-use building substantially as shown on the Site Plan as the first phase of a two-phase project. The primary focus of the project is to provide housing and supportive services to the homeless, which is part of the mission of Horizon House. A narrative explanation of the proposed project is attached as Exhibit "B."

Permitted Uses: The first Building is approximately 11,800 square feet and contains approximately 16 attached multi-family residential units and office and community room space. Phase Two would feature two additional two-story buildings, one containing 20 multi-family units and the other containing 12 units. The Phase Two buildings would contain approximately 24,280 total square feet. Parking will be made available onsite, as well as on adjoining streets, as shown on the Site Plan. All uses are those which are described in Chapter 743, Article II, Table 743-1 "Use Table" of the Consolidated Zoning/Subdivision Ordinance of the City of Indianapolis, Marion County (the "Zoning Ordinance")

Permitted Commercial uses shall include:

1. Offices (Any type, including general, medical, government), so long as any such use includes providing support services for the multi-family component of the development
2. School (Business, art post-secondary proprietary school, vocational, technical or industrial school or training facility), so long as any such use includes providing education opportunities to residents of the multi-family component of the development
3. Community Center, so long as any such use includes providing support services for the multi-family component of the development

Permitted Accessory uses may include:

1. Outdoor Recreation
2. Community Garden
3. Surface parking lot

Permitted Residential uses shall include:

1. Multi-family dwellings
2. Live/work units as a part of a program affiliated with support services sponsored by Horizon House

Development Standards/Setbacks:

Buildings constructed on the Subject Property shall meet the following minimum setbacks:

1. Front Yard (Elder Avenue): 10 feet from the existing right of way line (Lynn Street) and 10 feet from existing right of way line.
2. Side Yards: 10 feet from property lines.
3. Rear Yard: 10 feet from property line.

Notwithstanding the foregoing, parking areas and amenity areas, including fencing, do not have any minimum setback requirements.

Signs: Petitioners propose the following signs:

1. Development Identification Signs: One freestanding sign (for the development) is permitted, so long as any such sign does not exceed four (4) feet in height or thirty-two (32) square feet in area.
2. Wall Signs: Two wall signs meeting the standards for signs in commercial zoning districts as set forth in the Zoning Ordinance shall be permitted.

Landscaping: Petitioners proposes tendering a landscaping plan for Administrator's Approval prior to obtaining an Improvement Location Permit.

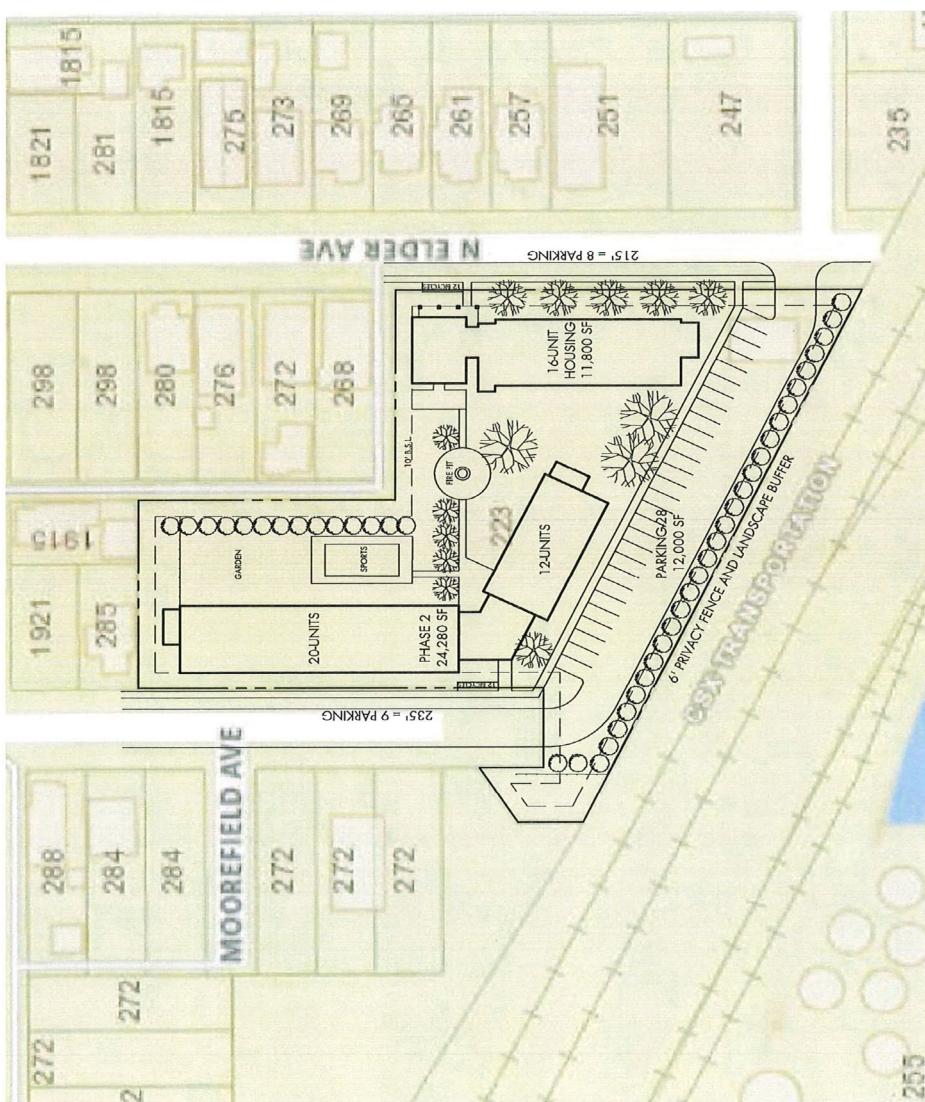
Miscellaneous

Amenities: The development, at a minimum, shall provide the following amenities:

1. Community Garden
2. Outside Recreational Area
3. Community Room

Parking: On site parking will yield no less than 28 spaces, comprised of surface parking. There is room for 17 additional on-street parking spaces on those portions of Lynn Street and Elder Avenue adjoining the Subject Property.

Proximity to Transit: The Subject Property will have easy access to an existing IndyGo bus stop located within one quarter of a mile of the Subject Property.

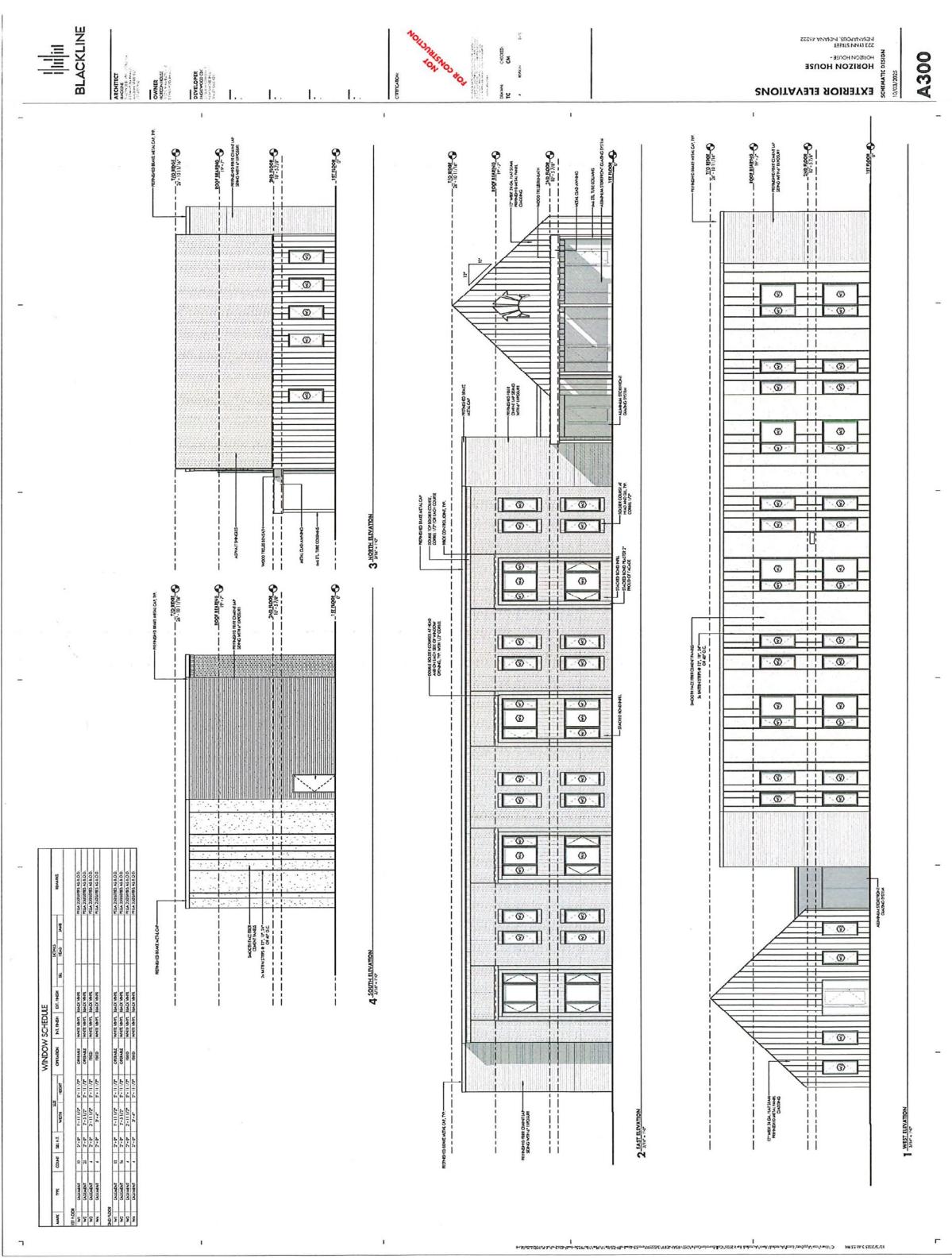


SITE PLAN

PERMANENT SUPPORTIVE HOUSING 16 AND 32 UNITS
PRELIMINARY SITE PLAN - PHASE TWO OPTION
SEPTEMBER 4, 2025 / SCALE: 1"=100'



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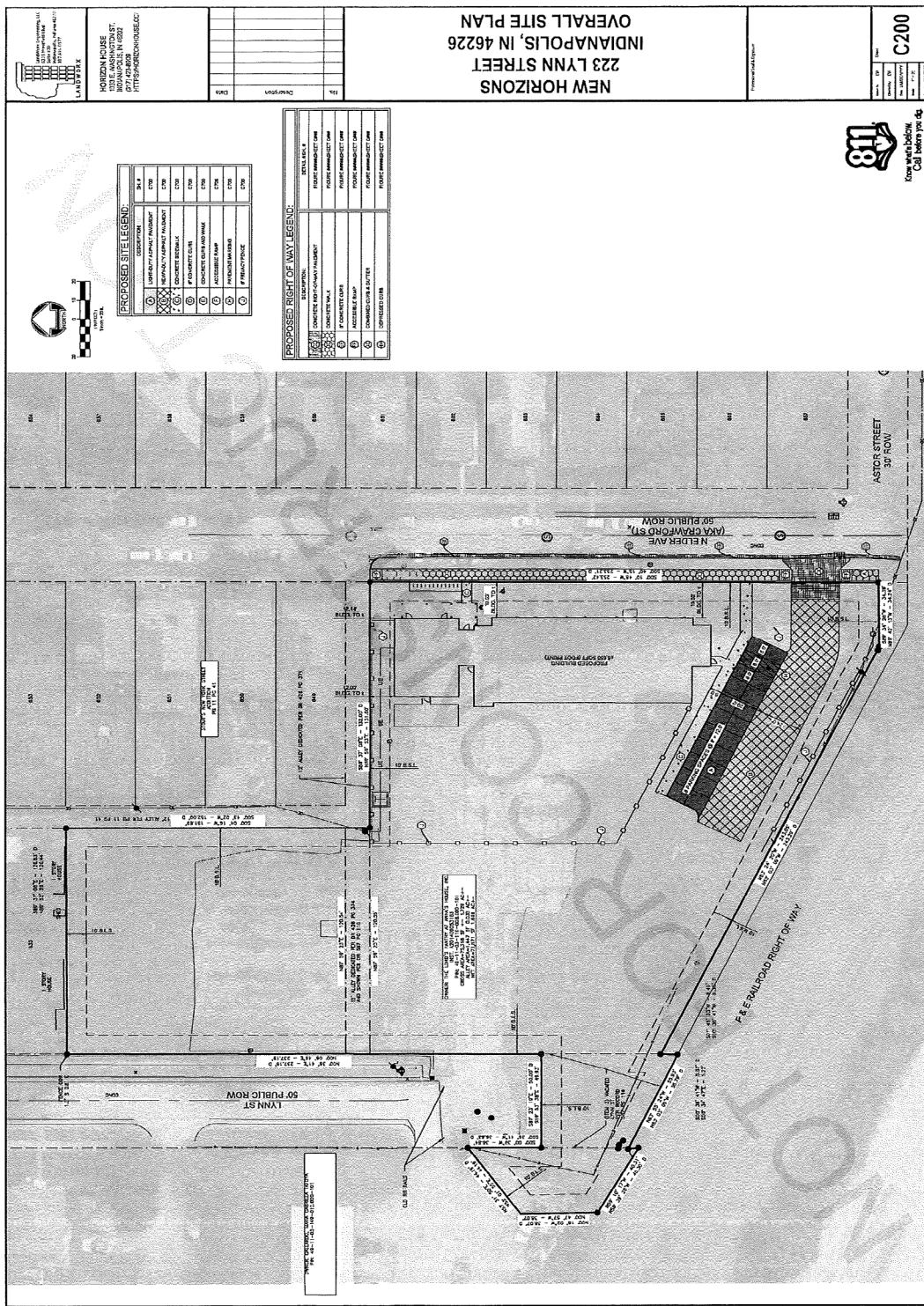
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HORIZON HOUSE - WESTSIDE PERMANENT SUPPORTIVE HOUSING
ELDER AVENUE VIEW
OCTOBER 3, 2025

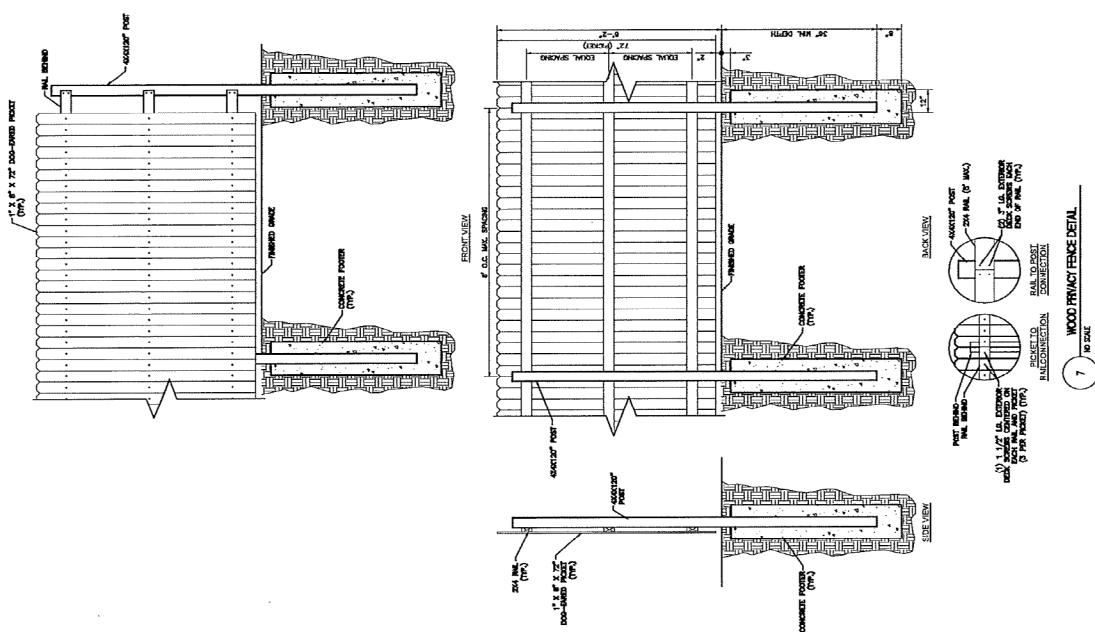


Fence Location / Materials





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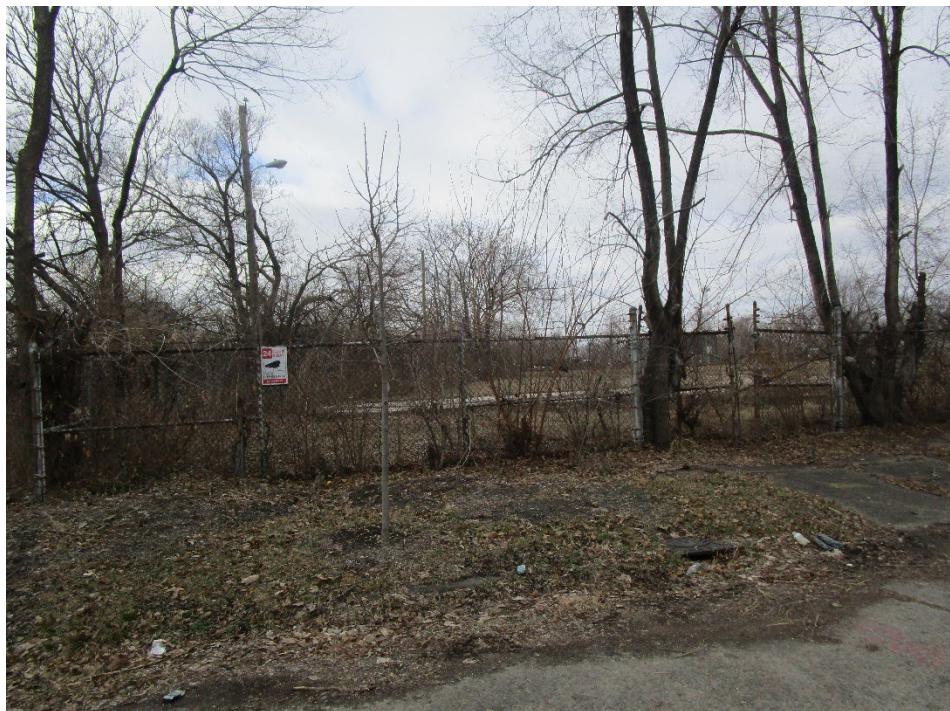
View looking east along Astor Street



View looking south across intersection of Elder Avenue and Astor Street



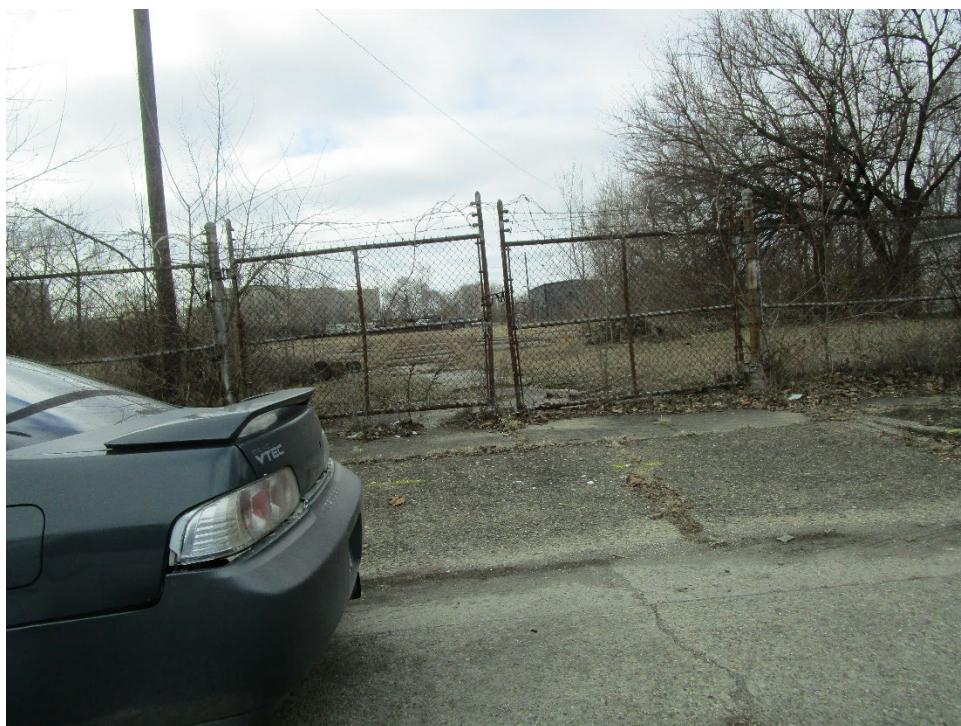
View of site looking southwest across Elder Avenue



View of site looking southwest across Elder Avenue



View looking north along Elder Avenue



View of site looking west across Elder Avenue



View of site looking west across Lynn Street



View looking south along Lynn Street



View looking north along Lynn Street



View of site looking east across Lynn Street



View of site looking east across Lynn Street



View of site looking east across Lynn Street



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View of site looking northeast across Lynn Street