

STAFF REPORT

Department of Metropolitan Development Division of Planning Current Planning Section

Case Number: 2023-ZON-015
Address: 2434 and 2444 Winthrop Avenue (*Approximate Address*)
Location: Center Township, Council District #17
Petitioner: Indianapolis Neighborhood Housing Partnership, by Jeff Hasser
Request: Rezoning of 1.35 acres from the I-2 district to the D-8 district.

The Hearing Examiner acknowledged a timely automatic continuance filed by a registered neighborhood organization that continued this petition from the April 23, 2023 hearing, to the May 11, 2023 hearing.

RECOMMENDATIONS

Staff **recommends approval** of the request. subject to the following commitments 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 / receptables provided for the proper disposal of trash and other waste.
2. Elevations shall be submitted for Administrator Approval prior to the issuance of an Improvement Location Permit (ILP).

SUMMARY OF ISSUES

The following issues were considered in formulating the recommendation:

LAND USE ISSUES

- ◇ This 1.35-acre site, zoned I-2, is undeveloped and surrounded by religious uses to the north, zoned I-2; undeveloped land and a single-family dwelling, to the south across East 24th Street, zoned I-2 and D-8; undeveloped land to the east, across Winthrop Avenue, zoned D-8; and undeveloped land and single- and two-family dwellings to the west, zoned D-8.

REZONING

- ◇ This request would rezone the site from I-2 District to the D-8 classification to provide for 22 townhomes. "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."

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- ◇ 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 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.”
- ◇ The Comprehensive Plan consists of two components that include the Pattern Book 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

- 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.

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Attached Housing

- 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.

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.

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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.”
- ◇ Because new construction in an urban neighborhood should be integrated and harmonious with the existing neighborhood character, staff would request a commitment that elevations be subject to Administrator Approval prior to the issuance of an Improvement Location Permit.

Planning Analysis

- ◇ As proposed the request would be consistent with the Comprehensive Plan recommendation of traditional neighborhood.
- ◇ The residential-sized parcels were developed with dwellings many years ago, which have been demolished. The current I-2 zoning district does not reflect the long-time and historical residential use on these parcels. Staff supports this rezoning because it would match the zoning classification with the proposed residential use.

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GENERAL INFORMATION

EXISTING ZONING AND LAND USE

1-2

Undeveloped land

SURROUNDING ZONING AND LAND USE

North - I-2

Religious uses

South - I-2 / D-8

Undeveloped land / single-family dwelling

East - D-8

Undeveloped land

West - PK-1

Undeveloped land / single- / two-family dwellings

COMPREHENSIVE LAND USE PLAN

The Comprehensive Land Use Plan for Indianapolis and Marion County (2018) recommends traditional neighborhood typology.

THOROUGHFARE PLAN

This portion of Winthrop Avenue 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.

This portion of East 24th 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.

CONTEXT AREA

This site is located within the compact context area.

OVERLAY

This site is not located within an overlay.

ZONING HISTORY

2020-ZON-048; 1123 East 25th Street (east of site), requested rezoning of 1.435 acres from the I-4 district to the D-8 district, **approved.**

2018-ZON-002; 2401-2475 (odd) Winthrop Avenue (east of site); requested a Rezoning of 2.04 acres from the I-4 district to the D-8 classification, **approved.**

2005-DV1-032; 1100 East 24th Street (east of site), requested a variance of Development Standards of the Industrial Zoning Ordinance to provide for the construction of a 42,379-square foot addition to an existing 108,294-square foot industrial building, with a zero-foot front setback from Yandes Street (minimum twenty-foot front yard setback required), with a zero-foot north side setback (minimum twenty-foot side yard setback required), and with maneuvering space for an off-street loading area within the rights-of-way of Yandes Street and East 24th Street, **granted.**

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2004-SE2-001; 1131 East 25th Street (east of site), Special Exception of the Industrial Zoning Ordinance to provide for a 10,000-square foot office and warehouse with a ten-foot front yard setback from the existing right-of-way line of Yandes Street and East 25th Street, **granted**.

2004-DV2-010; 1131 East 25th Street (east of site), Variance of Development Standards of the Industrial Zoning Ordinance to provide for a 10,000-square foot office and warehouse with a ten-foot front yard setback from the existing right-of-way line of Yandes Street and East 25th Street, **granted**.

2002-UV3-006; 925 East 25th Street, and 2454, 2458, 2462 2468, 2470, and 2476 Winthrop Avenue (west of site), requested a variance of use of the Industrial Zoning Ordinance to provide for religious uses (not permitted), within an existing 4,334.32 square foot building, **granted**

2001-UV3-008; 2462 Winthrop Avenue (west of site), requested a variance of use of the Industrial Zoning Ordinance to provide for a social club, **granted**.

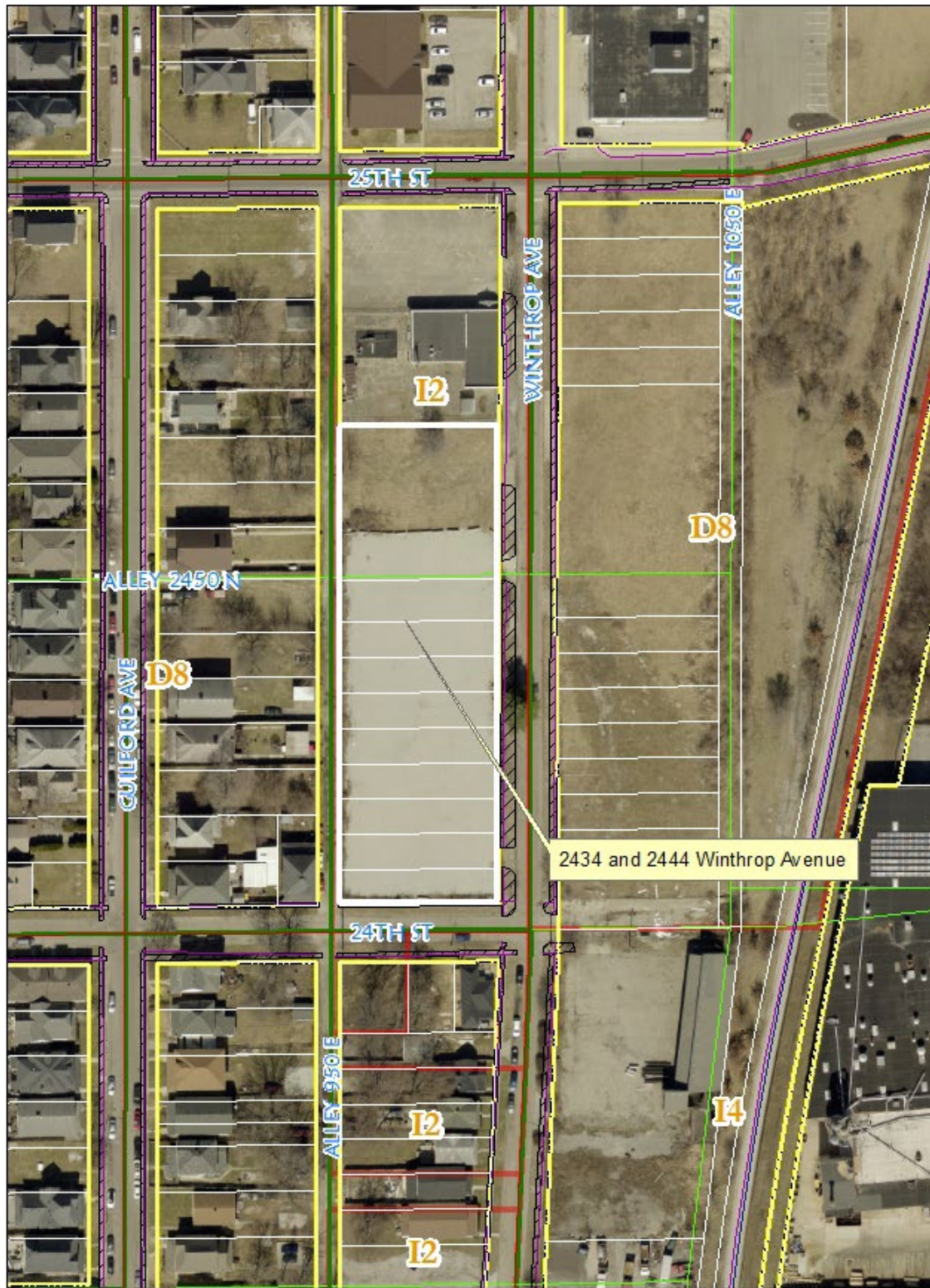
2001-UV3-023; 2450 Winthrop Avenue (west of site), requested a variance of use of the Industrial Zoning Ordinance to legally establish the outside storage of licensed and unlicensed vehicles and truck parts, and the mechanical and body repair of vehicles, in an existing building, with outside storage exceeding 17,350 square feet or 173.32 percent of the total floor area of enclosed structures and buildings, **granted**.

2000-UV1-008; 2401-2479 Winthrop Avenue (east of site) requested a variance of use of the Industrial Zoning Ordinance to provide for 64 multi-family dwelling units, a clubhouse, and playground area, **granted**.

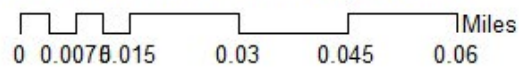
95-SE3-4; 1204 East 24th Street (east of site), Special Exception of the Dwelling Districts Zoning Ordinance to provide for an addition to an existing church with additional parking, **approved**.

63-V-524; 1204 East 24th Street (east of site), Variance of Use of the Industrial Zoning Ordinance to permit the construction of a church, **granted**.

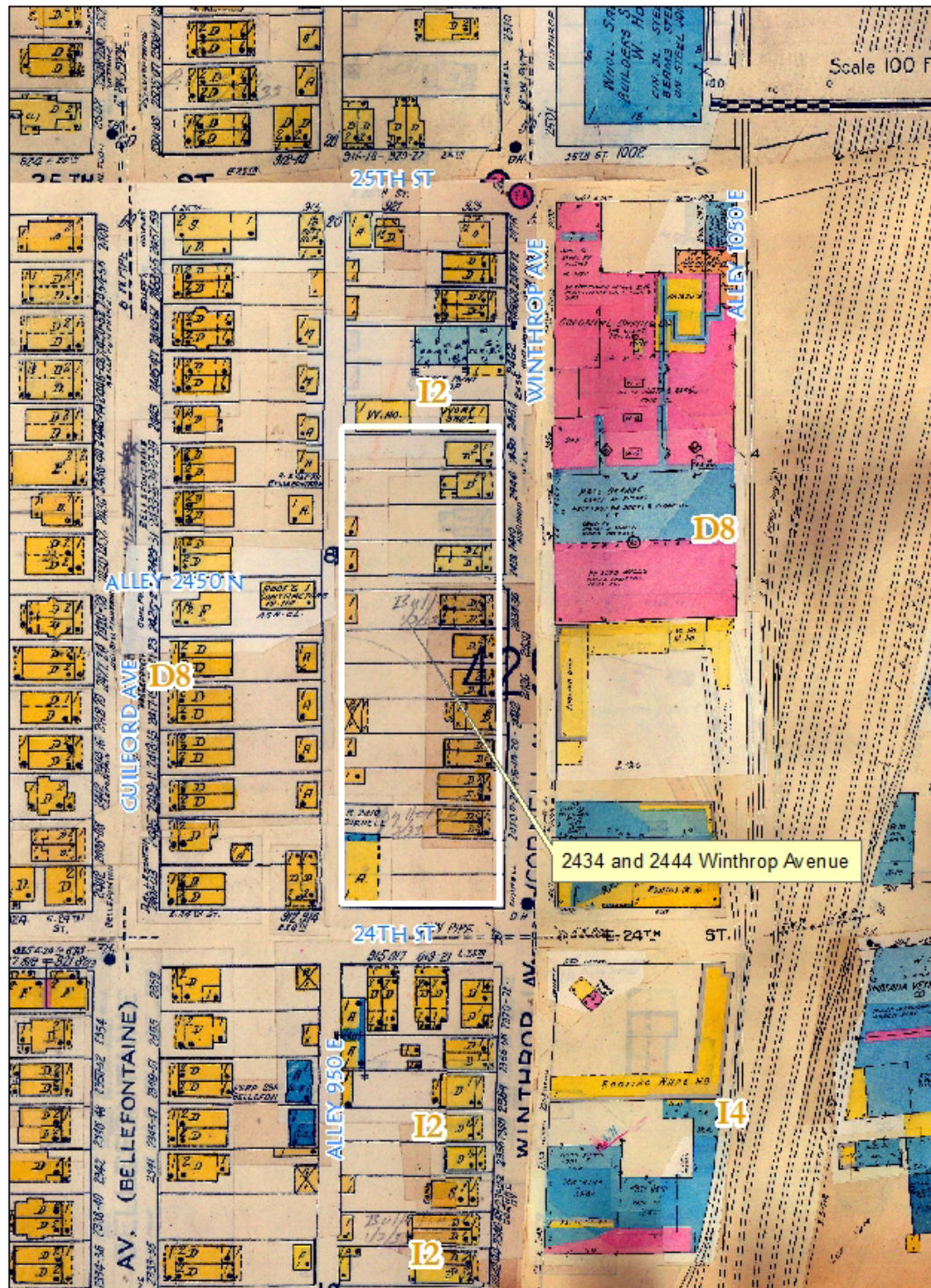
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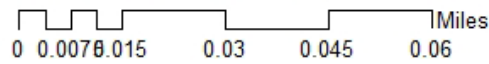
2434 and 2444 Winthrop Avenue



1915 Sanborn Map



2434 and 2444 Winthrop Avenue





View looking north along Winthrop Avenue



View looking south along Winthrop Avenue



View looking west along East 24th Street



View looking east along East 24th Street



View of site looking northwest across intersection Winthrop Avenue and East 24th Street



View of site looking west across Winthrop Avenue



View of site looking west across Winthrop Avenue



View of site looking east from abutting north / south alley to the west



View of site looking east from abutting north / south alley to the west