

**METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER**

October 23, 2025

Case Number: 2025-ZON-111
Property Address: 11207 East Washington Street
Location: Warren Township, Council District #20
Petitioner: Indianapolis Public Transportation Corporation d/b/a/ IndyGo, by Brian J. Tuohy
Current Zoning: D-5 (TOD)
Request: Rezoning of 1.433 acres from the D-5 (TOD) district to the SU-9 (TOD) district to provide for supportive uses for a proposed IndyGo transit center.
Current Land Use: Undeveloped
Staff Recommendations: Approval, subject to the commitments noted below.
Staff Reviewer: Kathleen Blackham, Senior Planner

PETITION HISTORY

This is the first public hearing on this petition.

STAFF RECOMMENDATION

Approval, 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 / receptacles provided for the proper disposal of trash and other waste.
2. The site shall be in substantial compliance with the site plan, file dated September 30, 2025.
3. A tree inventory, tree assessment and preservation plan prepared by a certified arborist shall be submitted for Administrator Approval prior to preliminary plat approval and prior to any site preparation activity or disturbance of the site. This plan shall, at a minimum: a) indicate proposed development; b) delineate the location of the existing trees, c) characterize the size and species of such trees, d) indicate the wooded areas to be saved by shading or some other means of indicating tree areas to be preserved and e) identify the method of preservation (e.g. provision of snow fencing or staked straw bales at the individual tree's dripline during construction activity). All trees proposed for removal shall be indicated as such.

PETITION OVERVIEW

This 1.433-acre site, zoned D-5 (TOD), is the southern portion of an adjoining parcel to the east. It is surrounded by commercial uses to the north, zoned D-5 (TOD); undeveloped land / Pennsy Trail to the south, zoned C-4 (TOD); commercial uses and access drive to the east, zoned C-4 (TOD); and undeveloped land to the west, zoned SU-9 (TOD).

Petition 2025-ZON-027 rezoned the abutting property to the west to the SU-9 (TOD) district to provide for an IndyGo Transit Center.

REZONING

The request would rezone the site to the SU-9 (Buildings and grounds used by any department of town, city, township, county, state or federal government) district to provide for an IndyGo transit Center. "No building, structure, premises or part thereof shall be constructed, erected, converted, enlarged, extended, reconstructed or relocated except in conformity with these regulations and for uses permitted by this article and until the proposed Site and Development Plan and landscape plan have been filed with and approved on behalf of the Commission by the Administrator or approved by the Commission, as hereinafter provided. Such request shall be in the form of an application for an Improvement Location Permit, following all requirements for plan submission and documentation."

Site and development plans in the SU-9 district would be reviewed and approved, by applying the development standards of the C-1 district.

The proposed use that would provide for an access drive between the proposed IndyGo Eastside Mobility Hub and the commercial development to the east would be consistent with the Cumberland Comprehensive 2031 Plan (2014) recommendation of commercial typology for the site.

Site Plan

The site plan provides for the construction of an access drive at the southeast corner of the abutting property (IndyGo Mobility Hub) that would connect to the internal drive to the east that serves the commercial use to the east.

A north / south sidewalk would also be installed along the eastern site boundary that would connect to the Pennsy Trail to the south, with painted pedestrian crossings at the north and south terminuses.

Tree Preservation / Heritage Tree Conservation

There are significant amounts of natural vegetation and trees located throughout the site. Due to their inherent ecological, aesthetic, and buffering qualities, the maximum number of these existing trees should be preserved on the site.

All development shall be in a manner that causes the least amount of disruption to the trees.

A tree inventory, tree assessment and preservation plan prepared by a certified arborist shall be submitted for Administrator Approval prior to preliminary plat approval and prior to any site preparation activity or disturbance of the site. This plan shall, at a minimum: a) indicate proposed development, b) delineate the location of the existing trees, c) characterize the size and species of such trees, d) indicate the wooded areas to be saved by shading or some other means of indicating tree areas to be preserved and e) identify the method of preservation (e.g. provision of snow fencing or staked straw bales at the individual tree's dripline during construction activity). All trees proposed for removal shall be indicated as such.

If any of the trees are heritage trees that would be impacted, then the Ordinance requires that the Administrator, Urban Forester or Director of Public Works determine whether the tree(s) would be preserved or removed and replaced.

The Ordinance defines “heritage tree” as a tree over 18 inches Diameter at Breast Height (DBH) and one of the Heritage tree species. Heritage tree species include: Sugar Maple (*Acer saccharum*), Shagbark Hickory (*Carya ovata*), Hackberry (*Celtis occidentalis*), Yellowwood (*Cladrastus kentukea*), American Beech (*Fagus grandifolia*), Kentucky Coffeetree (*Gymnocladus dioica*), Walnut or Butternut (*Juglans*), Tulip Poplar (*Liriodendron tulipifera*), Sweet Gum (*Liquidambar styraciflua*), Black Gum (*Nyssa sylvatica*), American Sycamore (*Platanus occidentalis*), Eastern Cottonwood (*Populus deltoides*), American Elm (*Ulmus americana*), Red Elm (*Ulmus rubra*) and any oak species (*Quercus*, all spp.)

The Ordinance also provides for replacement of heritage trees if a heritage tree is removed or dies within three years of the Improvement Location Permit (ILP) issuance date. See Exhibit A, Table 744-503-3: Replacement Trees.

Overlays

This site is also located within an overlay, specifically the Transit Oriented Development (TOD). “Overlays are used in places where the land uses that are allowed in a typology need to be adjusted. They may be needed because an area is environmentally sensitive, near an airport, or because a certain type of development should be promoted. Overlays can add uses, remove uses, or modify the conditions that are applied to uses in a typology.”

The Transit-Oriented Development (TOD) overlay is intended for areas within walking distance of a transit station. The purpose of this overlay is to promote pedestrian connectivity and a higher density than the surrounding area.

This site is located within a ¼ mile walk (approximately 945 feet) of a proposed transit stop located at the intersection of East Washington Street and Woodlark Drive (East Terminus), with a District Center typology.

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.

Planning Analysis

Staff believes the proposed development would generally align with the Cumberland Comprehensive Plan recommendation. As previously noted, the Plan recommends commercial uses but does not provide details regarding the type of commercial uses or supportive services.

Staff believes that the proposed drive and sidewalk would improve the circulation and integration of the proposed mobility hub with the surrounding land uses along the Blue Line transit corridor and Pennsy Trail, as well as improve services for both IndyGo staff and customers.

It would also support the purpose and goals of the Blue Line to maximize the economic development and public benefit of the investment, promote more in-demand (and under-supplied) walkable urban villages, and promote economic mobility for those who can most benefit from the educational and employment opportunities the Blue Line connects.

GENERAL INFORMATION

Existing Zoning	D-5 (TOD)	
Existing Land Use	Undeveloped	
Comprehensive Plan	Commercial	
Surrounding Context	<u>Zoning</u>	<u>Land Use</u>
North:	D-5 (TOD)	Commercial uses
South:	C-4 (TOD)	Pennsy Trail
East:	C-4 (TOD)	Commercial uses / Undeveloped land
West:	SU-9 (TOD)	Undeveloped land
Thoroughfare Plan		
East Washington Street	Primary arterial	Existing 104-foot right-of-way and proposed 78-foot right-of-way.
Context Area	Metro	
Floodway / Floodway Fringe	No	
Overlay	Yes – Transit-Oriented Development (TOD)	
Wellfield Protection Area	No	
Site Plan	September 19, 2025	
Site Plan (Amended)	September 30, 2025	
Elevations	N/A	
Elevations (Amended)	N/A	
Landscape Plan	N/A	
Findings of Fact	N/A	
Findings of Fact (Amended)	N/A	
C-S/D-P Statement	N/A	

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

Not Applicable to this Site.

Pattern Book / Land Use Plan

Not Applicable to the Site

Red Line / Blue Line / Purple Line TOD Strategic Plan

Blue Line Transit-Oriented Development Strategic Plan (2018)

District Center stations are located at the center of regionally significant districts with several blocks of retail or office at their core. Development opportunities include infill and redevelopment, dense residential, employment near transit stations, neighborhood retail and a focus on walkability and placemaking.

Characteristics of the District Center typology are:

- A dense mixed-use hub for multiple neighborhoods with tall buildings
- Minimum of three stories at core with no front or side setbacks
- Multi-family housing with a minimum of five units
- Structured parking only with active first floor

Neighborhood / Area Specific Plan

The Cumberland 2031 Comprehensive Plan (2014) recommends commercial uses but provides little detail regarding this use.

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:

- 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

2025-ZON-027; 11135 East Washington Street (west of site), requested rezoning of 5.28 acres from the C-4 (TOD) district to the SU-9 (TOD) district to provide for an IndyGo transit center, **approved**.

2001-ZON-060; 1151 East Washington Street (east of site), requested a rezoning 5.53 acres from D-5 to C-5 to provide for commercial development, **approved**.

98-UV1-77; 11119 East Washington Street (west. of the site), requested a variance of use of the Dwelling Districts Zoning Ordinance and a variance of development standards of the Sign Regulations to provide for a lawnmower sales and display business, with a 3 by 4-foot sign, **granted**.

EXHIBITS



Sources: Esri, HERE, Garmin, USGS, Intermap, INCREMENT P, NRCan, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri (Thailand), NOAA, (c) OpenStreetMap contributors, and the GIS User Community



11207 East Washington Street

00.000 0.015 0.03 0.045 0.06 Miles

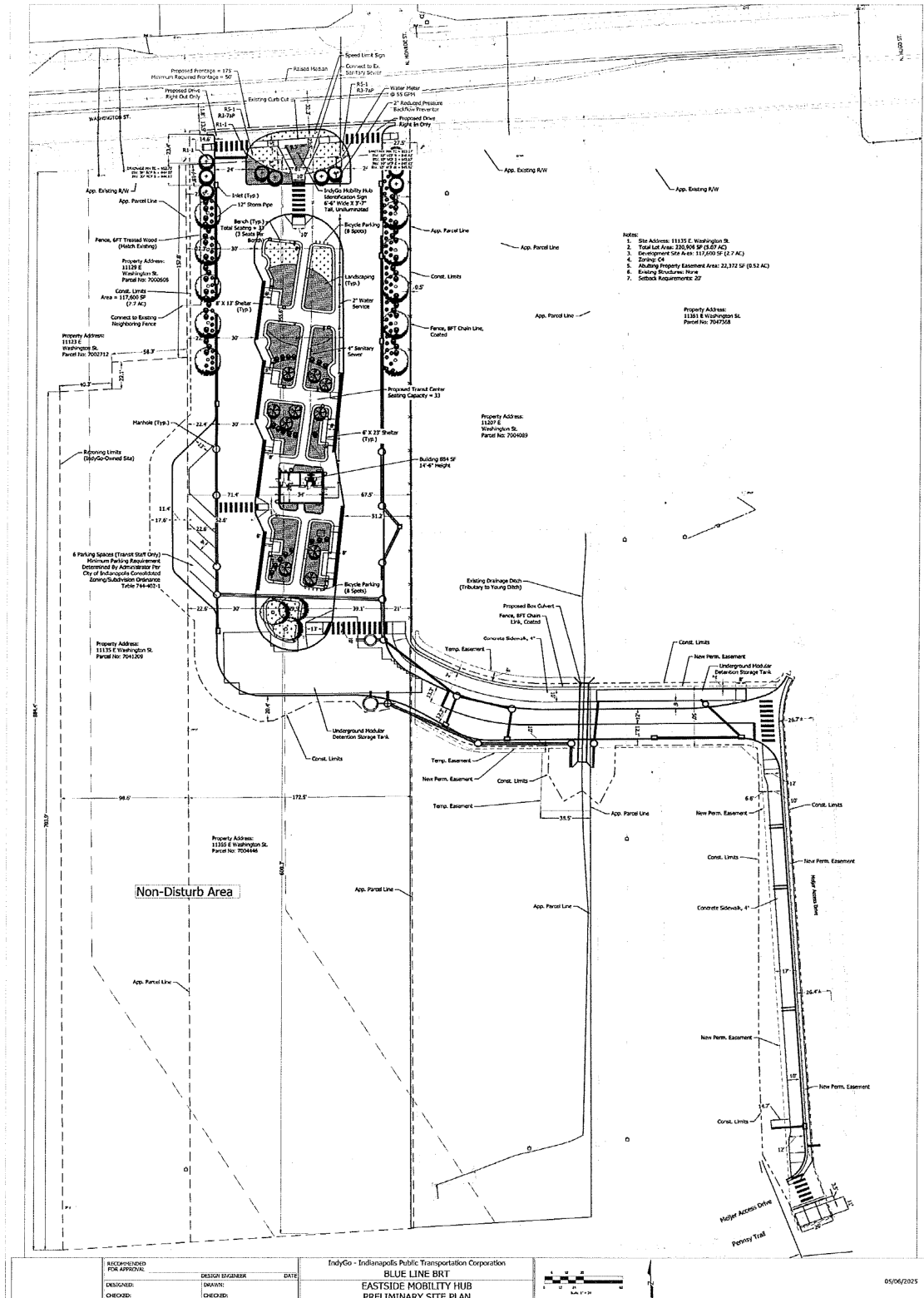


EXHIBIT A

Heritage Tree Conservation

Removal of any Heritage Tree is prohibited unless any of the following determinations are made before removal:

1. The Administrator or the city's Urban Forester determines that the tree is dead, significantly and terminally diseased, a threat to public health or safety, or is of an undesirable or nuisance species.
2. The Director of the Department of Public Works determines that the tree interferes with the provision of public services or is a hazard to traffic.
3. The Administrator determines that the location of the tree is preventing development or redevelopment that cannot be physically designed to protect the tree.
4. The site from which the tree is removed is zoned D-A and the tree is harvested as timber or similar forestry product.

Table 744-503-3: Replacement Trees		
Size of tree removed or dead (inches)	Number of Trees to be planted to replace a Heritage Tree	Number of Trees to be planted to replace an existing tree
Over 36 DBH	15	10
25.5 to 36 DBH	11	8
13 to 25 DBH	8	6
10.5 to 12.5 DBH	6	4
8.5 to 10 DBH	5	4
6.5 to 8	3	2
4 to 6	2	2
2.5 to 3.5	1	1



View looking west along east / west access drive along the southern boundary



View looking north across intersection of two access drives



View of site looking north from east / west access drive north of the Pennsy Trail



View of site looking north across east / west access drive north of the Pennsy Trail



View of site looking north across east / west access drive north of the Pennsy Trail