

BOARD OF ZONING APPEALS DIVISION I

May 6, 2025

Case Number: 2025-UV1-004
Address: 3950 Meadows Drive (approximate address)
Location: Washington Township, Council District #8
Zoning: C-4 / DP (TOD)
Petitioner: Health & Hospital Corporation, by Mark VanderWoude
Request: Variance of use and development standards of the Consolidated Zoning and Subdivision Ordinance to provide for the operation of an emergency services fleet terminal (not permitted) and construction of a building with a front building line of 19 feet and width encompassing 18 percent of the lot width (maximum 10-foot building line permitted, 80 percent lot width required) with no public entry along Meadows Drive (required) and 16 percent transparency along Meadows Drive (60 percent required).

Current Land Use: Vacant former bank.

Staff Recommendation: Staff recommends approval of this petition.

Staff Reviewer: Robert Uhlenhake, Senior Planner

PETITION HISTORY

This petition was previously continued from the April 1, 2025, hearing, to the May 6, 2025, hearing, due to the lack of required published notice.

STAFF RECOMMENDATION

Staff recommends **approval** of this petition.

PETITION OVERVIEW

- ◇ The subject site is currently developed with a vacant former bank building. The property is located on the Purple Line of the Bus Rapid Transit system within the Transit Oriented Development Overlay district, which is more restrictive on automotive uses and the design of such facilities. The surrounding neighborhood consists of previously developed commercial uses.
- ◇ The Transit-Oriented Development Secondary District is established on all lots, wholly or partially, within 1,000' from centerline of a Bus Rapid Transit (BRT) Line. The intent of the Transit Oriented Development (TOD) Secondary District is to coordinate more compact, walkable, and urban development patterns with public investment in the transit system. These development patterns ensure that walking and biking are viable options for short trips and transit is a priority for longer trips. Development patterns and site designs that prioritize automobile travel undermine these public and private investments. This district follows the policies and principles of the comprehensive plan, the transit-oriented development strategic plans, and the Livability Principles in this code, and has the following specific design objectives:

- Place a wide range of housing types within walking distance of commercial centers and transit stops or stations, and at a critical mass that supports these places.
- Create connections through many different modes of transportation between neighborhoods and places for commercial services and employment.
- Provide a concentration of many different and small-scale uses with a fine-grained pattern that integrates and transitions well with the neighborhoods they support.
- Ensure human-scale design that prioritizes relationships of sites and buildings to the streetscapes.

VARIANCE OF USE

- ◇ For the request to provide for the operation of an emergency services fleet terminal, Staff does recommend approval.
- ◇ The existing building will be renovated and expanded to provide for a two-bay ambulance garage for the Indianapolis Emergency Medical Services. The building is part of the existing Health & Hospital Corporation of Marion County campus and will provide needed emergency medical services to the surrounding community, similar to a fire station.

VARIANCE OF DEVELOPMENT STANDARDS

- ◇ For the request to provide for a building with a front building line of 19 feet along Meadows Drive and width encompassing 18 percent of the lot width, where a maximum 10-foot front building line is permitted and where an 80 percent building line is required, and with no public entry along Meadows Drive, with 16 percent window transparency along Meadows Drive, Staff does recommend approval.
- ◇ The front building line percentage is defined as the percentage of the lot frontage which must be occupied by at least a portion of the front building (740-201.B).
- ◇ The subject site is bordered on two (2) sides by throughfares, Meadows Drive, and an unnamed private street, with the back of the original building oriented to Meadows Drive, providing a practical difficulty in meeting the standards that were created primary for parcels with a singular frontage.
- ◇ The required public entry and window transparencies are being provided along the north side of the building adjacent to the parking lot, which is the proposed primary access for pedestrians in the area.
- ◇ The request for a reduction of front building line and entrances along Meadows Drive would be minor deviations in Staff's opinion, as the intent of the Ordinance is being met, without any reduction in pedestrian access to the primary entrance from the parking lot to the north side of the building.

GENERAL INFORMATION

Existing Zoning	C-4 / D-P	
Existing Land Use	Vacant former bank building	
Comprehensive Plan	Regional Special Use	
Surrounding Context	Zoning	Surrounding Context
	North: D-P	Fitness Center and School
	South: C-4	Commercial Office
	East: C-4	Commercial Office
	West: D-P	Commercial Office
Thoroughfare Plan		
Meadows Drive	Primary Collector	78 foot existing and proposed right-of-way
Context Area	Compact area	
Floodway / Floodway Fringe	No	
Overlay	N/A	
Wellfield Protection Area	N/A	
Site Plan	February 4, 2025	
Elevations	N/A	
Landscape Plan	N/A	
Findings of Fact	February 4, 2025	

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

- The Comprehensive Plan recommends Regional Special Uses for the site.

Pattern Book / Land Use Plan

- The Marion County Land Use Plan Pattern Book recommends the Regional Special Use typology which provides for public, semi-public and private land uses that serve a specific institutional purpose for a significant portion of the county. Examples are large-scale, generally stable institutional uses such as cemeteries, hospitals, universities, high schools, government complexes, large museums, the Indiana State Fairgrounds, and the Indianapolis Motor Speedway.

Red Line / Blue Line / Purple Line TOD Strategic Plan

- This site falls within the Purple Line (Bus Rapid Transit) and the Transit-Oriented Development (TOD) overlay. The 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.

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)

- Not Applicable to the Site.

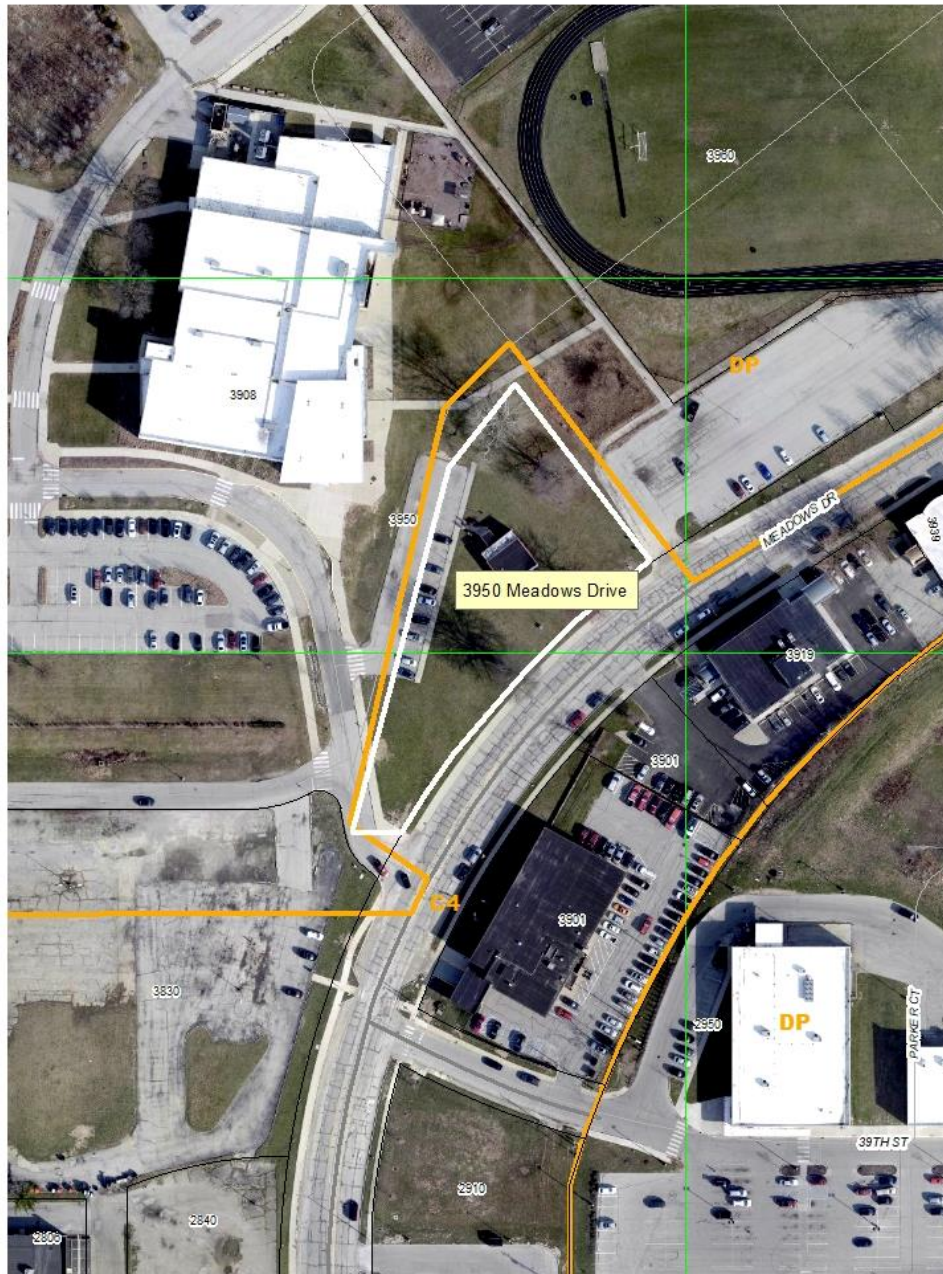
ZONING HISTORY

2024-DV1-049; 3830 Meadows Drive (west of site), requested a variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for the construction of a medical laboratory with a 28 percent front building line along Meadows Drive (80 percent required), one public entry on the east façade (three required) and a loading/service area within the front yard of Rural Street (not permitted) with a parking area providing a 9.-7-foot front yard setback from Meadows Drive (not permitted, 50-foot setback required), **granted**.

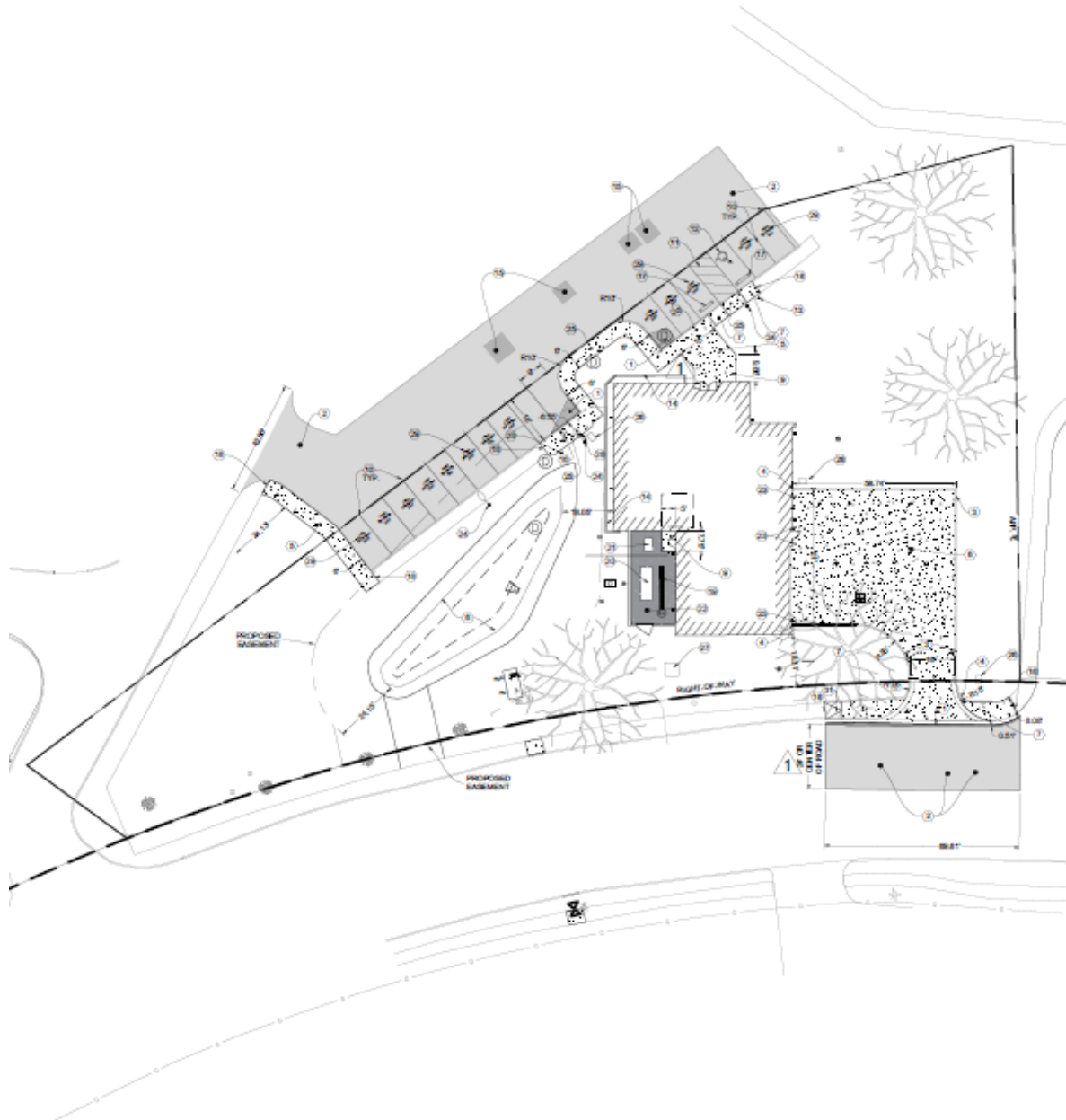
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EXHIBITS

Location Map



Site Plan



Findings of Fact

Petition Number _____

**METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER
METROPOLITAN BOARD OF ZONING APPEALS, Division _____
OF MARION COUNTY, INDIANA**

PETITION FOR VARIANCE OF USE

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 not be injurious to the public health, safety, morals, and general welfare of the community because the proposed building brings an EMS outpost to this community. This proposed site was gifted to Health & Hospital Corporation from DMD with the intentions to bring a serviced needed in this community.

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 use or value of the area adjacent to the property included in the variance will not be affected in a substantially adverse manner because this proposed site was gifted to Health & Hospital Corporation from DMD with the intentions to become a outpost for EMS and to renovate and occupy a currently vacant site and structure.

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

The need for the variance arises from some condition peculiar to the property involved because this property was gifted from DMD to Health & Hospital Corporation with the intentions to be used for such outpost function.

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

The strict application of the terms of the zoning ordinance constitutes and unusual and unnecessary hardship because without this variance, this proposed project cannot be completed. This property was gifted from DMD to Health & Hospital Corporation with the intentions to be used for such outpost function. .

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

The grand does not interfere substantially with the comprehensive plan because this property was gifted from DMD to Health & Hospital Corporation with the intentions to be used for such outpost function. The proposed building will bring a public service to the community.

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HEARING EXAMINER
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OF MARION COUNTY, INDIANA**

PETITION FOR VARIANCE OF DEVELOPMENT STANDARDS

First Story Transparency:
60-90%

FINDINGS OF FACT

1. The grant will not be injurious to the public health, safety, morals, and general welfare of the community because:

The variance is not injurious to public health, safety, morals, and general welfare of the community because this facades of the building maintains visual transparency transparency with Meadows Drive.

The proposed building facade that faces Meadows Drive has a single glazed storefront making up 198 square feet of the forward most face of the building. This results in 22% transparency on this face and 16% of the total elevation facing this roadway. The intention of this building face is to provide visual transparency to the public showing the ambulance service while also maintaining security to the building.

2. The use or value of the area adjacent to the property included in the variance will not be affected in a substantially adverse manner because:

The use or value of the area adjacent to the property included in the variance will not be affected in a substantially adverse manner because the current vacant building that is being renovated and added onto for this project does not meet this requirement and in-turn this project increases the visual transparency to the building inhabitation.

3. The strict application of the terms of the zoning ordinance will result in practical difficulties in the use of the property because:

The zoning ordinance will result in practical difficulties in the use of the property because this building facade is not intended to connect the public to the interior program in an interactive manner.

DECISION



Petition Number _____

**METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER
METROPOLITAN BOARD OF ZONING APPEALS, Division _____
OF MARION COUNTY, INDIANA**

PETITION FOR VARIANCE OF DEVELOPMENT STANDARDS

Front Building Line:
0'-10', 80%

FINDINGS OF FACT

1. The grant will not be injurious to the public health, safety, morals, and general welfare of the community because:

The variance is not injurious to public health, safety, morals, and general welfare of the community because this project is a renovation and addition to the current vacant building in this lot. The proposed building as it is designed continues to create visual pass-thru from adjacent properties while also shortening the distance from the face of the building to the roadway.

The proposed building is located in a long curving triangular site of which spans over 300 feet.

2. The use or value of the area adjacent to the property included in the variance will not be affected in a substantially adverse manner because:

The use or value of the area adjacent to the property included in the variance will not be affected in a substantially adverse manner because the proposed building will renovate and add value to the currently abandoned site and structure.

3. The strict application of the terms of the zoning ordinance will result in practical difficulties in the use of the property because:

The zoning ordinance will result in practical difficulties in the use of the property because it would create a need to build much more building space than the building program would operate in order to meet the requirement.

DECISION



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HEARING EXAMINER
METROPOLITAN BOARD OF ZONING APPEALS, Division _____
OF MARION COUNTY, INDIANA**

PETITION FOR VARIANCE OF DEVELOPMENT STANDARDS

Primary Entry Feature:
1 per 50ft

FINDINGS OF FACT

1. The grant will not be injurious to the public health, safety, morals, and general welfare of the community because:

The variance is not injurious to public health, safety, morals, and general welfare of the community because if public access is needed, there is an access door located to the North wall of the garage with 24/7 video/intercom surveillance to specifically support public visitors if the occasion arises.

The proposed building facade that faces Meadows Drive is programmed with an ambulance garage not intended for public access. This face displays the building will display the owners logo (HHC) and building function (EMS).

2. The use or value of the area adjacent to the property included in the variance will not be affected in a substantially adverse manner because:

The use or value of the area adjacent to the property included in the variance will not be affected in a substantially adverse manner because although there is not an entrance located on the wall facing directly towards Meadows Driver, there is a door to service public visitors in close proximity to the roadway.

3. The strict application of the terms of the zoning ordinance will result in practical difficulties in the use of the property because:

The zoning ordinance will result in practical difficulties in the use of the property because the proposed building is not intended to invite public visitors. Considerations have been made in the event to support public access, although, not intended.

DECISION

Photographs



Photo of subject site, looking northeast.



Photo of subject site Meadows Drive frontage, looking north



Photo of subject site, looking south.



Photo of adjacent office building to the southeast.



Photo of adjacent YMCA, to the northwest.



Photo of adjacent medical building under construction to the southwest.