



METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER

January 15, 2026

Case Number: 2025-ZON-136
Property Address: 1711 North College Avenue (Approximate Address)
Location: Center Township, Council District #13
Petitioner: 1711 N College Ave LLC., by John Smith
Current Zoning: C-1
Request: Rezoning of 0.12 acre from the C-1 district to the D-8 district to provide for residential uses.
Current Land Use: Undeveloped
Staff Recommendations: Approval
Staff Reviewer: Marleny Iraheta, Senior Planner

PETITION HISTORY

This is the first public hearing for this petition.

STAFF RECOMMENDATION

Staff recommends approval of the request.

PETITION OVERVIEW

LAND USE

The 0.12-acre site is comprised of an undeveloped parcel. The site is surrounded by single-family dwellings to the north and east, zoned D-8, a multi-family building to the south, zoned C-1, and apartments to the west, zoned PK-2.

REZONING

The request would rezone the property to the D-8 district to allow for residential uses that are not permitted in the existing C-1 district.

The C-1 District is designed to perform two (2) functions: act as a buffer between uses, and provide for a freestanding area that office uses, compatible office-type uses, such as medical and dental facilities, education services, and certain public and semipublic uses may be developed with the assurance that retail and other heavier commercial uses with incompatible characteristics will not impede or disrupt. Since the buildings for office, office-type and public and semipublic uses are typically much less

commercial in appearance, landscaped more fully and architecturally more harmonious with residential structures, this district can serve as a buffer between protected districts and more intense commercial or industrial areas/districts - if designed accordingly. This district, with its offices and other buffer type uses, may also be used along certain thoroughfares where a gradual and reasonable transition from existing residential use should occur.

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.

STAFF ANALYSIS

The request would rezone the property to the D-8 district to allow for residential uses.

According to an 1898 Sanborn Map, the site was once developed residentially and the rezoning of the site to a Dwelling District for residential use would not be out of line with the existing residential development of the surrounding area.

Therefore, staff is supportive of the rezoning because it would allow for residential development and would align with the Traditional Neighborhood recommendation of the Comprehensive Plan.

All the applicable private frontage design standards of Table 744-701-2 will need to be met.

GENERAL INFORMATION

| | | |
|-----------------------------------|--------------------------|--|
| Existing Zoning | C-1 | |
| Existing Land Use | Undeveloped | |
| Comprehensive Plan | Traditional Neighborhood | |
| Surrounding Context | Zoning | Land Use |
| North: | D-8 | Residential (single-family dwelling) |
| South: | C-1 | Residential (multi-family dwelling) |
| East: | D-8 | Residential (single-family dwelling) |
| West: | PK-2 | Residential (multi-family dwellings) |
| Thoroughfare Plan | | |
| College Avenue | Primary Arterial Street | 78-foot proposed right-of-way and 60-foot existing right-of-way. |
| Context Area | Compact | |
| Floodway / Floodway Fringe | No | |
| Overlay | No | |
| Wellfield Protection Area | No | |
| Site Plan | N/A | |

| | |
|-----------------------------------|-----|
| Site Plan (Amended) | N/A |
| 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

- Marion County Land Use Plan Pattern Book (2019).
- Infill Housing Guidelines (2021)

Pattern Book / Land Use Plan

- The Comprehensive Plan recommends Traditional Neighborhood development of the site.
- 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.
- **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.
- **Detached Housing**
 - The house should extend beyond the front of the garage. Garages should be loaded from an alley or side street when possible and should be detached if located on the side of the house.
 - Secondary units are encouraged.
 - Lots should be no larger than one and a half times the adjacent lots.
- **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.
- **Small-Scale Multi-Family Housing**
 - It is preferred that multi-family housing should be organized around intersections of neighborhood collector streets, parks or public squares, or neighborhood-serving retail.
 - If the above conditions are not met, individual buildings of small-scale multi-family 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.
 - In predominantly platted, single-family neighborhoods, site layouts should be similar in site- and building-orientation as the surrounding single-family homes.
 - Parking should be either behind or interior to the development.
 - Individual building height, massing, and footprint should gradually transition from adjacent developments. Specifically, buildings located adjacent to existing residential developments should be no more than one and a half times the height and no more than twice the average footprint of the existing adjacent residential buildings.

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

- **BUILDING ELEVATIONS AND ARCHITECTURAL ELEMENTS**
 - **1. Utilize Foundation Styles and Heights that are Consistent with Nearby Houses:** The height of the foundation affects where doors, porches, and windows are located. Unless there are special circumstances that require additional height, such as the location is in or near a floodplain, the foundation height for new construction should be consistent with nearby buildings.
 - **2. Be Consistent with Surrounding Entry Locations:** Main entries should be visible from the street. Entries should not be hidden, obscured, or missing from the main street elevation (front). The entry should reflect a similar characteristic to those that surround it, such as formal or casual, recessed or flush, narrow or wide.
 - **3. Where Appropriate, Include Porches or Stoops:** Use context to determine if front porches are consistent elements used in the neighborhood. If so, add porches or stoops to new construction.
 - **4. Coordinate the Location and Door Style of Balconies with the Surrounding Neighborhood:** Balconies are common architectural elements in some neighborhoods, but uncommon in others. Balconies along the street should be used when appropriate. When a balcony is used, consider the appropriate door access for the type of balcony. For example, Juliet balconies, which are intended to bring the outside in, make the most sense when French doors are used.
 - **5. Consider Nearby Roof Styles:** The basic outline of a new building should reflect building outlines typical of the area. Roof selection and overall height contribute to the building outline. Select roof shapes that are frequently used in the neighborhood.
 - **6. Fenestration Should Relate to the Surrounding Context:** Windows and doors should be arranged on buildings so as not to conflict with the basic fenestration patterns in the neighborhood. The proportion of glass (windows) to solid materials (wood, bricks, and other materials) which is found within the surrounding context should be reflected in new construction. Every elevation (sides and rear) should have windows on each story to help break up the monotony of the façade.
 - **7. Materials Used Should Reflect the Context of the Neighborhood:** Introducing new materials that are not used in the existing context should be done in a way where those materials are not the dominant material and make up less than 30% of the overall façade design.
 - **8. Consider Unique Neighborhood Features:** In addition to the architectural features mentioned above, consider other common features like chimneys, dormers, gables, and



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overhanging eaves that shape the character of a neighborhood. When possible, include these features into new construction.

Indy Moves

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

- Not Applicable to the Site.

ZONING HISTORY

Zoning History – Vicinity

2018-UV1-008; 1701 North College Avenue (south of site), Variance of Use and Development Standards of the Consolidated Zoning and Subdivision Ordinance to provide for the conversion of an existing building into a four-unit multi-family dwelling, with a two-story rear deck and a four-space 960-square foot detached garage (not permitted), with an eight-foot south front transitional setback and a five-foot rear transitional setback (10-foot front transitional and eight-foot rear transitional setback required), **granted**.

2017-CZN-827/2017-CPL-827; 715 East 17th Street and 1661 North College Avenue (south of site), Rezoning of 0.24 acre from the C-1 district to the D-8 classification to provide for three dwelling units and Approval of a Subdivision Plat to be known as 17th Street Townhomes, dividing 0.24 acre into three lots, **approved, and granted**.

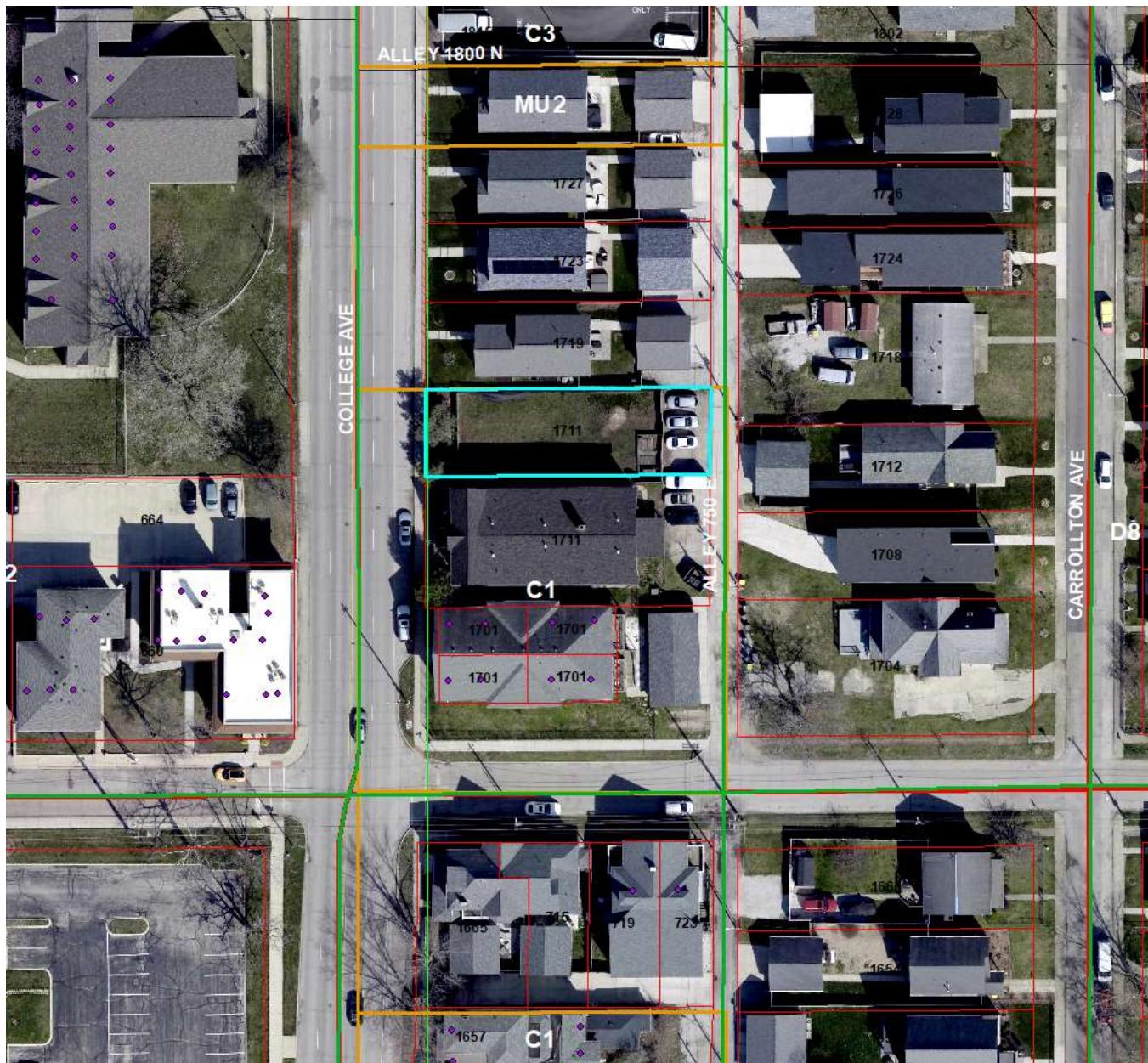
2017-ZON-015; 1719, 1723, and 1727 North College Avenue (north of site), Rezoning of 0.33 acre, being in the MU-2 and C-1 Districts, to the D-8 classification to provide for residential development, **approved**.

2013-ZON-024; 1731-1819 (odd) North College Avenue (north of site), Rezoning of 0.79 acre, being in the D-8 District, to the C-3C classification to provide for commercial development, **approved**.

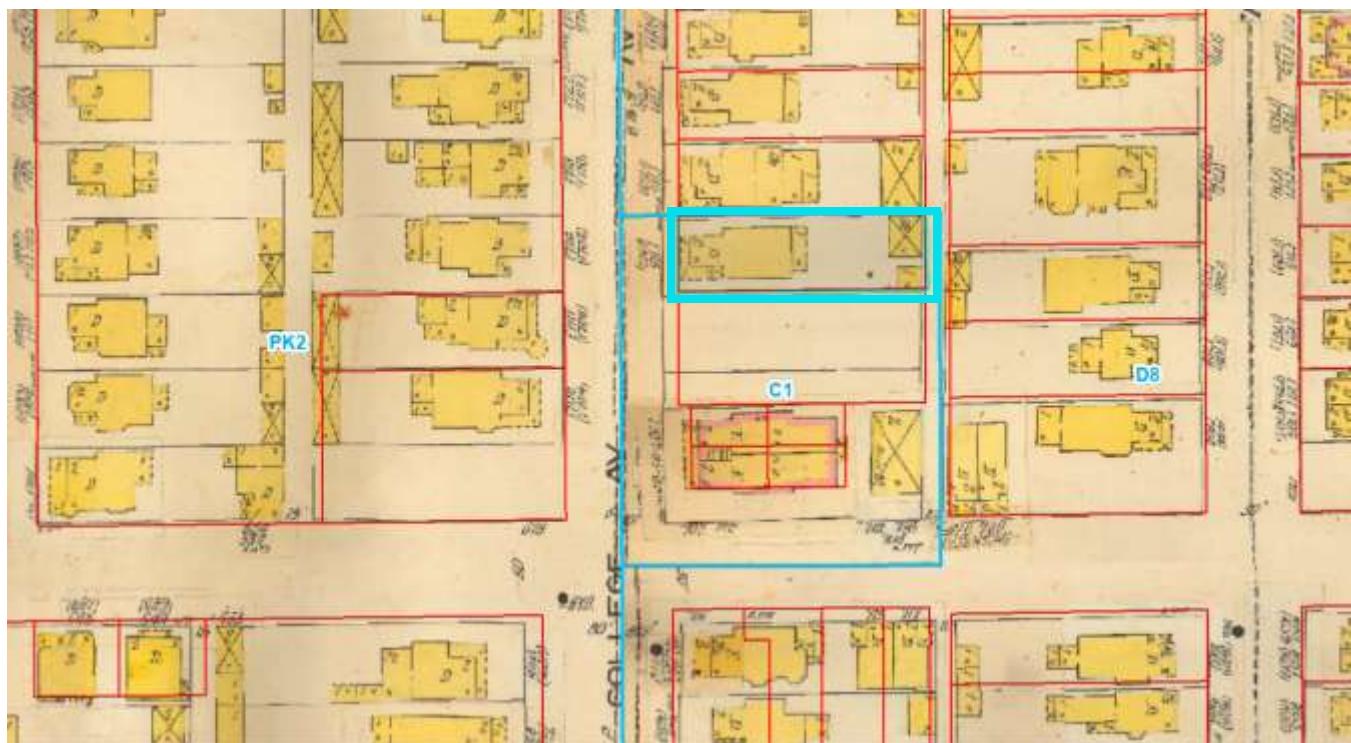
2006-ZON-825/2006-VAR-825; 1731-1815 North College Avenue (north of site), Rezoning of 0.89 acre from C-1 to D-8 to provide for the construction of multifamily dwellings with variances related to setback, **approved**.

70-Z-260; Between 16th and 22nd Street (west of site), Rezoning of 80 acres, being in C-1, C-3, C-4, and D-8 districts, to the PK-2 classification, **approved**.

EXHIBITS



Aerial Map



Sanborn 1898



Photo of the subject site looking east from College Avenue.



Photo of single-family dwellings north of the site.



Photo of a multi-family building south of the site.



Photo of the alley east of the subject site looking north.



Photo of the subject site from the alley.



Photo of the subject site looking west from the existing fence.