



METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER

January 29, 2026

Case Number: 2025-ZON-140
Property Address: 1802 Cornell Avenue
Location: Center Township, Council District #13
Petitioner: Rachel Loveman and Lyle Fettig, by Adam Tyler Murphy
Current Zoning: I-3
Request: Rezoning of 0.19-acre from the I-3 district to the D-8 district to provide for residential uses.
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, subject to following commitment being reduced to writing on the Commission's Exhibit "B" forms at least three days prior to the MDC hearing:

Development of the site shall be in substantial compliance with the site plan, file-dated December 16, 2025.

PETITION OVERVIEW

This 0.19-acre site, zoned I-3, is vacant and surrounded by a single-family dwelling to the north, zoned D-8; vacant land to the south, zoned I-3; industrial uses to the east, across Cornell Avenue, zoned I-3; and a single-family dwelling to the west, zoned D-8.

REZONING

The request would rezone the site to the D-8 district to provide for residential uses.

“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.”

“To advance the Livability Principles of this Code, the D-5, D-5II, **D-8**, D9 and D-10 districts implement walkable, compact neighborhoods within a well-connected street network and block structure, using slow neighborhood streets, walkable connectors, and multi-mode thoroughfares. Access to parks and recreation, transit and neighborhood services within walking distance is important. Street trees, landscape and trees along private frontages, and an active amenity zone create comfortable walking environment and add appeal to neighborhoods. These districts require urban public and community facilities and services to be available. These districts may be used in combination to supply critical mass of residents to support nearby commercial and transit investments.”

The purpose of the Walkable Neighborhood design standards and objectives is to advance the Livability Principles of this code, and to promote walkable neighborhoods. Any exceptions to the standards in the Ordinance, or discretionary review processes related to a specific application, shall be judged against these design objectives, in addition to any other criteria in this code for the application.

The Comprehensive Plan recommends traditional neighborhood typology for the site.

Recommended land uses in this typology include detached / attached / small-scale multi-family / large-scale multi-family housing; assisted living facilitates / nursing homes; group homes; bed and breakfast; small-scale offices, retailing, and personal or professional services; small- and large- scale schools, places of worship, neighborhood serving institutions / infrastructure, and other places of assembly; small-scale parks; and community farms / gardens.

This request would align with the Plan recommendation of traditional neighborhood and the historical residential use.

GENERAL INFORMATION

Existing Zoning	I-3	
Existing Land Use	Vacant land	
Comprehensive Plan	Traditional Neighborhood	
Surrounding Context	Zoning	Land Use
North:	D-8	Single family dwelling
South:	I-3	Vacant land
East:	I-3	Industrial uses
West:	D-8	Single-family dwelling
Thoroughfare Plan		
Cornell Avenue	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	December 16, 2025
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

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.”

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. Below are the relevant policies related to this request:

Conditions for All Land Use Types –Traditional Neighborhood Typology

- 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.

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

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.”

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.”



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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

VICINITY

2024-ZON-018; 922 East 17th Street (south of subject site), requested rezoning of 0.09 acre from the I-3 district to the D-8 district to provide for residential uses, **approved**.

2023-CZN-852 / 2023-CVR-852; 1902 Alvord Street (east of site), requested rezoning of 0.64 acre from the MU-1 district to the D-8 district to provide for a townhome development; and a variance of Development Standards of the Consolidated Zoning and Subdivision Ordinance to provide for a townhome development with reduced lot square footage, setbacks and main floor area, **approved and granted**.

2022-ZON-059 / 2022-VAR-004; 1902 Alvord Street (east of site), requested rezoning of 1.38 acres from the MU-1 district to the D-8 district, to provide for a townhome development and a variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for a townhome development with lots ranging from 1,074 square feet to 1,091-square feet and a 10-foot west rear setback and main floor area ranging from 405-square feet to 466-square feet, **approved and granted**.

2020-ZON-090; 1806 Cornell Avenue (north of site), requested rezoning of 0.17 acre from the I-3 district to the D-8 district, **approved**.

2019-ZON-128; 1051 East 19th Street and 1720 North Alvord Street (east of site), requested rezoning of 2.12 acres from the I-3 district to the D-P district to provide for 37 single-family attached dwelling units at a density of 17.5 units per acre, **approved**.

2019-ZON-103; 1661 Cornell Avenue (south of site), requested rezoning of 0.12 acre from the I-3 district to the D-8 classification, **approved**.

2018-ZON-013, 1136 and 1138 East 19th Street (south of site); requested rezoning of 0.116 acre, from the C-3 District, to the D-8 classification to provide for residential uses, **approved**.

2017-CZN-808 / 2017-CVR-808; 926, 930, and 934 East 17th Street (south of site), requested rezoning of one 2.3 acres from the I-3 district to the D-8 classification and Variance of Development Standards of the Consolidated Zoning and Subdivision Ordinance to provide for single-family development without parking (one parking space required), **approved and granted**.

2016-ZON-035; 1660, 1702, and 1706 Bellefontaine Street (west of site), requested rezoning of 0.95 acre from the D-8 District to the MU-2 classification, **approved**.

2015-CZN-835, 2015-CVR-835; 1102 East 16th Street (south of site), requested rezoning of 4.5 acres from the I-3-U, D-8 and C-5 districts to the C-3C classification, and to provide for a reduced setback and reduction in the number of require parking spaces, **approved and granted**.



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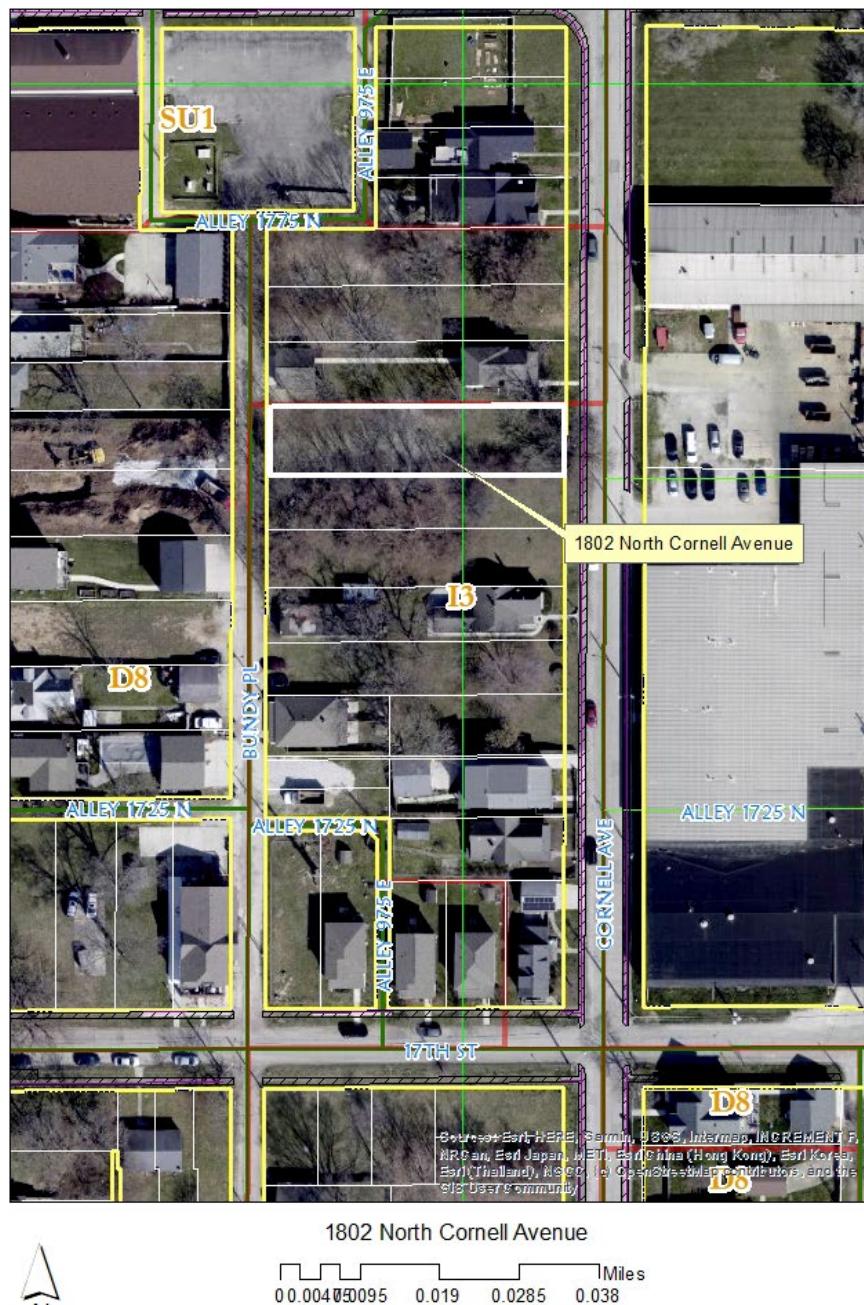
2011-ZON-050; 1831 Bellefontaine Street (north of subject site), requested rezoning of 0.70 acres, from the D-8 District, to the SU-1 classification to provide for religious uses, **approved**.

2011-ZON-077; 1902 Alvord Street (east of subject site) requested rezoning of 2 acres from the I-3-U district to the C-2 classification, **approved**.

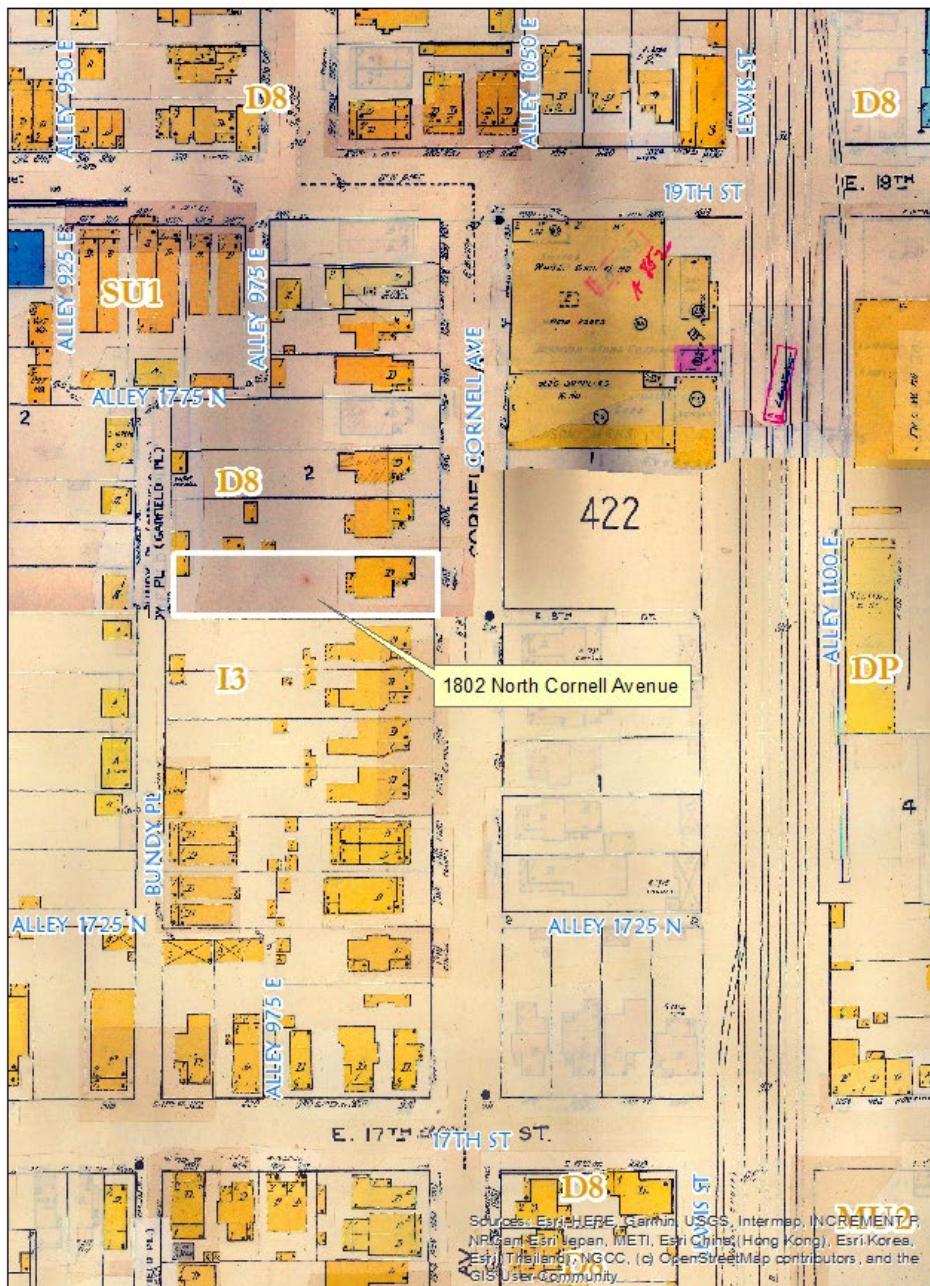
2006-ZON-085; 1115 East 19th Street (east of subject site), requested rezoning of 0.24 acre from the C-3 district to the D-8 classification, **approved**.

2006-ZON-027; 1635 Cornell Avenue (south of site), Rezoning of 0.306 acre from the I-3-U District to the D-8 classification to provide for residential development, **approved**.

EXHIBITS



Sanborn Map - 1915



1802 North Cornell Street

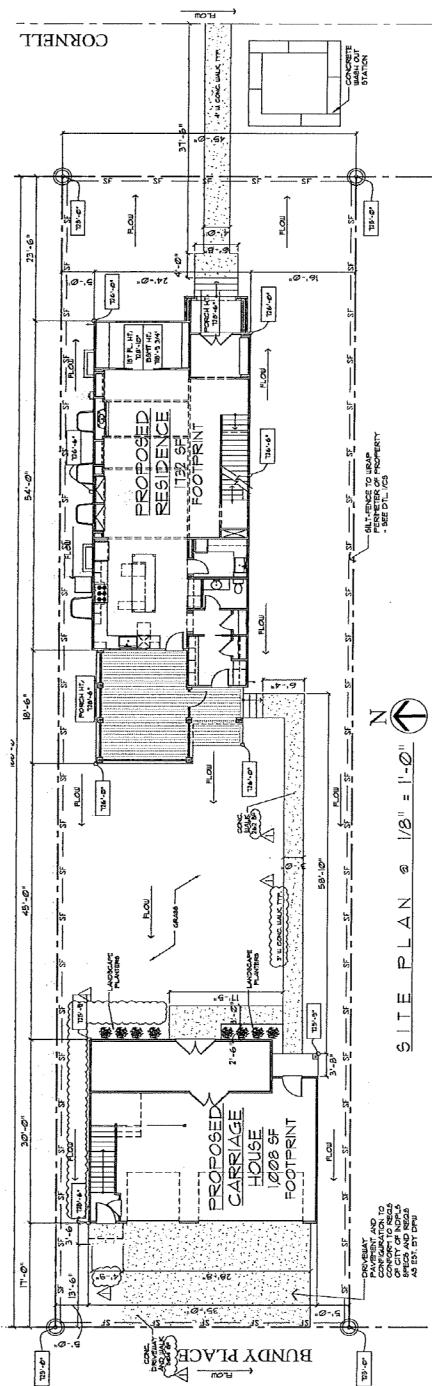


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COVER SHEET
1802 CORNEL
SHEET NO. 56





View looking north along Cornell Avenue



View looking south along Cornell Avenue



View of site looking northwest across Cornell Avenue



View of site looking west across Cornell Avenue



View of site looking west across Cornell Avenue



View from site looking east across Cornell Avenue