



METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER

January 29, 2026

Case Number: 2025-CZN-858 / 2025-CVR-858

Property Address: 2111 Columbia Avenue (Approximate Address)

Location: Center Township, Council District #13

Petitioner: Clarence Lyles, IV, by Matthew Lyles

Current Zoning: I-3

Rezoning of 0.13-acre from the I-3 district to the D-8 district to provide for a four-unit small apartment.

Request: Variance of Development Standards of the Consolidated Zoning and Subdivision Ordinance to provide for front-loaded garages (not permitted) with a 25-foot front setback (10-19.9-foot front setback required).

Current Land Use: Undeveloped Lot

Staff Recommendations: Approval of rezoning. Denial of variances.

Staff Reviewer: Marleny Iraheta, Senior Planner

PETITION HISTORY

This is the first hearing of this petition.

STAFF RECOMMENDATION

Staff **recommends approval** of the rezoning and **denial** of the variances.

PETITION OVERVIEW

LAND USE

The 0.13-acre subject site is an undeveloped parcel located in the Martindale–Brightwood Neighborhood. It is surrounded by single-family dwellings to the south and east, zoned I-3, an undeveloped lot to the north, zoned D-8, and multifamily dwellings to the west, zoned C-S.

REZONING

The grant of the request would rezone the property from the I-3 district to the D-8 district to provide for a four-unit small apartment.

The I-3 district is an intermediate district for industries that present moderate risks to the general public. Wherever practical, this district should be away from protected districts and buffered by intervening lighter

industrial districts. Where this district abuts Protected Districts, setbacks are large, and enclosure of activities and storage is required.

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.

VARIANCE OF DEVELOPMENT STANDARDS

The request would allow for front-loaded garages and a 25-foot front setback for the proposed building.

Per Table 744-701-2: Private Frontage Design Standards, the proposed D-8 district would require a 10-foot to 19.9-foot front setback range for Terrace Frontages with front-loaded garages being prohibited. These updated standards allow for infill development to be reflective of the surrounding area. In this instance, front loaded garages are a more suburban style of development that would not align with the context of the surrounding area. Additionally, the site in question falls within an urban neighborhood setting that focuses on rear alley access to the sites.

Although multi-family development would be permitted in the proposed D-8 district, the Comprehensive Plan requires that within platted single-family neighborhoods, site layouts should be similar in site and building-orientation as the surrounding single-family homes. Additionally, parking should be behind or interior to the development with individual building height, massing, and footprint should gradually transition from adjacent developments.

Staff determined that there is no practical difficulty with the development of the site because it could be developed to meet all development standards without issue. Any perceived practical difficulty is due to the proposed building and site design chosen by the Petitioner.

STAFF ANALYSIS

The proposed D-8 district would align with the Comprehensive Plan recommendation for Traditional Neighborhood development since multifamily dwellings are recommended and residential use of the site would be appropriate at this location.

For these reasons, staff is recommending approval of the rezoning.

GENERAL INFORMATION

Existing Zoning	I-3	
Existing Land Use	Undeveloped Lot	
Comprehensive Plan	Traditional Neighborhood	
Surrounding Context North:	<u>Zoning</u> D-8	<u>Land Use</u> Undeveloped

South:	I-3	Residential (Single-family dwelling)
East:	I-3	Residential (Single-family dwelling)
West:	C-S	Multi-family dwellings
Thoroughfare Plan		
Columbia Avenue	Local Street	48-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	November 19, 2025	
Site Plan (Amended)	N/A	
Elevations	N/A	
Elevations (Amended)	N/A	
Landscape Plan	N/A	
Findings of Fact	December 17, 2025	
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

- 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.

- **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.

- **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.

- **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

- The Infill Housing Guidelines (2021) should be considered when developing the site.

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



Department of Metropolitan Development
Division of Planning
Current Planning

Indy Moves

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

- Not Applicable to the Site.



ZONING HISTORY

Zoning History - Vicinity

2021-ZON-058 / 2021-VAR-008; 2127 Columbia Avenue (north of site), Rezoning of 0.13 acre from the I-3 district to the D-8 district and Variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for a single-family dwelling with a detached garage with 3.66-foot side setbacks and 48% open space (four-foot setback and 55% open space required), **approved and withdrawn**.

2018-ZON-049; 2111, 2121, 2131, 2132, 2136, 2140, and 2144 Columbia Avenue (north of site), Rezoning of 1.188 acres from the I-3 district to the D-8 classification, **approved**.

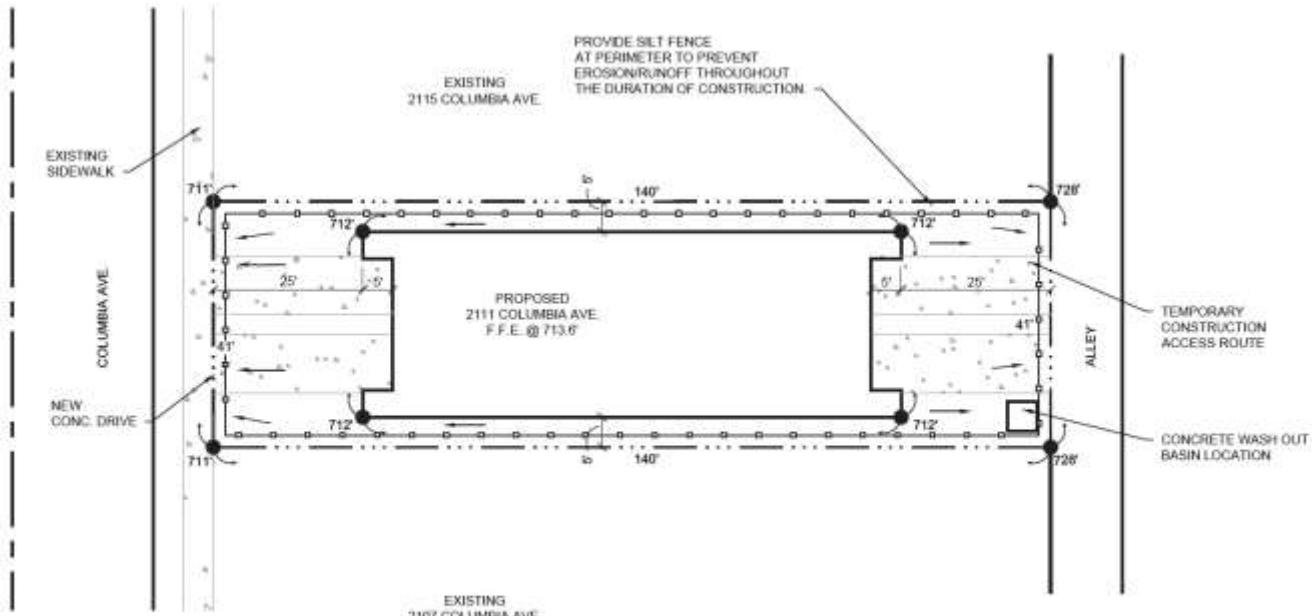
2007-ZON-866 / 2007-VAR-866; 1145 East 22nd Street and 2108 Columbia Avenue (west of site), Rezoning of 6.2 acres, from the I-3-U District, to the C-S classification to provide for two development areas: Parcel "A" permits: mixed-use or stand-alone buildings including dwelling units, offices, C-3 uses, I-1, I-2 and specified I-3 uses and schools and Parcel "B" permits: C-3C uses and two-family and multifamily residential uses and a variance of development standards of the Commercial Zoning Ordinance for reduced setbacks and a building taller than permitted, **approved and granted**.

EXHIBITS



AERIAL MAP

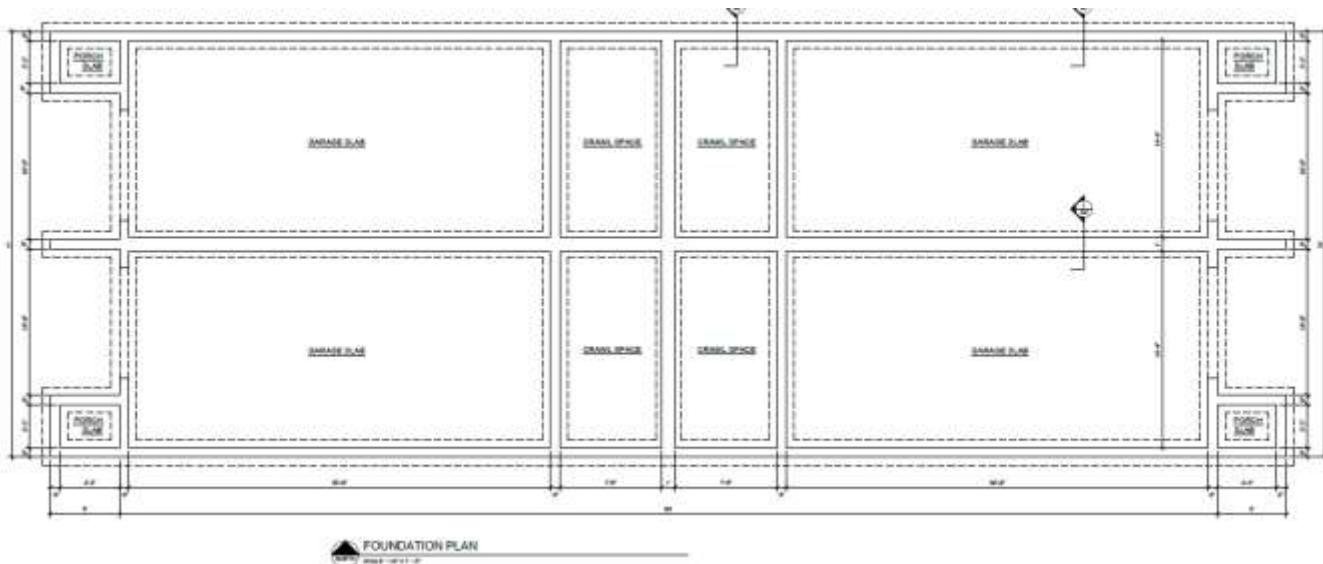
SITE PLAN



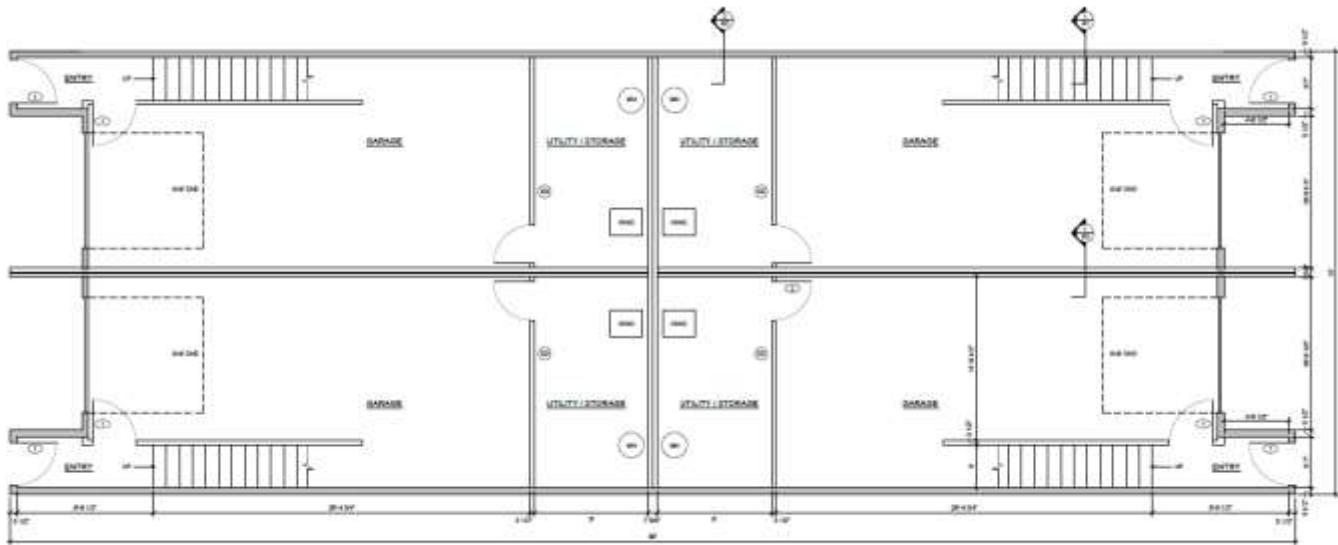
PROPOSED SITE PLAN

SCALE: 1" = 20'-0"

FOUNDATION PLAN

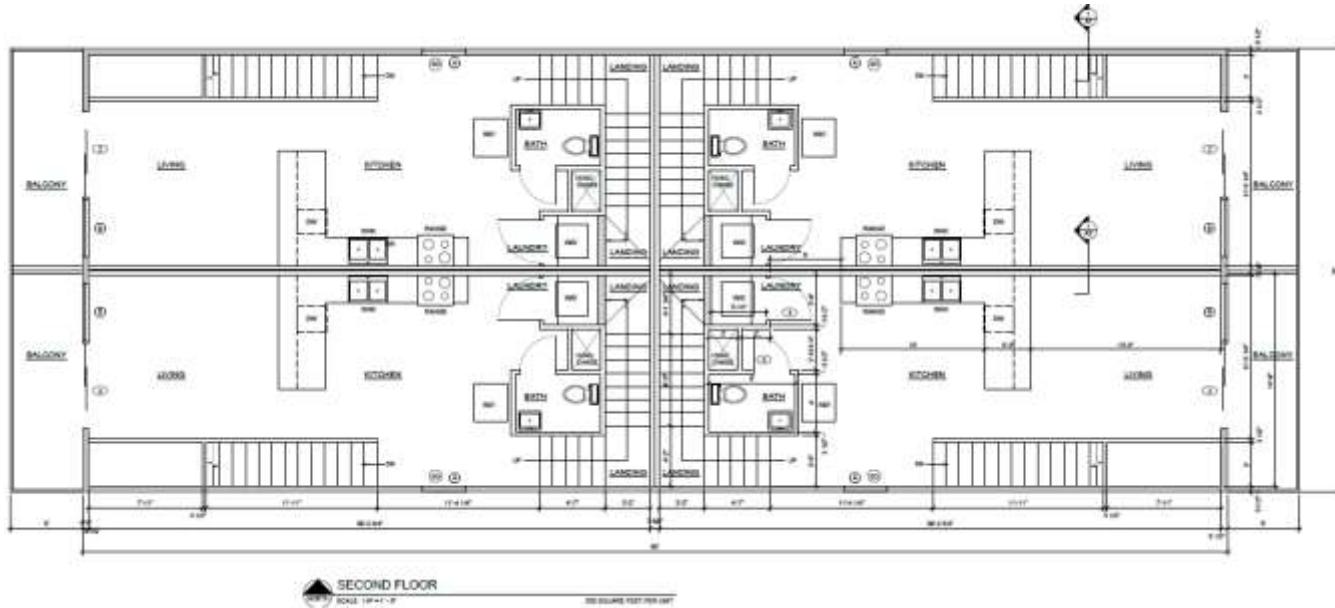


FIRST FLOOR PLAN

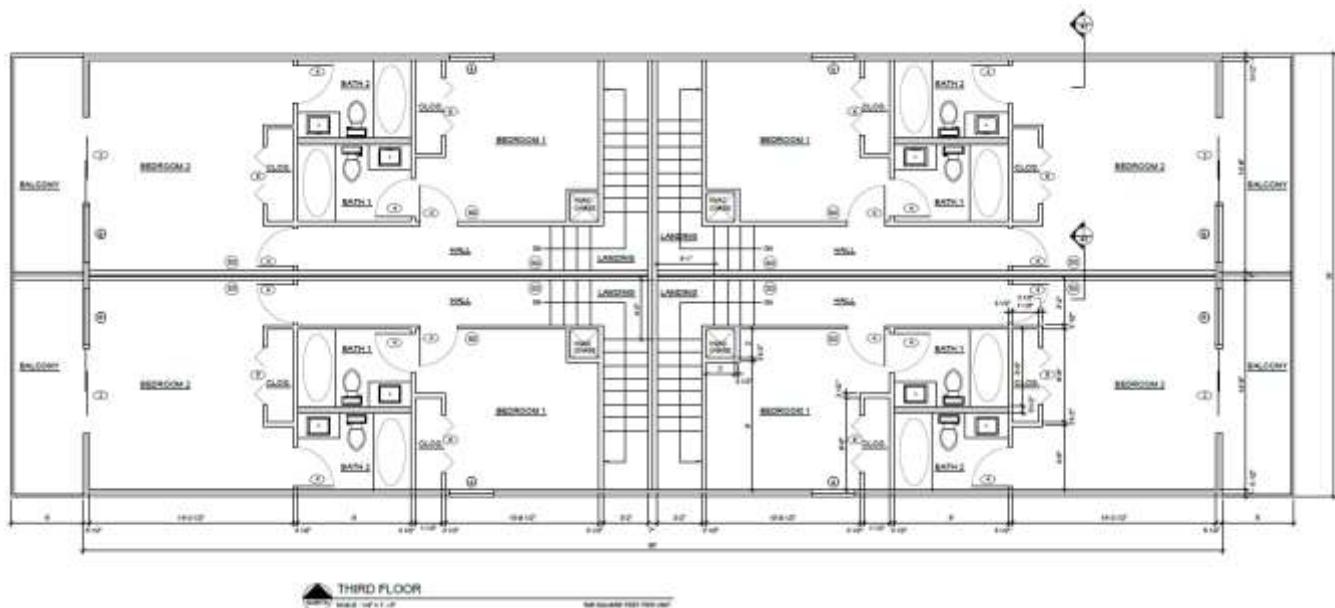


GROUND FLOOR PLAN

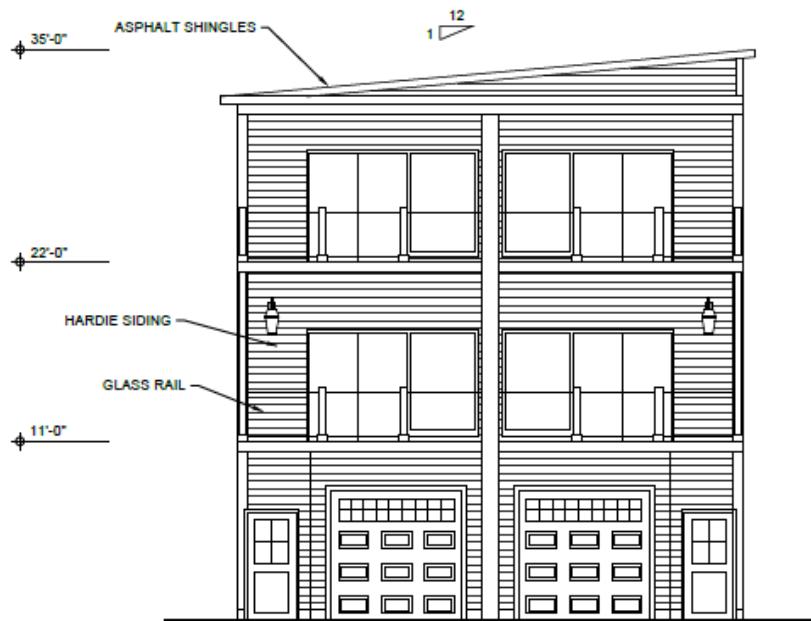
SECOND FLOOR PLAN



THIRD FLOOR PLAN

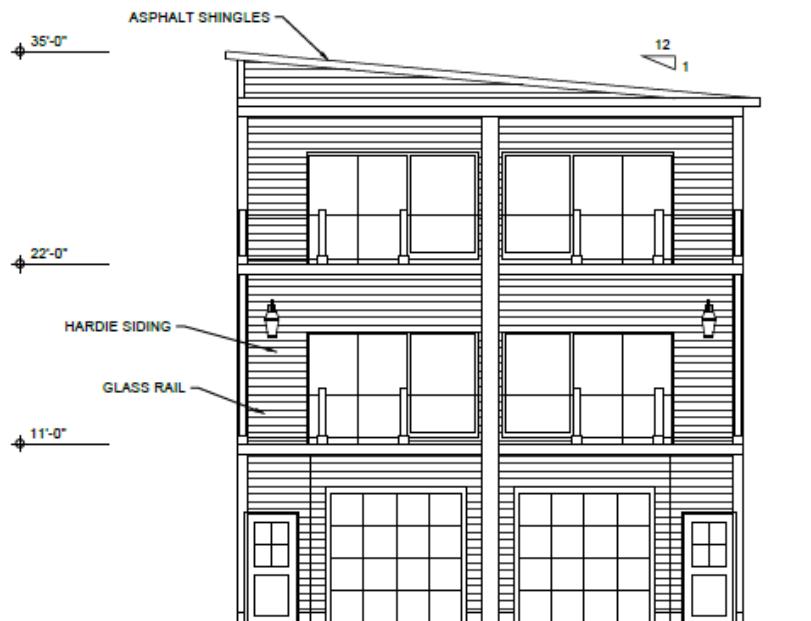


ELEVATIONS



WEST ELEVATION

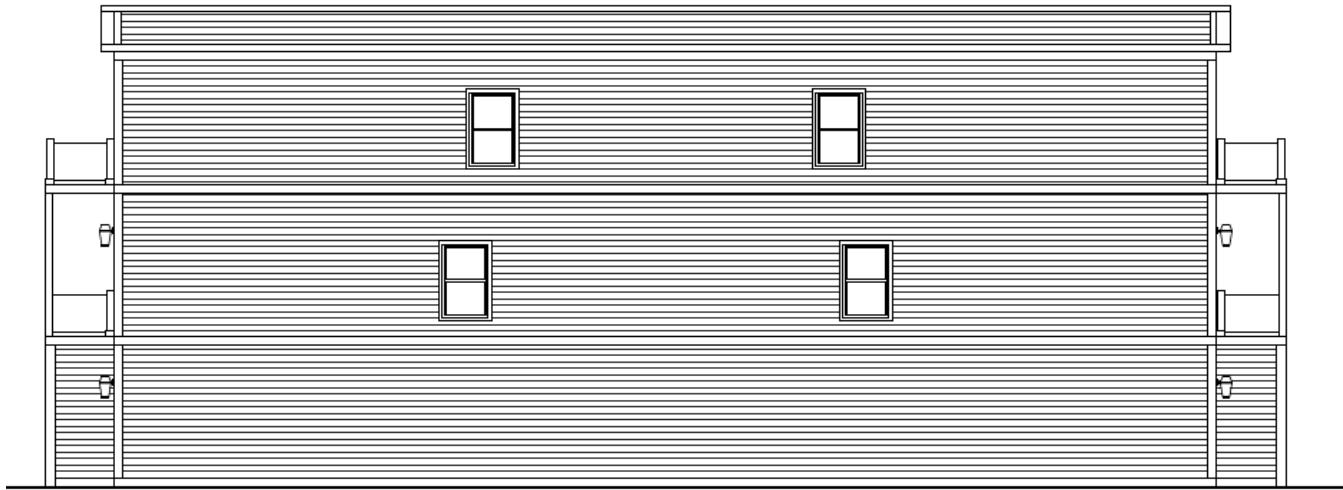
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EAST ELEVATION

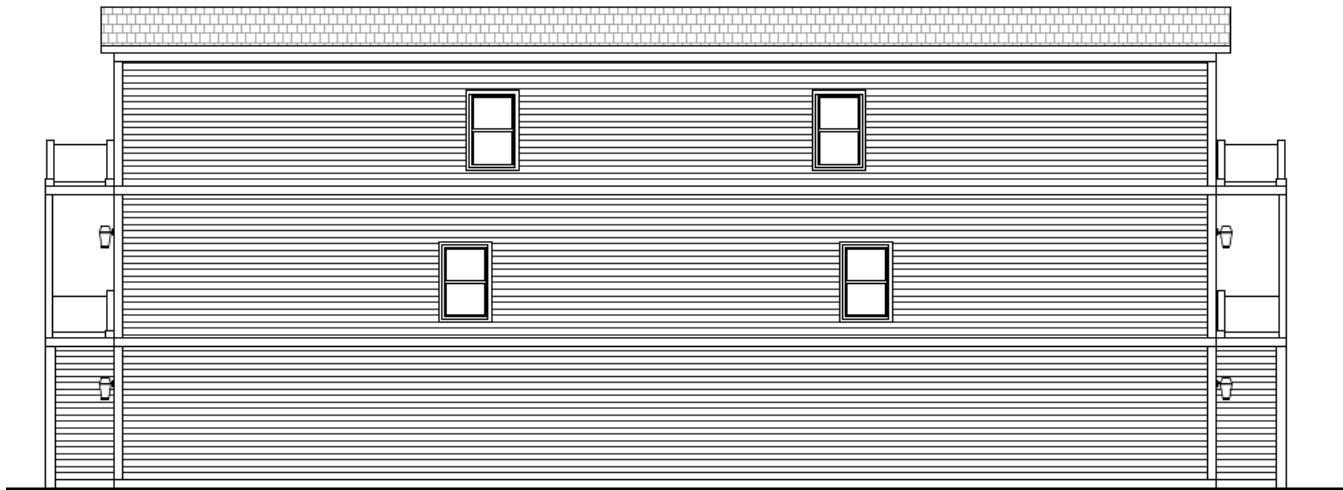
SCALE : 1/8" = 1' - 0"

ELEVATIONS (Continued)



SOUTH ELEVATION

SCALE : 1/8" = 1' - 0"



NORTH ELEVATION

SCALE : 1/8" = 1' - 0"



Department of Metropolitan Development
Division of Planning
Current Planning

Petition Number

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

PETITION FOR VARIANCE OF DEVELOPMENT STANDARDS

FINDINGS OF FACT

1. The grant will not be injurious to the public health, safety, morals, and general welfare of the community because: **the garage drive is no different than a sidewalk. A 3 story is also no different than a 2.5 story if the overall height still meets maximum height standard.**

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: **this type of build will add more value to the street and the surrounding area**

3. The strict application of the terms of the zoning ordinance will result in practical difficulties in the use of the property because: **2 of the 4 units wouldn't have garages and therefore would change the overall aesthetic of the property and limits tenants or home owner to street parking.**

DECISION

IT IS THEREFORE the decision of this body that this VARIANCE petition is APPROVED.

Adopted this day of , 20



Photo of the subject site looking east from Columbia Avenue.



Photo of an undeveloped lot north of the site.



Photo of a single-family dwelling south of the site.



Photo of multifamily dwellings west of the site.



Photo looking north along the alley east of the site.



Photo of the subject site looking west from the alley.