

BOARD OF ZONING APPEALS DIVISION II

September 8, 2026

Case Number: 2026-DV2-022 (Amended)
Address: 200 and 206 North Rural Avenue (approximate address)
Location: Center Township, Council District #13
Zoning: D-9 (TOD)
Petitioner: Englewood Community Development Corporation
Request: Variance of Development Standards of the Consolidated Zoning and Subdivision Ordinance to provide for a medium apartment building development with a minimum lot area of 9,422 square feet (minimum lot area 12,000 square feet required), with a minimum lot width of 75 feet (minimum lot width 100 feet required), with five off-street parking spaces provided (19 off-street parking spaces required), and to provide for minimum livability space ratio of 0.34 (minimum 0.75 required), and for a floor area ratio of 1.20 (maximum 0.50 permitted).

Current Land Use: Single-family dwelling

Staff Recommendation: Staff recommends approval of this petition.

Staff Reviewer: Robert Uhlenhake, Senior Planner

PETITION HISTORY

This is the first hearing of this petition.

STAFF RECOMMENDATION

Staff recommends **approval** of this petition.

PETITION OVERVIEW

- ◇ The subject site was previously rezoned to the D-9 District (2025-ZON-087), to provide for a medium apartment building.
- ◇ The requested variances will allow for an urban building form that makes use of the existing underutilized site while advancing community goals related to housing affordability, neighborhood reinvestment, and transit-oriented development. The proposed development has been designed to complement the area's evolving residential and institutional character requiring the need for the requested variances.
- ◇ The request does not increase permitted building height or introduce an incompatible land use, and only affects site dimensions and building efficiency. The proposed development will strengthen neighborhood investment, enhance the streetscape, and preserve the use and value of adjacent properties.

VARIANCE OF DEVELOPMENT STANDARDS

- ◇ Development Standards of the Consolidated Zoning and Subdivision Ordinance states that a D-9 zoned parcel with a multi-unit house is required to have a minimum lot width of 100 feet, and a minimum lot size of 12,000 square feet.
- ◇ The reduced lot size and reduced lot width requested by this petition would provide for a medium size apartment building that will bring additional density to this area that falls within the Transit Oriented Development overlay district.
- ◇ The proposed medium apartment building will contribute to the creation of a “street wall” that is appropriate for an urban arterial such as North Rural Street. The reduced lot size and reduced lot width requested by this petition would help with that development pattern.
- ◇ The site, although conducive to multifamily development, is narrowly configured with small contiguous residential lots. Strict application of the dimensional standards would significantly limit the reasonable development of this urban infill site to a lower density and limit the construction of income-restricted affordable housing development that addresses a documented community need.
- ◇ Therefore, this reduction in lot size and lot width would not be a significant deviation from the Ordinance or negatively impact the character of development within the surrounding area and is supportable.
- ◇ The requested variance of development standards would provide five (5) on-site parking spaces, where a minimum of nineteen (19) parking spaces is required. The petitioner has an agreement with the adjacent property to the east to provide for an additional three (3) off-site parking spaces, along with two (2) on-street parking spaces, for a total of ten (10) parking spaces available to residents.
- ◇ The subject site is within walking distance of the Blue Line bus rapid transit, and other surrounding commercial uses, with an extensive sidewalk system that can provide access to the site without the need for a parking space if the residents choose to do so.
- ◇ Therefore, given the limited lot size and the proximity to available mass transit, other public on street parking, and similarly developed properties, this reduction in parking would not be a significant deviation from the Ordinance or negatively impact the character of development within the surrounding area, and is supportable.
- ◇ As proposed the request would allow residential development using the Medium Apartment Residential Building Type Standards in the D-9 district.
- ◇ The request would provide for a minimum livability space ratio of 0.34, when the Ordinance requires a minimum ratio of 0.75 and a floor area ration of 1.20 when the Ordinance limits the ratio to a maximum of 0.50 ratio.

- ◇ The floor area ratio is the measurement that compares the size of a building's floor area to the size of the land upon which it is built and determines whether the scale and mass of the development is compatible with the surrounding neighborhood.
- ◇ The livability space ratio measures the amount of space dedicated to open, green and recreational areas within a built environment that contributes to the overall quality of life for the residents and users.
- ◇ Staff supports these variances because the application of the Ordinance standards would significantly limit the reasonable development of this urban infill site to smaller density uses, in a designated Transit Oriented Development Area where increased density is being encouraged.
- ◇ The deviation from the Ordinance requirements is minimal and would not impact surrounding land uses, while providing and contributing to the need for affordable housing options for the community residents.
- ◇ Generally, staff supports property improvements if their location and characteristics do not negatively impact adjoining residential areas by causing a nuisance to the surrounding neighborhood. This would be true for this particular request; additionally, no public safety or health risks would come from the grant of this variance.

GENERAL INFORMATION

Existing Zoning	D-9 (TOD)	
Existing Land Use	Single Family Dwelling / Undeveloped	
Comprehensive Plan	Traditional Neighborhood Uses	
Surrounding Context	Zoning	Surrounding Context
	North: D-5	Single-family dwelling
	South: D-5	Single-family dwelling
	East: SU-1	Religious uses
	West: D-5	Single-family dwelling / Undeveloped
Thoroughfare Plan		
North Rural Street	Primary Arterial	60-foot existing right-of-way, and a 78-foot proposed right-of-way.
Context Area	Compact area	
Floodway / Floodway Fringe	No	
Overlay	Yes – Transit Oriented Development	
Wellfield Protection Area	No	
Site Plan	July 1, 2026	
Elevations	N/A	
Landscape Plan	N/A	
Findings of Fact	July 1, 2026	

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 five 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.

Small-Scale Multi-Family Housing (defined as single or multiple buildings each with five or more legally complete dwelling units in a development of less than two acres and at a height of less than 40 feet).

- 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

Blue Line Transit-Oriented Development Strategic Plan (2018).

This site is located within a ¼ mile walk (approximately 574 feet) north of a proposed transit stop located at the intersection of East Washington Street and Rural Street, with a District Center typology.

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 5 units
- Structured parking only with active first floor

Neighborhood / Area Specific Plan

Not Applicable to the Site.

Infill Housing Guidelines

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.”

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-087; 200 North Rural Street (subject site), requested the Rezoning of 0.22-acres from the D-5 (TOD) district to the D-9 (TOD) district to provide for a medium apartment, **approved**.

2010-CZN-804 / 2010-CVR-804; 23 North Rural Street (south of site), requested Rezoning of 1.38 acres, being in the D-5 District, to the C-3-C classification to provide for commercial uses and 25 multi-family residential units and a variance of development standards of the Commercial Zoning Ordinance to provide for a mixed-use development with reduced parking spaces and north and east traditional yard, **approved and granted**.

2008-ZON-046; 16 South Rural Street and 20, 24 and 28 North Rural Street, 2718, 2730 and 2823 East Washington Street, and 27, 33, 35, 39, 43 and 49 Eastern Avenue (south of site), requested Rezoning of 1.64 acres, from the D-5, C-3 and I-3-U Districts, to the SU-7 classification to provide for charitable, philanthropic and not-for-profit institutions, **approved**.

99-Z-165; 2712-2714 East Washington Street (south of site), requested a Rezoning of 0.16 acre, being in the C-3 and D-5 Districts, to the SU-7 classification, to provide for charitable and philanthropic uses, **approved**.



Department of Metropolitan Development
Division of Planning
Current Planning

98-Z-106A & B; 2702-2706 East Washington Street, 11 North Eastern Avenue, and 12, & 16-18 North Rural Street (south of site), requested a Rezoning of 1.2 acre, being in the C-3, D-5, I-3-U and SU-7 Districts, to the SU-7 classification, to provide for religious uses including a community park, health clinic, single-family dwelling, offices and a clothing pantry, **approved**.

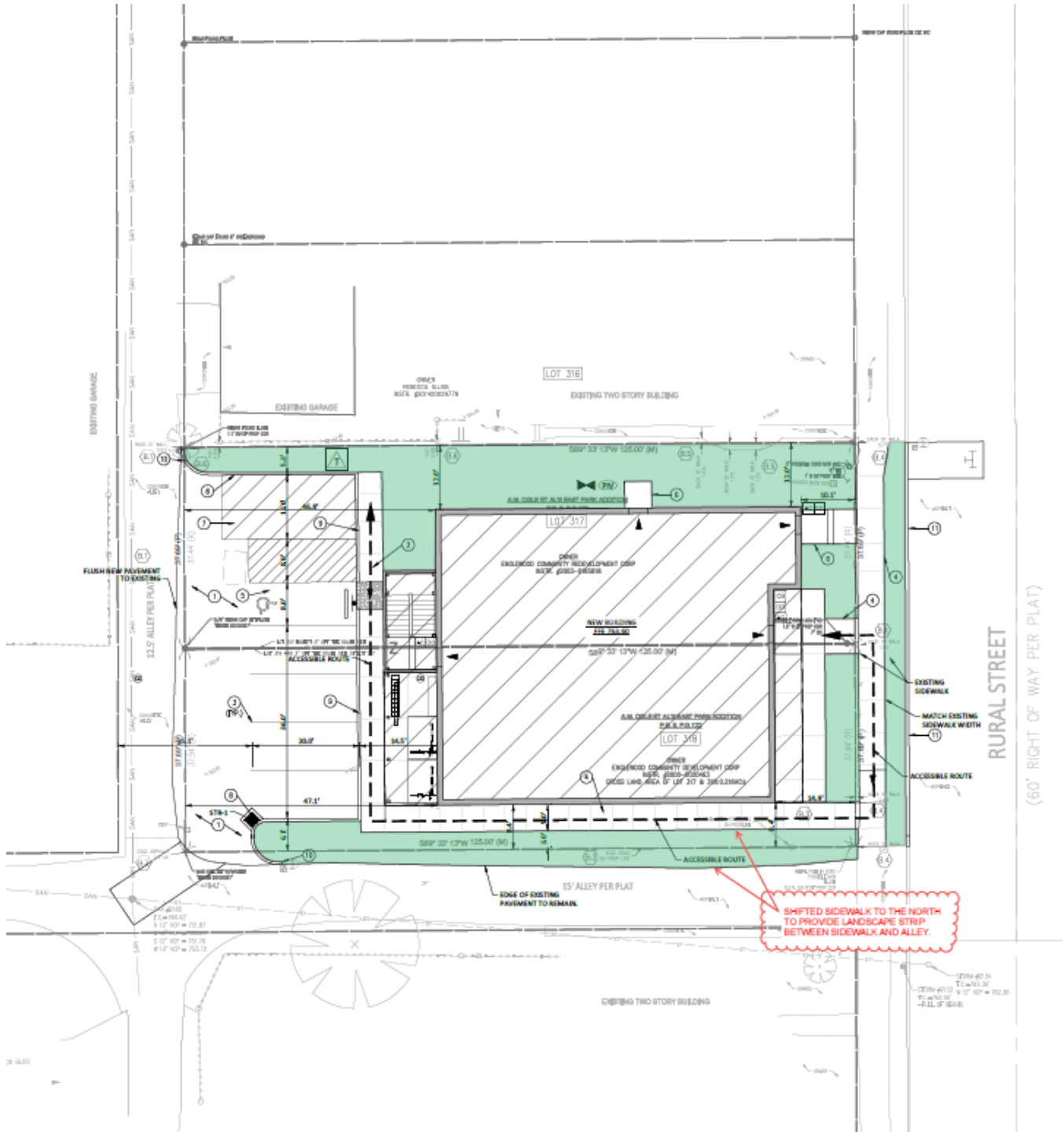
82-Z-1; 122, 208 through 235 North Rural Street (east of site), requested rezoning of 1.55 acres, being in the D-5 district to the SU-1 classification to provide for church use, **approved**.

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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 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 requested variances relate solely to dimensional development standards and will not compromise public health, safety, or welfare. The proposed building will comply with all applicable building, fire, accessibility, and life-safety codes and will be professionally managed as income-restricted affordable housing. The site was intentionally selected for its proximity to employment opportunities, neighborhood services, the East Washington Library, and the IndyGo Blue Line, allowing residents convenient access to daily needs and public transportation. The requested relief supports an efficient urban building form that makes productive use of existing space while advancing community goals related to housing affordability, neighborhood reinvestment, and transit-oriented development. Because the variances do not alter the permitted residential use or create adverse impacts related to traffic, noise, or public safety, granting them will promote the general welfare of the community.

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 proposed development has been designed to complement the area's evolving residential and institutional character. While contemporary in design, the building is compatible with nearby civic and institutional structures, including Englewood Christian Church across the street, the East Washington Library to the south, and Saint Lucas Lofts to the north. The property immediately adjacent to the site is under common ownership with the applicant, while other neighboring homes are separated by public streets or alleys, limiting potential impacts. The requested variances affect only site dimensions and building efficiency; they do not increase permitted building height or introduce an incompatible land use. Replacing a long underutilized site with a high-quality, professionally managed residential development is expected to strengthen neighborhood investment, enhance the streetscape, and preserve the use and value of adjacent properties.

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

Strict application of the dimensional standards would significantly limit the reasonable development of this urban infill site and hinder construction of a thoughtfully designed income-restricted affordable housing development that addresses a documented community need. The site's size and configuration, together with its proximity to transit and neighborhood amenities, make it well suited for compact residential development. Requiring full compliance with the minimum lot area, lot width, floor area ratio, and livability space ratio standards would substantially reduce the number of homes or require a fundamental redesign, diminishing the project's financial feasibility and efficient use of the site. The requested variances represent the minimum relief necessary to allow reasonable use of the property while maintaining compliance with all applicable safety, accessibility, and construction requirements and preserving compatibility with the surrounding neighborhood.

Photographs



Subject site, looking east.



Adjacent religious use to the east, looking southeast.



Adjacent Residential uses to the south, looking southwest.



Adjacent Residential uses to the north, looking northwest.