



Department of Metropolitan Development
Division of Planning
Current Planning

**METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER**

September 24, 2026

Case Number: 2026-APP-018
Address: 2063 Ruckle Street (approximate address)
Location: Center Township, Council District #13
Zoning: PK-2
Petitioner: Ralph and Donna Wagle, by David Gilman
Request: Park District Two approval to provide for the construction of a two-family dwelling and a detached garage.

Staff Recommendations: Approval
Current Land Use: Undeveloped Lot
Staff Reviewer: Robert Uhlenhake, Senior Planner

PETITION HISTORY

This is the first hearing for this petition.

STAFF RECOMMENDATION

Staff recommends Approval, subject to substantial compliance with the site plan file-dated August 12, 2026, and the elevations, file-dated September 9, 2026.

PETITION OVERVIEW

This 0.16-acre site, zoned PK-2, is comprised of an undeveloped lot. It is adjacent to single-family dwellings to the south and west zoned PK-2. The parcels to the north and east are undeveloped and zoned PK-2.

This site was included in Petition 70-Z-260 that rezoned 80 acres to the PK-2 district in 1970.

PARK DISTRICT TWO APPROVAL

The Ordinance classifies Park District One and Two as Development Plan Districts. “No use, building or structure shall hereafter be established, constructed or used on any land in a Development Plan district for any purpose, until a Site and Development Plan for such land, including the proposed use or uses, has been filed with and approved by the Commission in accordance with this zoning ordinance.”

“The Commission may consider and act upon any such proposed use and Site and Development Plan, approve the same in whole or in part, and impose additional development standards, requirements, conditions, or commitments thereon at any public hearing of the Commission.”

Land in the development plan districts is subject to the following site and development requirements. In review of the proposed Site and Development Plan, the Commission must assess whether the Site and Development Plan, proposed use, buildings, and structures must:

- a. Be so designed as to create a superior land development plan, in conformity with the Comprehensive Plan;
- b. Create and maintain a desirable, efficient, and economical use of land with high functional and aesthetic value, attractiveness, and compatibility of land uses, within the development plan district and with adjacent uses.
- c. Provide sufficient and adequate multi-modal access, such as parking and loading areas, transit provisions, and bicycle facilities;
- d. Integrate a multi-modal transportation network using active and passive traffic control with the existing and planned public streets and interior roads;
- e. Provide adequately for sanitation, drainage, and public utilities in a sustainable, low impact manner.
- f. Allocate adequate sites for all uses proposed - the design, character, grade, location, and orientation thereof to be appropriate for the uses proposed, logically related to existing and proposed topographical and other conditions, and consistent with the Comprehensive Plan; and
- g. Provide pedestrian accessibility and connectivity, which may be paths, trails, sidewalks, or combination thereof. Pedestrian accessibility to available public transit must be provided. Sidewalks along eligible public streets consisting of the walkway and any curb ramps or blended transitions must be provided. If sidewalks are required to be installed, the Administrator or the Commission must be guided by the provisions of Section 744-304 for the installation of sidewalks.

The Site and Development Plan must include layout and elevation plans for all proposed buildings and structures, and must indicate:

- a. Proposed uses, buildings and structures.
- b. All existing uses, buildings, and structures, in addition to any proposed to be demolished.
- c. Proposed buildings and structures and the use of each.
- d. Elevations of all sides of each building.
- e. Zoning and existing land uses of adjacent properties.
- f. Off-street vehicle and bicycle parking layouts with summary table of the number of required off-street parking, loading, and stacking spaces.

As proposed, a two-story, two-family dwelling would be constructed on a parcel that previously contained a single-family dwelling. The proposed two-family dwelling would generally be compatible with the surrounding residential development comprised of two-story, pitched-roof dwellings and detached garages. Documents file-dated September 8, 2026, provide for a detached garage to be accessed from the improved alley, which would also be consistent with development in this neighborhood.

GENERAL INFORMATION

Existing Zoning	PK-2		
Existing Land Use	Undeveloped		
Comprehensive Plan	Traditional Neighborhood		
Overlay	N/A		
Surrounding Context		<u>Zoning</u>	Surrounding Context
	North:	PK-2	Undeveloped / Single-family dwelling
	South:	PK-2	Single-family dwelling
	East:	PK-2	Undeveloped
	West:	PK-2	Single-family dwelling
Thoroughfare Plan			
	Ruckle Street	Local Street	48-foot existing and proposed right-of-way.
	21 st Street	Local Street	60-foot existing and proposed right-of-way.
Context Area	Compact		
Floodway / Floodway Fringe	N/A		
Wellfield Protection Area	N/A		
Site Plan	August 12, 2026		
Elevations	September 8, 2026		
Landscape Plan	N/A		
Commitments	N/A		
Findings of Fact	August 12, 2026		
C-S / D-P Statement	N/A		

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

The Comprehensive Plan recommends the 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.

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.

Attached Housing (defined as duplexes, triplexes, quads, townhouses, row houses, stacked flats, and other, similar legally complete dwellings joined by common walls and typically with each unit on its own lot or part of a condominium.)

- 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.

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.”

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

2007-APP-004; 1957, 2014, 2022, 2049 and 2059 North Ruckle Street, 2120, 2126, 2130 and 2153 North Park Avenue, and 2035 Broadway Street (south of site), requested Park District Two approval to provide for the construction of ten two-story single-family dwellings and ten two-story detached garages with a dwelling unit on the second floor, **approved**.

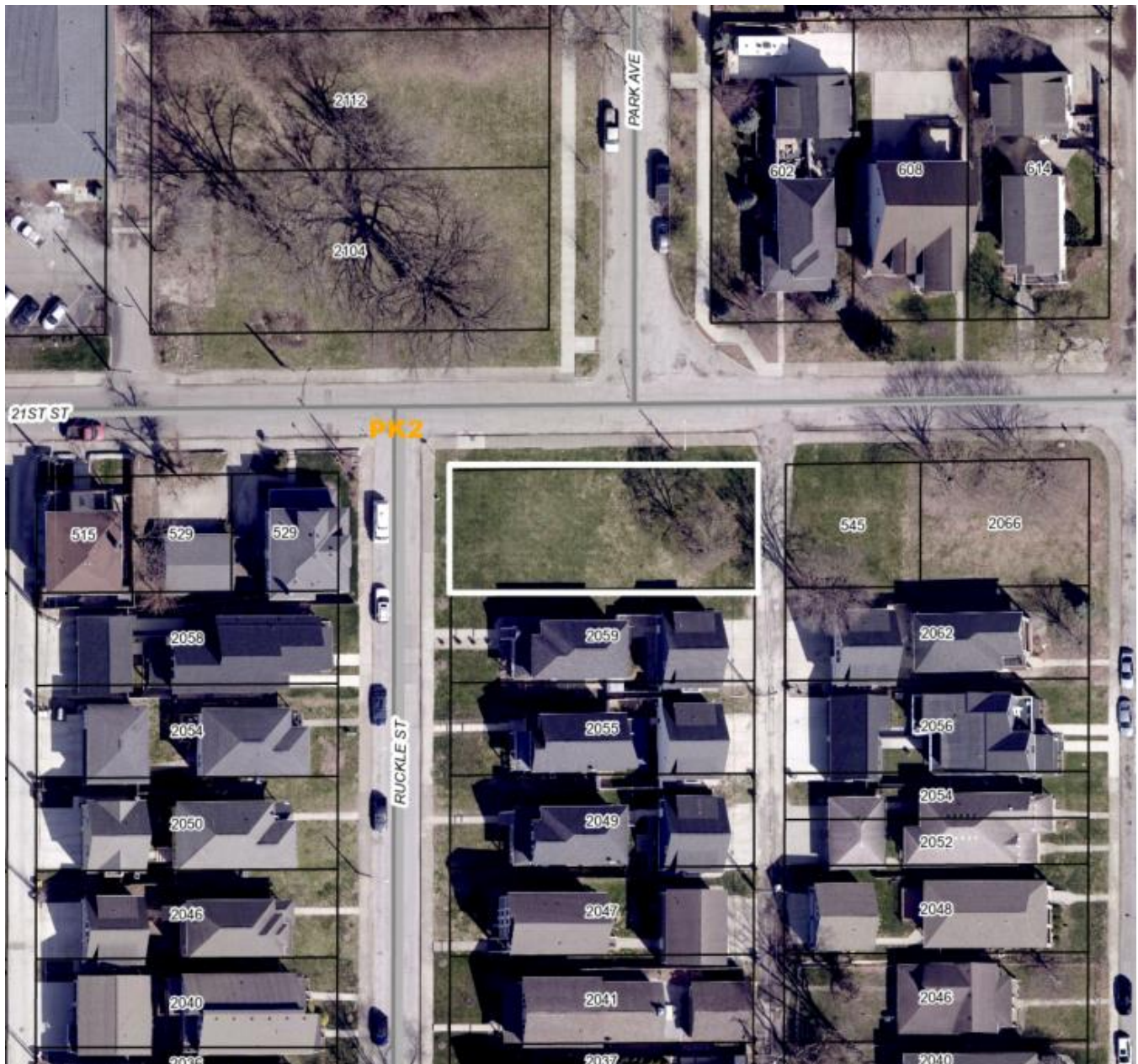
2004-APP-159; 2046, 2050, and 2054 Ruckle Street and various nearby addresses (south of site), Park District-Two Approval to provide for 36 single-family dwellings, with detached garages containing a dwelling unit on the upper floor, **approved**.

70-Z-260; 500-600 East 16th Street, requested rezoning of 80 acres, being in the C-1, C-3, C-4, and D-8 Districts, to the PK-II classification, to provide for park perimeter uses, **approved**.

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EXHIBITS

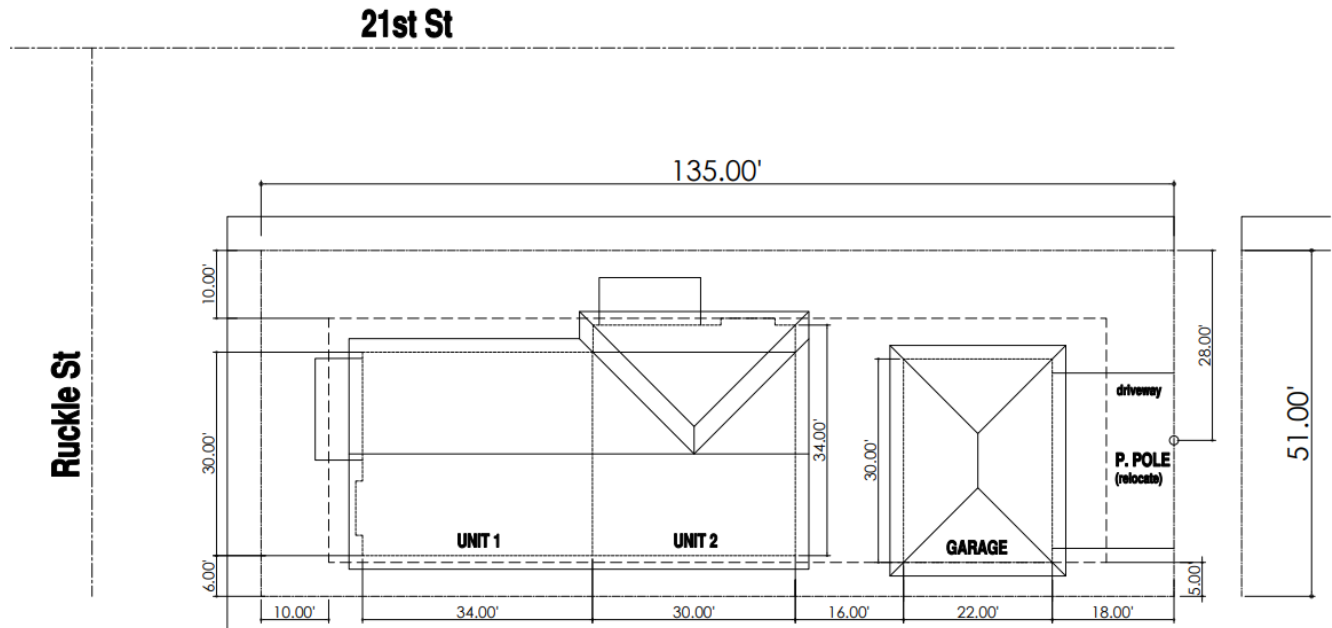
LOCATION MAP



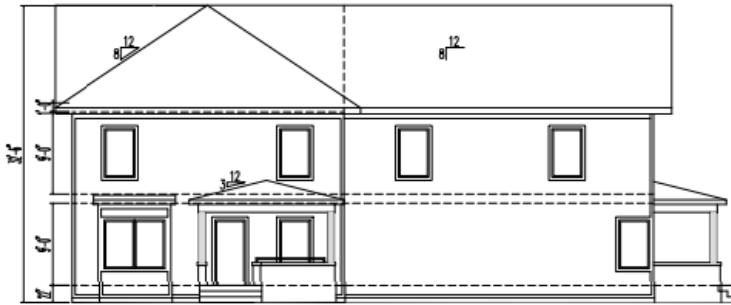
SANBORN MAP 1915



SITE PLAN



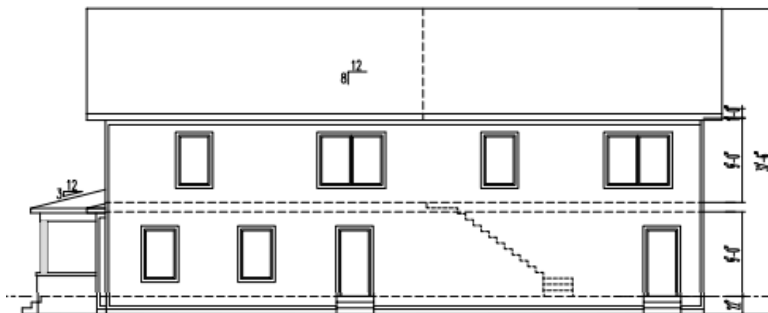
ELEVATIONS



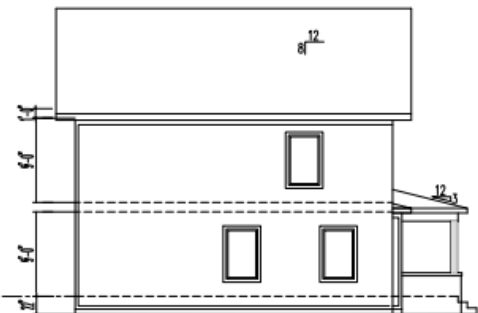
NORTH (21st St) ELEVATION



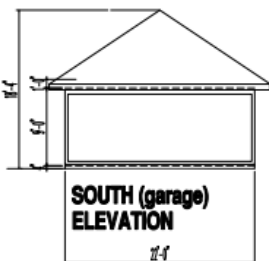
WEST (Ruckle St) ELEVATION



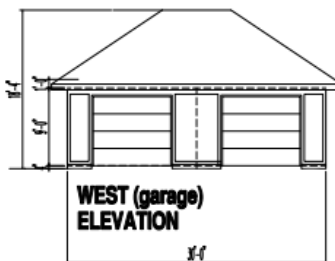
SOUTH (rear) ELEVATION



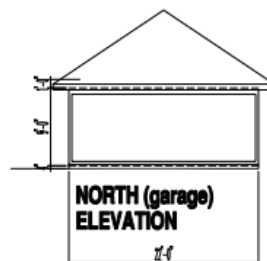
EAST (alley) ELEVATION



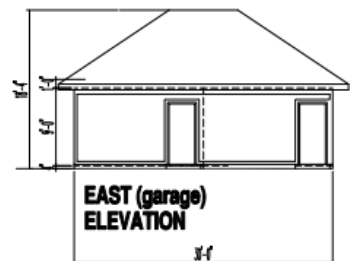
**SOUTH (garage)
ELEVATION**



**WEST (garage)
ELEVATION**



**NORTH (garage)
ELEVATION**



**EAST (garage)
ELEVATION**

FINDINGS OF FACT

Petition Number _____

**METROPOLITAN DEVELOPMENT COMMISSION
OF MARION COUNTY, INDIANA
PETITION FOR UNIVERSITY QUARTER ONE/TWO APPROVAL
PETITION FOR PARK DISTRICT ONE/TWO APPROVAL
PETITION FOR HOSPITAL DISTRICT ONE/TWO APPROVAL**

FINDINGS OF FACT

The Metropolitan Development Commission finds that the site and development plan file-dated _____, 20____

A. Has been designed to create a superior land development plan, in conformity with the Comprehensive Plan because:

The building is intentionally oriented with one dwelling unit facing Ruckle Street and the second unit facing East 21st Street. This dual frontage orientation allows each street to experience the appearance of a single family home, significantly improving neighborhood compatibility and reinforcing the established residential character on both frontages.

B. Creates and maintains a desirable, efficient and economical use of land with high functional and aesthetic value, attractiveness and compatibility of land uses, within the development plan district and with adjacent uses because:

The building is intentionally oriented with one dwelling unit facing Ruckle Street and the second unit facing East 21st Street. This dual frontage orientation allows each street to experience the appearance of a single family home, significantly improving neighborhood compatibility and reinforcing the established residential character on both frontages.

The design incorporates architectural elements that enhance visual quality and reduce the perceived mass of a two family structure. These include varied gable forms, material changes on the exterior façade, and articulated elevations that provide depth, shadow, and residential scale. These features ensure the structure blends with surrounding homes.

C. Provides sufficient and adequate multi-modal access, such as parking and loading areas, transit provisions, and bicycle facilities because:

The site plan further improves neighborhood character by replacing surface parking with a new detached garage located to the rear of the property.

The site is located on a corner lot with existing sidewalks along both Ruckle Street and East 21st Street. These sidewalks are in very good condition and provide safe, continuous pedestrian access to the surrounding neighborhood, nearby transit stops, and local amenities.

D. Integrates a multi-modal transportation network using active and passive traffic control with the existing and planned public streets and interior roads because:

The site is located on a corner lot with existing sidewalks along both Ruckle Street and East 21st Street. These sidewalks are in very good condition and provide safe, continuous pedestrian access to the surrounding neighborhood, nearby transit stops, and local amenities.

E. Provides adequately for sanitation, drainage, and public utilities in a sustainable, low-impact manner because:

The site has proper drainage and direct access to a public street. All required utilities are readily available to support the proposed use.



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F. Allocates adequate sites for all uses proposed, - the design, character, grade, location, and orientation thereof to be appropriate for the uses proposed, logically related to existing and proposed topographical and other conditions, and consistent with the Comprehensive Plan, because:

The proposed setbacks meet or exceed those found in the developed area on corner lots, providing appropriate separation and preserving the open

G. Provides pedestrian accessibility and connectivity, which may be paths, trails, sidewalks (If sidewalks are required to be installed, the Administrator or the Commission must be guided by provisions of Section 744-304 for the installation of sidewalks), or combination thereof; provides pedestrian accessibility to available public transit; and provides sidewalks along eligible public streets consisting of the walkway and any curb ramps or blended transitions because:

The site is located on a corner lot with existing sidewalks along both Ruckte Street and East 21st Street. These sidewalks are in very good condition and provide safe, continuous pedestrian access to the surrounding neighborhood, nearby transit stops, and local amenities.

PHOTOS



Photo of subject site, looking east from Ruckle Street.



Photo of subject site, looking south from 21st Street.



Photo of adjacent properties to the south, looking east.



Photo of adjacent property to the west, across Ruckle Street.