

METROPOLITAN DEVELOPMENT

June 18, 2025

Case Number: 2025-ZON-044

Property Address: 6130 Michigan Road (Approximate Address)

Location: Washington Township, Council District #2

Petitioner: Volunteers of America, Ohio, and Indiana, by Brian J. Tuohy

Current Zoning: D-2

Request: Rezoning of 4.44 acres from the D-2 district to the D-P district for a residential recovery program for women and children, with five modular structures for residential, office space, community space, and supportive services, including medical care, parenting skills development, life skills training, financial literacy training, and employment and workforce development services.

Current Land Use: Salvation Army

Staff Recommendations: Approval

Staff Reviewer: Desire Irakoze, Principal Planner II

PETITION HISTORY

This is the first public hearing on this petition.

STAFF RECOMMENDATION

Staff **recommends approval** of this request.

PETITION OVERVIEW

LAND USE

The approximately 4-acre site is improved with a 27,345sf. structure that has historically been used for a nursing home. In 2011, a Use Variance (2011-UV3-014) was granted to permit the operation of an alternative sentencing program and residential facility. Previous variances, 85-UV1-68 and 88-UV1-129, were granted to provide for accessory structures related to the nursing home use. The surrounding area includes office uses to the northeast and south by religious uses, and to the east and west by single-family dwellings.

ZONING OVERVIEW

D-2, Dwelling District Two, Intended for use in suburban areas with a typical density of 1.9 units per acre. Ample yards, trees and passive open spaces easily serving each individual lot are envisioned for this district. Two-family dwellings are permitted on corner lots only.

D-P, Planned Unit Development District, which is predominantly residential in nature, but may include supportive commercial or industrial development. The D-P requires metropolitan development commission approval of all uses, site and development plans. Creative site planning, variety in physical development, and imaginative uses of open space are objectives to be achieved in a D-P district.

DEVELOPMENT STATEMENT

The petitioner is requesting a rezoning from D-2 to D-P to allow for a residential recovery program. The proposed development includes:

- Adaptive reuse of the existing building to house up to 64 adult women and their children.
- Construction of one (1) duplex and three (3) triplex buildings, providing a total of 11 residential units.
- Modular buildings to serve as temporary residences and provide community space and office functions.
- On-site amenities including a playground, parking areas, and a storage facility.

The proposed development would expand the scope of the 2011 Use Variance by increasing the capacity of the residential recovery program while maintaining the site's residential and supportive service character.

STAFF ANALYSIS

This request represents a thoughtful and creative adaptive reuse of an underutilized site. The proposal would facilitate needed housing and supportive services within an existing structure, while complementing the surrounding residential and institutional land uses. The inclusion of modest-scale infill development (duplex and triplex buildings) aligns with contemporary best practices for transitional housing and community integration.

The presence of a public transit stop directly in front of the site supports the project's accessibility and furthers the goals of equitable development. The D-P zoning district provides an appropriate regulatory framework to accommodate the mixed-use and service-oriented nature of the proposal while allowing staff and the Commission to ensure compatibility through site plan review.

For this reasons staff is recommending **approval** of this rezoning request, subject to the submission of a detailed development plan that ensures compliance.

GENERAL INFORMATION

Existing Zoning	D-2	
Existing Land Use	Salvation Army	
Comprehensive Plan	Suburban Neighborhood	
Surrounding Context	<u>Zoning</u>	<u>Land Use</u>
North:	C-1	Commercial/ multi-family dwellings
South:	SU-1	Religious Use
East:	D-3/ SU-1	Single-family dwellings/ Church
West:	D-2	Single-family dwellings
Thoroughfare Plan		
Michigan Road	Primary Arterial	1000-foot right-of-way existing and a 120-foot right-of-way proposed.
Context Area	Metro	
Floodway / Floodway Fringe	No	
Overlay	No	
Wellfield Protection Area	No	
Site Plan	March 17, 2025	
Site Plan (Amended)	May 21, 2025	
Elevations	March 17, 2025	
Elevations (Amended)	May 21, 2025	
Landscape Plan	March 17, 2025	
Findings of Fact	N/A	
Findings of Fact (Amended)	N/A	
C-S/D-P Statement	May 21, 2025	

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

- Marion County Land Use Plan Pattern Book (2019)
- Michigan Road Corridor Plan (1998)

Pattern Book / Land Use Plan

- The Comprehensive Plan recommends suburban neighborhood development.
- The **Suburban Neighborhood** typology is predominantly made up of single-family housing but is interspersed with attached and multifamily housing where appropriate. This typology should be supported by a variety of neighborhood-serving businesses, institutions, and

amenities. Natural Corridors and natural features such as stream corridors, wetlands, and woodlands should be treated as focal points or organizing systems for development. Streets should be well-connected, and amenities should be treated as landmarks that enhance navigability of the development. This typology generally has a residential density of 1 to 5 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.
- Hydrological patterns should be preserved wherever possible.
- Curvilinear streets should be used with discretion and should maintain the same general direction.
- In master-planned developments, block lengths of less than 500 feet, or pedestrian cutthroughs for longer blocks, are encouraged.

- **Small-Scale Schools, Places of Worship, Neighborhood- Serving Institutions/Infrastructure, and Other Places of Assembly**

- Should be located along an arterial street.
- If proposed within one-half mile along an adjoining street of an existing or approved residential development, then connecting, continuous pedestrian infrastructure between the proposed site and the residential development (sidewalk, greenway, or off-street path) should be in place or provided.
- Should be located within one-half mile of a bus or rapid transit stop, unless there is no or limited bus service within the institution's service area.

Red Line / Blue Line / Purple Line TOD Strategic Plan

- Not Applicable to the Site.

Neighborhood / Area Specific Plan

- The Michigan Road Corridor Plan (1998)
- The Michigan Road Corridor Plan recommends **Special Uses**, this is located across the street from Critical Area 9 of Segment Three.

Infill Housing Guidelines

The Infill Housing Guidelines (2021)

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 Metro 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

Indy Moves

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

- Enter Recommendation by Indy Moves Plans

ZONING HISTORY

Zoning History- Site

2011-UV3-014; 6130 Michigan Road (subject site), Variance of use of the Dwelling Districts Zoning Ordinance to provide for an alternative sentencing program and residential facility for non-violent female offenders and their pre-school children, with parenting, GED, tutoring and health and nutrition classes, substance abuse programs, employment resources and faith-based programs, **approved**.

88-UV1-129; 6130 Michigan Road (subject site), request a variance of use of the dwelling Districts Zoning Ordinance to provided for the construction of a garage/storage building accessory to a nursing home, in D-2, **granted**.

85-UV1-68; 6130 Michigan Road (subject site), request a variance of use of the dwelling districts zoning ordinance to provide an 8 by 26-foot trailer and a 12 by 56-foot mobile home to be used as storage for nursing home records and equipment, in D-2, **granted**.

Zoning History- Vicinity

2004-UV2-021; 2275 Fox Hill Drive (east of site), requests a variance of use and development standards of the Dwelling Districts Zoning Ordinance to provide for a dance studio and office use in an existing single-family dwelling with off-street parking, to legally establish a four-foot front yard setback from the existing right-of-way of Fox Hill Drive, to legally establish the existing structure within the proposed right-of-way of Michigan Road, and to provide for a 2,411-square foot single-family dwelling with a 20-foot front yard setback form the existing right-of-way o Fox Hill Drive, in 0-2,**granted**.

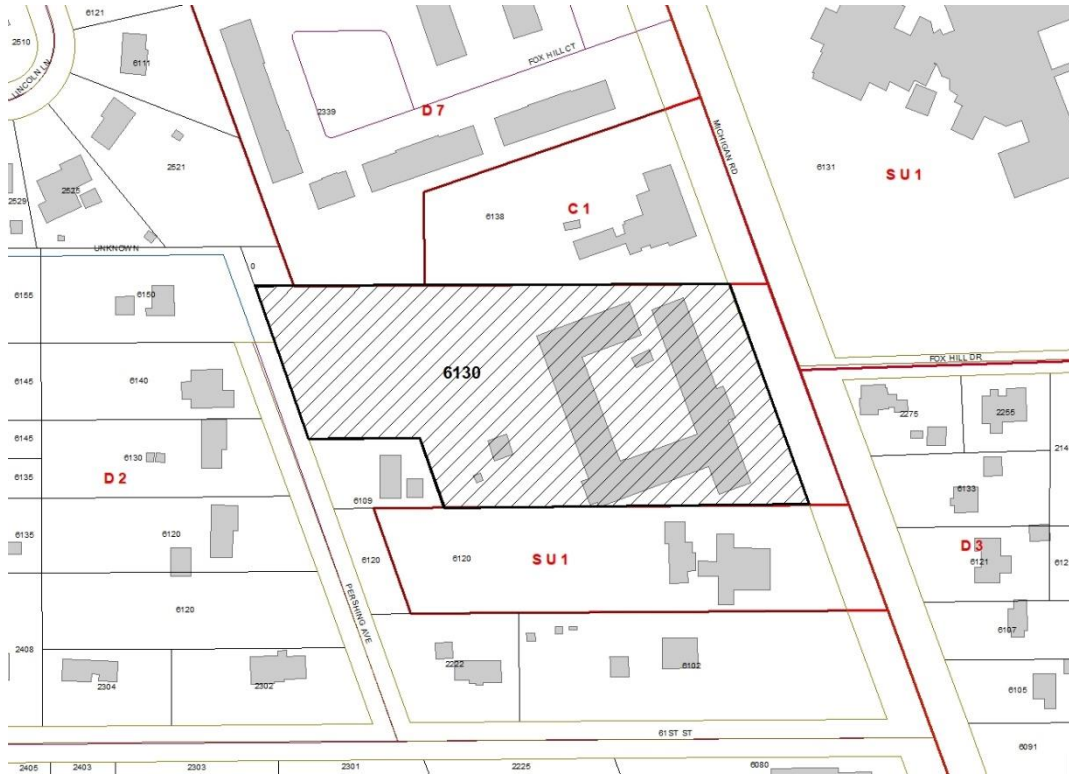
91-Z-76; 6131 Michigan Road (east of site), Requests the rezoning of 2.5 acres, being in the D-3 district, to the SU-1 classification to provide for church use, **approved**.

85-V3-96; 6040 North Michigan Road (south of site), requests a variance of development standards to permit a small storage building to be located 3.5 feet from the side lot line, **granted**.

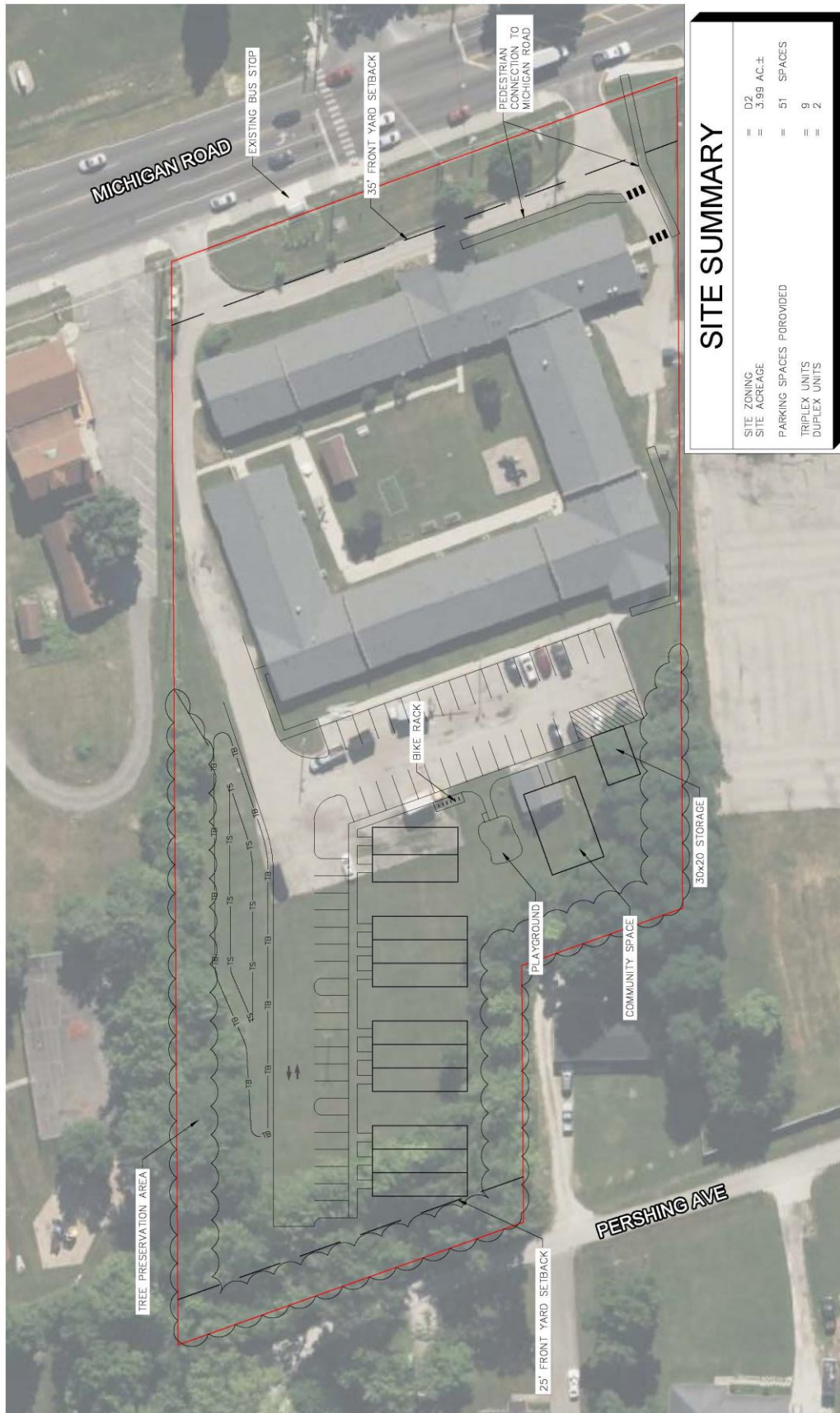
81-UV2-3; 6040 North Michigan Road (south of site), requests a variance of use to permit well-rigged equipment to be parked on the site, **granted**.

78-Z-123; 2129 Fox Hill Drive, (east of site) Request rezoning of 6.0 acres, being the A-2 and D-3 districts, to the SU-1 classification to provide for religious uses, **approved**.

EXHIBITS







SITE SUMMARY

SITE ZONING	D2
SITE ACREAGE	3.99 AC.±
PARKING SPACES PROVIDED	51 SPACES
TRIPLEX UNITS	9
DUPLEX UNITS	2



SITE EXHIBIT
 6130 MICHIGAN ROAD, INDIANAPOLIS, IN 46220-1000

FRESH START VILLAS

Kimley»Horn

[illegible]

SEEDING LEGEND

PERMANENT SEEDING
TUFFUR TYPE TALL FESCUE: APPLY AT A RATE
OF 8 LBS/1,000 SQFT

MULCHING LEGEND

MULCH
HARDWOOD SHREDDED MULCH,
NATURAL BROWN COLOR

ROCK MULCH
1 1/2" DIA. APPLY AT A 3" DEPTH ON TOP OF
0.2. NON-WOVEN GEOTEXTILE FABRIC



LANDSCAPE CONCEPT PLAN
6130 MICHIGAN ROAD, INDIANAPOLIS, IN
May 21, 2025

FRESH START VILLAS

Kimley»Horn



**Department of Metropolitan Development
Division of Planning
Current Planning**

6130 Michigan Road

**AMENDED
PRELIMINARY PLAN
AND DP STATEMENT**

Petitioner:
Volunteers of America Ohio & Indiana
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Indianapolis, Indiana 46240

Attorney:
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Indianapolis, Indiana 46204

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Overview of Proposed Development

The approximately 4.44 acre +/- site ("Site") located at 6130 N. Michigan Road is improved with an approximately 28,000 sf building and was most recently operated as a former alternative sentencing program and residential facility, and prior to that, it operated as a nursing home. Real estate parcels near the Site are zoned C1, D7, SU1, D3 and D2, and nearby uses include churches, apartments and single-family residences.

Petitioner proposes to develop and operate a residential recovery program on the Site for women and their children to assist mothers recover from substance use disorder. In addition to the existing building on the Site, Petitioner proposes to develop and construct a storage building and approximately five modular buildings ("Modular Buildings") west of the existing building on the Site, as approximately depicted on the Conceptual Site Plan attached hereto as Exhibit B ("Site Plan"). The existing building on the Site and the Modular Buildings will serve as temporary residences for mothers and their children. Additionally, one of the Modular Buildings will include community space and offices. Further, certain services will be provided to residents, as permitted by this Preliminary Plan.

Project Standards

1. **Adult Residents:** There shall be no more than approximately 65 adult residents on the Site.
2. **Permitted Uses:** The following uses shall be permitted on the Site:
 - Transitional Living Quarters, including but not limited to the following human service functions: residential recovery program, medical care, parenting skills development, life skills training, financial literacy training and employment and workforce development services.
 - Office space
 - Community space
 - Storage space
3. **Development Standards:** The location and size of improvements on the Site shall substantially comply with the Site Plan and this Preliminary Plan.
4. **Standards of New Modular Buildings:** The new Modular Buildings to be constructed on the Site will be one-story duplex and triplex buildings (“Duplex Modular Buildings” and “Triplex Modular Buildings”). Sample renderings of the Modular Buildings are attached hereto as Exhibit C.
 - The Duplex Modular Buildings will include two 2-bedroom units, with each unit containing approximately 868 square feet. Each Duplex Modular Building will measure approximately 56’0” x 31’0”.
 - The Triplex Modular Buildings will include one 1-bedroom unit and two 2-bedroom units. The 2-bedroom units will be approximately 868 square feet and the 1-bedroom units will be approximately 751 square feet. Each Triplex Modular Building will measure approximately 44’6” x 56’0”.
 - One of the Modular Buildings will serve as a community building (“Community Building”), which will include a community gathering space and offices. The Community Building will be approximately 27’-2” x 56’0” (approximately 1438 square feet).
5. **Playground:** A playground and other amenities, including but not limited to benches and raised garden beds, will be installed on the Site for use by residents. The proposed location of the Playground is approximately depicted on the Site Plan. Sample images of similar playground equipment, benches and raised garden beds are attached as Exhibit E.
6. **Storage Building:** A storage building measuring approximately 30’ x 20’ will be constructed on the Site as approximately depicted on the Site Plan.
7. **Parking:** Approximately fifty-one (51) parking spaces will be provided on the site as approximately depicted on the Site Plan.



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8. **Landscaping:** Landscaping shall be installed on the Site as approximately depicted on the Landscape Plan attached hereto as Exhibit D.
9. **Signs:** Signs on the Site shall comply with the regulations set forth in Article IX of the Zoning Ordinance applicable to the D7 Zoning District.
10. **Time of Development:** Petitioner estimates that the improvements on the Site will be constructed in one phase over a several-month period.

Exhibit A
Site Location Map



Exhibit B
Conceptual Site Plan



**Exhibit C
 Sample Renderings of Modular Buildings**



“Laurel” – 3 BR HOME that will be converted to Community Space / Office Space



“Ivy” Duplex – Contains two 2 BR units




“Alder” Triplex – Contains two 2 BR and one 1 BR unit

Exhibit D Landscape Plan



PLANT SCHEDULE						
FORMULA	CODE	QTY	BIOLOGICAL NAME	COMMON NAME	UNIT	EST.
OVERSTORY TREE						
01	3	1	WYCK STRAHLER PLUMER	PRINCESTOWN TYPHOID	0.0	1.2 P.0A.
02	3	1	GUINEA BUSH	SHAW-WHITE OAK	0.0	1.2 P.0A.
03	4	1	GUINEA TERNATEUM AND HERMES TERNATEUM	SUBJECTIVE WHITE OAK	0.0	1.2 P.0A.
FORMULA CODE QTY BIOLOGICAL NAME COMMON NAME UNIT ESTIMATING BBS						
UNDERSTORY SHRUB						
01	30	1	PERICAMPIDUS GRILLIUS AND TOMMY BAY	WHITE DUNE BUSH	0.0A	4.0 C.0
02	10	1	ROSEODENDRON T. W.	PAVE HEDGEROSES	0.0A	4.0 C.0
03	10	1	ROSEODENDRON T. W.	PAVE HEDGEROSES	0.0A	4.0 C.0
UNDERSTORY HERB						
01	0	1	BALLS WITH GEL	GREEN-WHITE BOWDO	0.0A	4.0 C.0
02	10	1	FRUIT OF THE BUSH	WHITE DUNE BUSH	0.0A	4.0 C.0
03	10	1	FRUIT OF THE BUSH	WHITE DUNE BUSH	0.0A	4.0 C.0
UNDERSTORY TREE						
01	3	1	ALLENBY WILLOW	WILLOW DUNES BUSH	0.0A	1.0 P.0A.
02	3	1	ALLENBY WILLOW	WILLOW DUNES BUSH	0.0A	1.0 P.0A.
UNDERSTORY SHRUB						
01	30	1	PERICAMPIDUS GRILLIUS AND TOMMY BAY	WHITE DUNE BUSH	0.0A	4.0 C.0
02	10	1	ROSEODENDRON T. W.	PAVE HEDGEROSES	0.0A	4.0 C.0
03	10	1	ROSEODENDRON T. W.	PAVE HEDGEROSES	0.0A	4.0 C.0
UNDERSTORY HERB						
01	0	1	BALLS WITH GEL	GREEN-WHITE BOWDO	0.0A	4.0 C.0
02	10	1	FRUIT OF THE BUSH	WHITE DUNE BUSH	0.0A	4.0 C.0
03	10	1	FRUIT OF THE BUSH	WHITE DUNE BUSH	0.0A	4.0 C.0

SEEDING LEGEND	
	PERMANENT SEEDING TOP SOIL, TALL FESCUE. APPLY AT A RATE OF 8 LB/10,000 SQ FT
	PERMANENT SEEDING NATIVE MIX FLOPPY PAN SEED MIX. APPLY AT A RATE OF 8 LB/10,000 SQ FT
MULCHING LEGEND	
	MULCH PINEWOOD SHREDDED MULCH, NATURAL BROWN COLOR
	ROCK MULCH 3" - 1 1/2" DIA. APPLY AT A DEPTH ON TOP OF 6" OF NON-WEAR GEOTEXTILE FABRIC



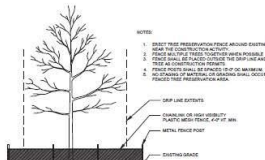


LANDSCAPE NOTES

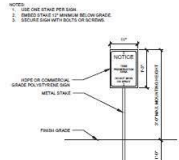
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TREE PRESERVATION NOTES

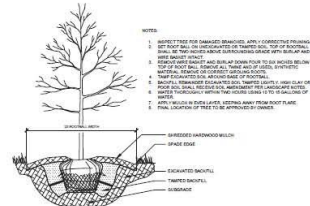
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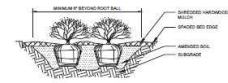
3 TREE PRESERVATION FENCE



4 TREE PRESERVATION SIGN



1 TREE PLANTING

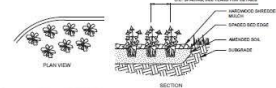


NOTES:

3. APPLY MULCH TO PLANTING FRAMES.
4. REMOVE SOIL OR MULCH ON UNDESIRABLE OR TARGETED SOIL. TOP OF FOOTBALL
FOOTPRINT SHALL BE ONE INCH ABOVE SUBSURFACING GRADE. FOR LARGEER FRAMES WITHIN
PLANTING BEDS USE A DEEPER CUT ONLY FOR THOSE FRAMES.
5. REMOVE BUILDUP FROM TOP OF ROOT COLLARS. IF THERE IS ANY THIN AND IF USED SYNTHETIC
MATERIAL SHALL BE REMOVED FROM PLANTING BED. FOR CONTACT GRASSY SHRUBS, REMOVE
CONTACT AND LOOSEN SOIL TO 2 INCHES TO INSTALLATION.
6. REMOVE OR CORRECT GROUNDING ROOTS.
7. PLUMB AND BACK FILL WITH AMENDED SOIL. FOR LANDSCAPE NOTED, WATER THOROUGHLY WITHIN
24 HOURS.
8. APPLY MULCH IN EVEN LAYER, KEEPING AROUND PLANT PLUMB. MULCH LIMITS FOR SHRUBS
EXTEND TO ALL LIMITS OF PLANTING BED. SEE PLANS FOR BED LAUNES.

2 SHRUB PLANTING

- NOTES:
1. EXCAVATE PLANTING BOX AND ABOUT 10 CM BY 10 CM TO EXPOSE PINE GRASS AND WELLS DRAINED.
 2. REMOVE CONTAINER, SCORE SOIL MAX TO REDUCE AND PREVENT CIRCLING ROOTS, CORRECT GRIDLING ROOTS.
 3. PLANT MATERIAL SHALL BE LAID OUT BY FOLLOWING THE BED-EDGE, WORKING TOWARDS THE CENTER OF THE BED-USING TRIANGULAR OR QUADRANTAL SPACING PATTERN.
 4. PLANTS AND SCAPE(S) WITH PLANTING MIX AS SPECIFIED IN LANDSCAPE NOTES.
 5. APPLY MULCH IN EVEN LAYER, EXTENDING AROUND FROM ROOT PLANTS, MULCH MAY BE REPLACED AS NEEDED, REFER TO ALL LISTS OF PLANTING BEDS, SEE PLAN FOR BED LAYOUTS.
 6. (SPACING) TO BE AS SPECIFIED IN THE PLANT LIST, PERENNIALS SHALL BE PLACED WITH THEIR CENTER OF GROWTH EDGE OF BED.



PERENNIAL PLANTING



Exhibit E
Sample Images of Playground Equipment



Sample Images of Bench & Raised Gardens



SITE PHOTOS



Photo: Looking from parking lot at future development area.



Photo: Existing shed to stay



Photo: Looking from back parking lot to entrance onto Michigan



Photo: Existing Path to be upgraded.



Photo: Entrance to courtyard



Photo: View of main entrance to backyard



Photo: Looking at courtyard



Photo: View of bus station



Photo: View of Intersection



Photo: Existing sign



Photo: View of south drive looking west



Photo: View of Entrance