

BOARD OF ZONING APPEALS DIVISION I

June 3, 2025

Case Number: 2025-DV1-024
Address: 3830 (3810 parcel address) Meadows Drive
Location: Washington Township, Council District #8
Zoning: C-4 / D-P / D-5 (TOD)
Petitioner: Health & Hospital Corporation, by Chad Butler
Request: Variance of Development Standards of the Consolidated Zoning and Subdivision Ordinance to provide for the development of a laboratory-office complex with driveways up to 36-foot wide (limited to 16-foot wide).

Current Land Use: Under development

Staff Recommendation: Staff recommends approval of this petition.

Staff Reviewer: Robert Uhlenhake, Senior Planner

PETITION HISTORY

This is the first public hearing for this petition.

STAFF RECOMMENDATION

Staff recommends **approval** of this petition.

PETITION OVERVIEW

- ◇ The subject site is currently under development to provide for a medical laboratory. The subject site is on a selected segment along the Purple Line bus rapid transit system. Therefore, the property is also located within the Transit Oriented Development Overlay district, which is more restrictive on automotive uses. The surrounding neighborhood consists of previously developed commercial uses.
- ◇ The Transit Oriented Development Secondary District is established on all lots, wholly or partially, within 1,000' from centerline of a Bus Rapid Transit (BRT) Line. The intent of the Transit Oriented Development (TOD) Secondary District is to coordinate more compact, walkable, and urban development patterns with public investment in the transit system. These development patterns ensure that walking and biking are viable options for short trips and transit is a priority for longer trips. Development patterns and site designs that prioritize automobile travel undermine these public and private investments. This district follows the policies and principles of the comprehensive plan, the transit-oriented development strategic plans, and the Livability Principles in this code, and has the following specific design objectives:

- Place a wide range of housing types within walking distance of commercial centers and transit stops or stations, and at a critical mass that supports these places.
- Create connections through many different modes of transportation between neighborhoods and places for commercial services and employment.
- Provide a concentration of many different and small-scale uses with a fine-grained pattern that integrates and transitions well with the neighborhoods they support.
- Ensure human-scale design that prioritizes relationships of sites and buildings to the streetscapes.

VARIANCE OF DEVELOPMENT STANDARDS

- ◇ For the request to provide for driveways up to 36-foot wide, in Staff's opinion, there is a practical difficulty in developing the site due to the multiple frontages around the site, which create access and circulation issues if the proposed driveways were required to meet the 16-foot width limitation for this proposed development.
- ◇ The subject site is bordered on all four sides by throughfares, which all have limitations in providing access to the site, resulting in a practical difficulty in meeting the standards that require the driveways to be no greater than 16 feet in width.
- ◇ Rural Street in this instance does act as a service drive, as it is adjacent to other parking areas and a rear service entrance, however, it is limited with its access to East 38th Street being right in and right out only. No left turns are allowed limiting its use as a delivery entrance.
- ◇ The 41st Street frontage to the north is partially residential and, agreements were made not to route additional traffic through these residential neighborhoods to the west.
- ◇ The existing driveway entrance on Meadows Drive to the north of the site is not a public right-of-way and is controlled by another property owner, therefore limiting its perpetual access for deliveries. Also due to its configuration, it is difficult to maneuver for delivery vehicles and frequently experiences traffic backups.
- ◇ The frontage on Meadows Drive, which was developed in the 1950's as a Primary Collector with an 80-foot wide right of way, is proposed to have a 36-foot wide driveway, providing for three lanes of ingress/egress including a turning lane. This proposed driveway will line up with the existing 50-foot wide East 39th Street intersection on the east side of Meadows Drive.
- ◇ The intent of the 16-foot wide driveway is to limit pedestrian conflict and interactions. In this case, the driveway will act as a smaller intersection, being aligned with East 39th Street, and not as a singular driveway. Existing sidewalks and pedestrian crossings will provide for safe pedestrian passage at this intersection in this TOD area.
- ◇ The driveway as proposed, will meet the Department of Public Works minimum requirements for driveways.

GENERAL INFORMATION

Existing Zoning		D-P / C-4 / D-5	
Existing Land Use		Under development	
Comprehensive Plan		Village Mixed Use	
Surrounding Context		<u>Zoning</u>	Surrounding Context
	North:	D-P	Fitness Center and Health Clinic
	South:	C-3 / C-4	Commercial Retail
	East:	C-4	Commercial Office and Retail
	West:	C-1 / C-4	Commercial Office and Retail
Thoroughfare Plan			
	East 38 th Street	Primary Arterial	90-foot existing and proposed right-of-way.
	Meadows Drive	Primary Collector	80-foot existing and proposed right-of-way
Context Area		Compact area	
Floodway / Floodway Fringe		No	
Overlay		N/A	
Wellfield Protection Area		5 year	
Site Plan		April 7, 2025	
Elevations		N/A	
Landscape Plan		N/A	
Findings of Fact		April 7, 2025	

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

- The Comprehensive Plan recommends Village Mixed Uses for the site.

Pattern Book / Land Use Plan

- The Marion County Land Use Plan Pattern Book recommends the Village Mixed-Use typology which creates neighborhood gathering places with a wide range of small businesses, housing types, and public facilities. This typology is intended to strengthen existing, historically small-town centers as well as to promote new neighborhood centers. Businesses found in this typology serve adjacent neighborhoods, rather than the wider community. This typology is compact and walkable, with parking at the rear of buildings. Buildings are one to four stories in height and have entrances and large windows facing the street. Pedestrian-scale amenities such as lighting, landscaping, and sidewalk furniture also contributes to a walkable environment in this typology. Uses may be mixed vertically in the same building or horizontally along a corridor. Public spaces in this typology are small and intimate, such as pocket parks and sidewalk cafes. This typology has a residential density of 6 to 25 dwelling units per acre.

Red Line / Blue Line / Purple Line TOD Strategic Plan

- This site falls within the Purple Line Bus Rapid Transit Oriented Development (TOD) overlay. The TOD overlay is intended for areas within walking distance of a transit station. The purpose of this overlay is to promote pedestrian connectivity and a higher density than the surrounding area.

Neighborhood / Area Specific Plan

- Not Applicable to the Site.

Infill Housing Guidelines

- Not Applicable to the Site.

Indy Moves

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

- Not Applicable to the Site.

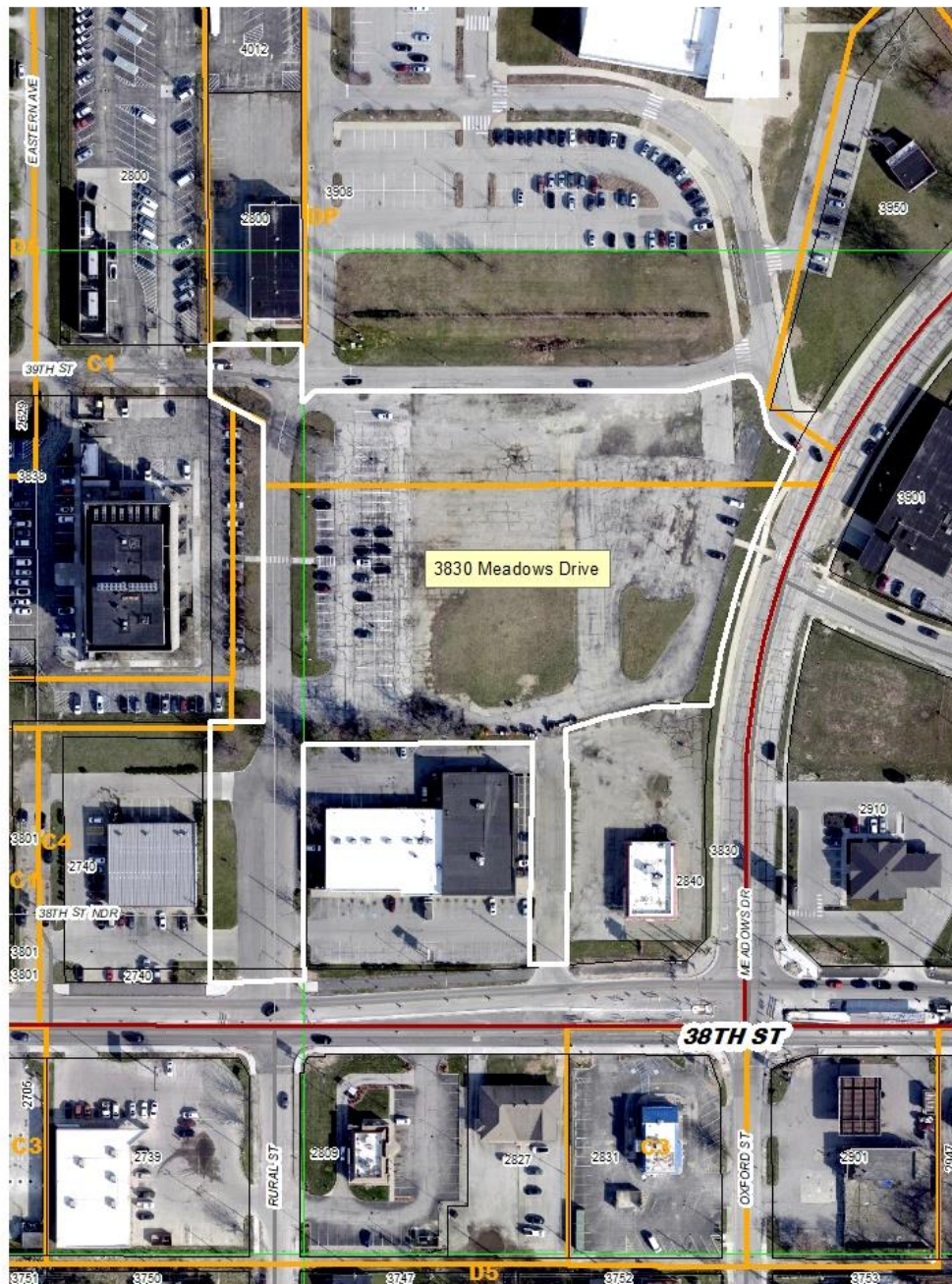
ZONING HISTORY

2024-DV1-049; 3830 Meadows Drive (subject site), requested a variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for the construction of a medical laboratory with a 28 percent front building line along Meadows Drive, one public entry on the east façade and a loading/service area within the front yard of Rural Street with a parking area providing a 9.-7-foot front yard setback from Meadows Drive, **granted**.

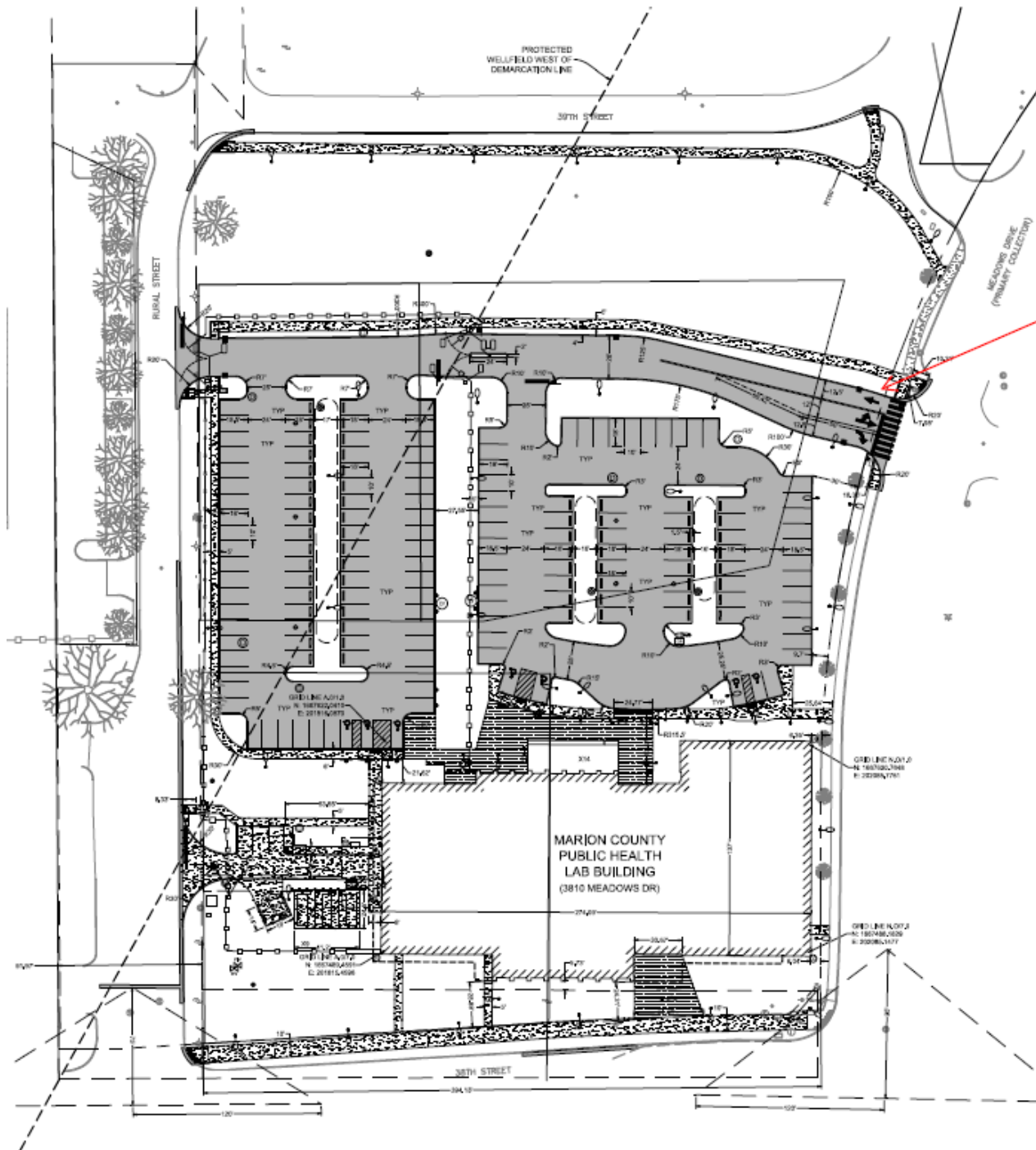
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EXHIBITS

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

Table 744-702-3
- Meadows Dr. entry maximum width of 16'.

1. The grant will not be injurious to the public health, safety, morals, and general welfare of the community because:

The proposed driveway width is sized per the DPW commercial driveway requirements and is a standard configuration that would be familiar and expected by drivers visiting commercial property in Indianapolis. A 16 ft. driveway width would require a separate variance from geometric requirements that were enforced to obtain the BNS Infrastructure permit, which requires a minimum 36 ft. driveway width in accordance with DPW Transportation Standards Figure 701.01 for commercial driveways. The driveway is located to be aligned with an existing commercial strip area driveway east of Meadows Dr. in order to not introduce offset turning movements, which would create confusion and potential for vehicular or pedestrian accidents.

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 driveway width will allow for safer and easier turning movements from Meadows Dr., which is a frequented pedestrian route due to the adjacency of the Purple Line, YMCA, schools, and Churches. The surrounding community attended several coordination meetings and indicated vehicular and pedestrian safety as a priority design goal. The proposed width is an attempt to meet this goal, whereas frequent accidents and property damage if a more difficult entrance is installed would have a negative effect on surrounding properties.

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

The proposed driveway width provides safer turning movements from Meadows Ave. and provide both a left and right turn out of the property provides better vehicle queuing and sightlines. Additionally, because both Rural St. and 39th St. are private property and not public streets, 38th St and Meadows Dr. were considered the most appropriate access points. A 38th St. entrance does not allow for left turns after completion of the Purple Line, therefore Meadows Ave. was considered the only viable access point. Meadows Ave. is a curved road, and is also a frequented by YMCA visitors and students of the adjacent schools. A 16 ft. driveway introduces difficult turning movements from a curved road, and in the event a driver cannot manage the difficult turning movement they would need to reverse back onto Meadows Dr. to reconfigure vehicle alignment. This can create significant vehicle and pedestrian safety issues, where a comfortable turning movement to minimize unsafe and unexpected vehicle movements is preferred. Multiple community coordination meetings returned the feedback the safety of users of Meadows Dr. is a paramount design consideration.

DECISION

Photographs



Photo of proposed area for driveway entrance, looking west.



Photo of existing East 39th Street intersection driveway will line up with, looking east.



Photo of Meadows Drive, looking south.



Photo of Meadows Drive, looking north.