



**METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER**

October 15, 2025

Case Number: 2025-ZON-106

Property Address: 2400 and 2406 North Tibbs Avenue (Approximate Addresses)

Location: Wayne Township, Council District #11

Petitioner: City of Indianapolis, by Aryn Schounce

Current Zoning: D-P

Request: Rezoning of 14.7 acres from the D-P district to the D-P district to provide for a family overflow shelter, and / or a single men's overflow shelter, and / or an emergency shelter during severe weather events, and / or a storage and distribution site to support individuals and families transitioning from homelessness into permanent supportive housing, and the uses permitted under 2024-ZON-079.

Current Land Use: Offices

Staff Recommendations: Approval

Staff Reviewer: Marleny Iraheta, Senior Planner

PETITION HISTORY

This is the first public hearing for this petition.

STAFF RECOMMENDATION

Staff **recommends approval** of the request.

PETITION OVERVIEW

LAND USE

The 14.7-acre subject site is developed with a commercial building utilized by a non-profit organization, associated parking lot, undeveloped wooded land to the west, and a fire station at the northeast corner of the site.

REZONING

The request would rezone the property from the D-P district to the D-P district to allow for the addition of new uses to those already approved through 2024-ZON-079. This would include a family overflow shelter, and / or a single men's overflow shelter, and / or an emergency shelter during severe weather events,

and / or a storage and distribution site to support individuals and families transitioning from homelessness into permanent supportive housing.

The established purpose of the D-P District follows:

1. To encourage a more creative approach in land and building site planning.
2. To encourage and efficient, aesthetic, and desirable use of open space.
3. To encourage variety in physical development pattern.
4. To promote street layout and design that increases connectivity in a neighborhood and improves the directness of routes for vehicles, bicycles, pedestrians, and transit on an open street and multi-modal network providing multiple routes to and from destinations.
5. To achieve flexibility and incentives for residential, non-residential, and mixed-use developments which will create a wider range of housing types as well as amenities to meet the ever-changing needs of the community.
6. To encourage renewal of older areas in the metropolitan region where new development and restoration are needed to revitalize areas.
7. To permit special consideration of property with outstanding features, including but not limited to historical significance, unusual topography, environmentally sensitive areas and landscape amenities.
8. To provide for a comprehensive review and processing of development proposals for developers and the Metropolitan Development Commission by providing for concurrent review of land use, subdivision, public improvements, and siting considerations.
9. To accommodate new site treatments not contemplated in other kinds of districts.

“Development plans should incorporate and promote environmental and aesthetic considerations, working within the constraints and advantages presented by existing site conditions, including vegetation, topography, drainage, and wildlife.

Densities and development of a D-P are regulated and reviewed by the Metropolitan Development Commission. Creative site planning, variety in physical development, and imaginative uses of open space are objectives to be achieved in a D-P district. The D-P district is envisioned as a predominantly residential district, but it may include supportive commercial and/or industrial development.”

D-P STATEMENT

The proposed D-P Statement notes that the existing building would be used on a temporary basis as an emergency shelter to provide for “temporary, emergency shelter to protect the most vulnerable members of our community during times of extreme weather”.

Specifically, the request would add on the following uses:

- A Family Overflow Shelter (Max Capacity 160 individuals, December 1st –March 31st), and/or
- A Single Men’s Overflow Shelter (Temperature Based Opening), and/or
- A Ready-to-Activate Emergency Shelter Site during severe weather events, and/or

- A Storage and Distribution Site for Household Furniture, in partnership with a local nonprofit, to support individuals and families transitioning from homelessness into permanent supportive housing.

STAFF ANALYSIS

The 2024 rezoning, 2024-ZON-079, was subject to a variety of commitments, D-P statement, and substantial compliance to the site plan that would still be applicable with the approval of this rezoning.

Because the intent is to use the existing site and building, staff did not have concerns with the addition of the proposed uses. The services that would be offered are needed to ensure that individuals are provided with adequate shelter when there are limited options in the city.

Staff is aware of an IndyGo bus route and existing stop on site, which will be addressed between the petitioner and IndyGo considering the ridership at this location would be temporary for the subject site uses even though the neighboring organization to the south likely uses the route as well. The continuation of this bus route played an important factor in the selection of the subject site since it would allow for people to have access to the site when individual car ownership may not be prevalent within the individuals who will be served.

Staff is supportive of the additional uses to this site since it would provide the necessary services to meet community needs and recommends approval of the request.

GENERAL INFORMATION

Existing Zoning	SU-7	
Existing Land Use	Non-profit organization	
Comprehensive Plan	Regional Special Use	
Surrounding Context	<u>Zoning</u>	<u>Land Use</u>
North:	C-4 / I-4 / C-S	Fire Station / Gas Company / Lumber Business
South:	SU-7	Non-profit organization
East:	D-5	Residential (Single-family dwellings)
West:	C-S	Solar Panel Farm
Thoroughfare Plan		
Tibbs Avenue	Primary Collector	80-foot proposed right-of-way and 70-foot existing right-of-way.
Context Area	Metro	
Floodway / Floodway Fringe	No	
Overlay	Yes	
Wellfield Protection Area	No	
Site Plan	N/A	
Site Plan (Amended)	N/A	

Elevations	N/A
Elevations (Amended)	N/A
Landscape Plan	N/A
Findings of Fact	N/A
Findings of Fact (Amended)	N/A
C-S/D-P Statement	September 26, 2025.

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

- Marion County Land Use Plan Pattern Book (2019).

Pattern Book / Land Use Plan

- The Marion County Land Use Plan Pattern Book (2019) recommends regional special use development of the site.
- The Regional Special Use is a non-typology land use, which is a stand-alone land use mapped outside of the typology system due to their scale or nature of use. This category provides for public, semi-public, and private land uses that serve a specific institutional purpose for a significant portion of the county. Examples are large-scale, generally stable institutional uses such as cemeteries, hospitals, universities, high schools, government complexes, large museums, the Indiana State Fairgrounds, and the Indianapolis Motor Speedway.

Long Range Planning staff should provide guidance regarding any property use changes in this typology. Partial property changes should remain thematically or economically supportive of the special use while also being contextually sensitive to adjacent existing development and land use plans. Redevelopment, use changes, or other significant changes to the entire property must be informed by a planning study conducted by Department of Metropolitan Development to determine Land Use Plan recommendations.

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



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

- Not Applicable to the Site.

Indy Moves

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

- Not Applicable to the Site.

ZONING HISTORY

Zoning History – Site

2024-ZON-079; 2400 and 2406 North Tibbs Avenue (subject site), Rezoning of 14.7 acres from the SU-7 District to the D-P District, to provide for a fire station, attached multi-family dwellings, a community center, community garden, indoor and outdoor recreation facilities, offices, medical and dental center, or clinic, surface parking and uses permitted in the SU-7 and SU-9 districts, **approved**.

96-UV2-105; 2502 North Tibbs Avenue (subject site), Variance of use of the Special Districts Zoning Ordinance to provide for an eight-space parking lot expansion for an existing fire station (not permitted), **granted**.

Zoning History - Vicinity

2021-SE1-002; 3621 Lawnview Lane (south of site), Special Exception to legally establish a daycare center, **granted**.

2013-ZON-009; 2400 North Tibbs Avenue (west of site), Rezoning of 68.29 acres from the C-S (FF) District to the C-S (FF) classification to provide for a solar farm and uses and storage related to an automobile racing track to the west, **approved**.

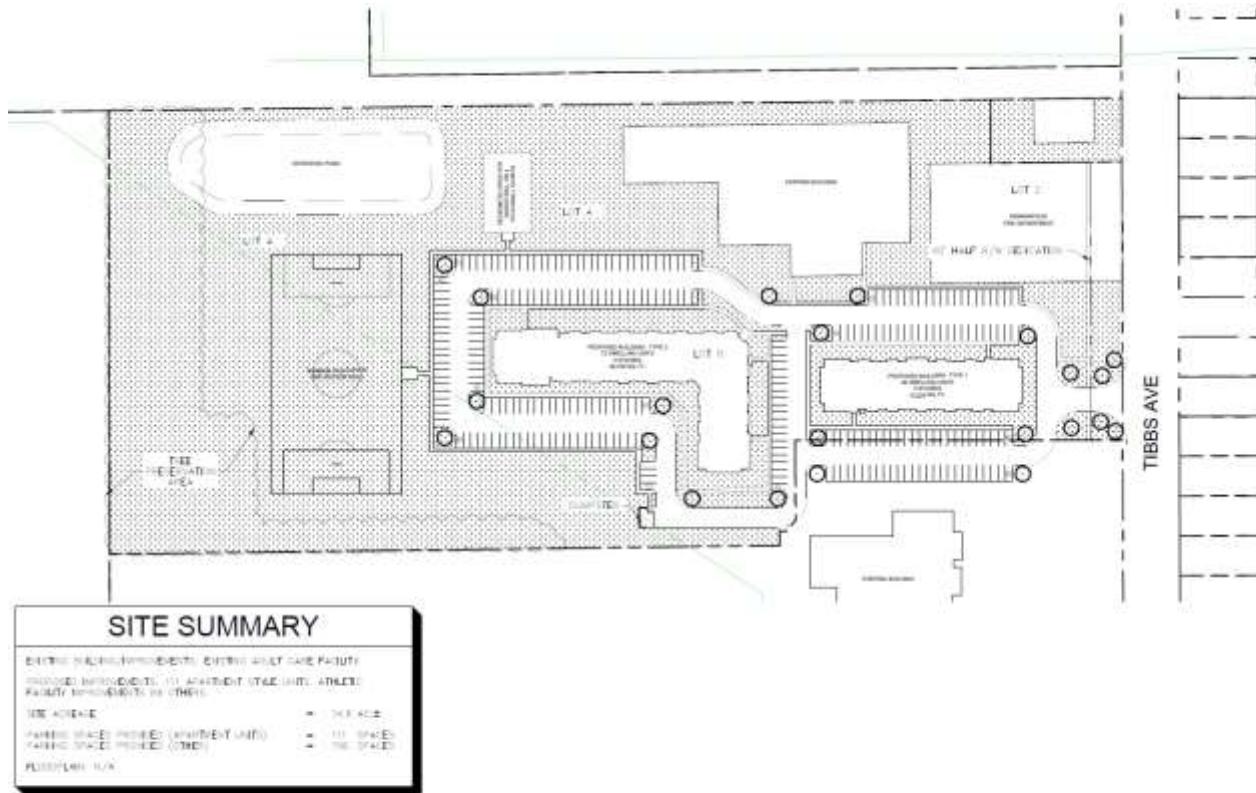
2000-ZON-049; 3700 West 21st Street (west of site), Rezoning of 132.83 acres from D-6II to C-S to provide for a maintenance and storage area related to a golf course and motor speedway, a future expansion area, and a nursery, **approved**.

96-Z-167; 2702 North Tibbs Avenue (north of site), Rezoning of 12 acres, being in the C-4 District, to the C-S classification to provide for C-4 uses, child day care center, convalescent/nursing home, auctioneer services, automobile storage, building material sales and storage, convenience market, crating and packaging service, contractor businesses (except concrete, excavation, landscaping, masonry, stonework, pool, septic systems, and demolition contractors), distribution operations, light equipment and tool sales/service/rental, linen supplier, mini-warehouse, photo-finish lab, repair facility, storage and transfer facilities, warehousing and wholesaling, **approved**.

84-Z-32; 3202 North Tibbs Avenue (west of site), Rezoning of 104.89 acres from DP-S1 to D-6II to conform the zoning to its existing use, and future development, **approved**.

EXHIBITS





SITE PLAN

Rezoning Petition for the Noble Building – 2406 N. Tibbs Avenue Indianapolis, IN 46222

To the City of Indianapolis, Department of Metropolitan Development, and the Metropolitan Development Commission (MDC):

We respectfully submit this petition requesting the rezoning of the *Noble of Indiana Building located at 2406 N. Tibbs Avenue Indianapolis, IN 46222*, to allow for additional permitted uses in support of Indianapolis' Winter Contingency and Weather Contingency response efforts. The location is currently zoned D-P and we are requesting a rezone to D-P, if granted this would allow for the above-mentioned operation to take place.

The Noble Building is a large, open warehouse structure that is well-suited to provide temporary, emergency shelter to protect the most vulnerable members of our community during times of extreme weather.

Specifically, we seek approval to utilize the property as:

- A Family Overflow Shelter (Max Capacity 160 individuals, December 1st –March 31st), and/or
- A Single Men's Overflow Shelter (Temperature Based Opening), and/or
- A Ready-to-Activate Emergency Shelter Site during severe weather events, and/or
- A Storage and Distribution Site for Household Furniture, in partnership with a local nonprofit, to support individuals and families transitioning from homelessness into permanent supportive housing

The need for such facilities has grown as Indianapolis continues to experience rising shelter demand during the winter months given the fact that one of the city primary shelter providers has continued to scale back their capacity for both families and singles coupled with increasingly unpredictable weather conditions year-round. The proposed use of the Noble Building will directly support the City's mission to safeguard residents' health, dignity, and safety by ensuring there is adequate shelter capacity when temperatures drop, or dangerous weather occurs.

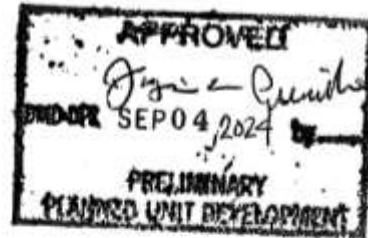
This effort is supported by a coalition of service providers, outreach organizations, and community partners who are meeting bi-weekly to ensure the design, operations, and community impact of this initiative are shaped by extensive input. Together, we are committed to managing this site responsibly, with a trauma-informed, community-centered approach that prioritizes safety for both shelter guests and surrounding neighbors.

In preparation for this petition, we have also engaged in conversations with nearby residents and stakeholders. These discussions have been constructive and supportive, and at this time, we do not anticipate any remonstrators to this rezoning request. We believe this reflects the shared understanding that protecting vulnerable neighbors during harsh weather is a common priority for our community.

Rezoning the Noble Building for these additional uses represents a practical, compassionate, and collaborative step forward in addressing Indianapolis' emergency shelter needs. By preparing this site as part of the City's contingency planning, we can save lives, reduce strain on existing facilities, and demonstrate our shared commitment to keeping all of our neighbors safe.

We respectfully request your support in approving this rezoning petition.

2024-ZON-079 DEVELOPMENT STATEMENT



August 27, 2024
M.I.

Preliminary DP Plan
2400 – 2406 North Tibbs Avenue

Introduction

Noble, Inc. ("Noble") and T&H Development, LLC ("T&H"), are seeking to develop property containing approximately 14.7 acres and commonly addressed as 2400 – 2406 North Tibbs Avenue (the "Subject Property"). Collectively, Noble and T&H are referred to herein as the "Petitioner". The Subject Property is zoned SU-7, and is improved with an existing building used by Noble to provide services to its clients as a not-for-profit focused on serving those with developmental disabilities. Noble has proposed additional development on Lot A. T&H is proposing a multi-family community on Lot B, as generally shown on the preliminary site plan submitted with and attached to this Preliminary DP Plan as Exhibit "A" (the "Preliminary Site Plan"). Noble is also coordinating the relocation of the existing fire station (IFD #30), currently located on property commonly known as 2440 N. Tibbs Avenue, to a dedicated parcel on the Subject Property shown as Lot C on the Preliminary Site Plan.

The Proposed Development/Permitted Uses

Both primary and accessory uses permitted by this Preliminary DP Plan are those which are either referenced or defined in Chapter 743, Article II, Table 743-1 "Use Table" of the Consolidated Zoning/Subdivision Ordinance of the City of Indianapolis, Marion County (the "Zoning Ordinance").

A. Lot A Permitted Uses: The Lot A proposed development consists of an expansion to the existing building, potential new buildings, as well as athletic fields, all as shown on the Preliminary Site Plan, which is subject to change, as provided for in this Preliminary DP Plan.

Permitted Primary uses on Lot A shall include:

1. Uses permitted under the SU-7 zoning district.
2. Community Center.
3. Indoor/Outdoor Recreation Facilities.
4. Office Uses (Business/Professional/Government).
5. Medical/Dental Center or Clinic.

Lot A Development Standards/Setbacks: Primary buildings and accessory structures (other than sidewalks, pathways and similar features) constructed on Lot A shall meet the following minimum setbacks:

1. Front Yard (Tibbs Avenue): Buildings: 50 feet from the proposed right of way line; Accessory Uses: 20 feet from proposed right of way line.
2. Side Yards: Buildings and Game Courts/Fields: 25 feet from north property line, 20 feet from south property line; Accessory Uses: 10 feet from the applicable property lines.
3. Rear Yard (to west property line): Buildings: 100 feet from west property line; Game Courts/Fields: 50 feet from west property line; Accessory Uses: 50 feet from west property line.
4. Existing buildings and Accessory Uses, including existing buildings, signs, parking areas and landscaping ("Existing Improvements") are permitted in their current location(s), and for purposes of this Preliminary DP Plan, and may be rebuilt or redeveloped on their current locations, even if the Development Standards set forth in 1-3 hereinabove are not met.

2024-ZON-079 DEVELOPMENT STATEMENT (Continued)

Therefore the Existing Improvements shall be considered legally conforming and shall not be considered legally non-conforming.

B. Lot B Permitted Uses: The Lot B development proposes approximately 120 attached multi-family residential units.

Permitted Primary uses on Lot B shall include:

1. Attached Multi-family dwellings, currently planned at 111 individual units; provided, however, 111 units shall not be considered a maximum. The maximum number of multi-family units shall not exceed 130.

C. Permitted Accessory uses for Lots A, B and C may include:

1. Outdoor Recreation, which may include a swimming pool, game courts, athletic fields, playgrounds, etc.
2. Community Garden.
3. Minor Residential features, including pathways, sidewalks, benches and the like.
4. Surface Parking.

Lot B Development Standards/Setbacks: Attached multi-family buildings and accessory structures (other than sidewalks, pathways and similar features) constructed on Lot B shall meet the following minimum setbacks:

1. West property line: Buildings: 100 feet; Accessory Uses: 80 feet.
2. North and South Property Lines: Buildings: 120 feet from north property line of Lot B, 20 feet from south property line; Accessory Uses: 10 feet from north property line of Lot B, 10 feet from south property line of Lot B.
3. East Property Line: Buildings: 60 feet; Accessory Uses: 30 feet. Both shall be measured from existing right-of-way of Tibbs Avenue.

D. Lot C Permitted Uses: The Lot C development proposes a new fire station (IFD #30).

Permitted Primary uses on Lot C shall include:

1. Uses permitted under the SU-9 zoning district.
2. Uses permitted on Lot A, as described hereinabove.

Lot C Development Standards/Setbacks: Buildings and accessory structures on Lot C shall meet the following minimum setbacks:

1. Front Yard (Tibbs Avenue): Buildings: 50 feet from the proposed right-of-way; Accessory Uses: 20 feet from proposed right-of-way line.
2. Side/Rear Yards: Buildings: 25 feet from north, west and south lot line; Accessory Uses: 10 feet from the north, west and south lot line.

Utilities/Drainage: All utilities are available to the site. There will be no utility poles located on the Subject Property, unless already existing and financially impractical to bury. Storm drainage will be professionally engineered to meet all City of Indianapolis requirements with respect to runoff rate and quantity, as well as water quality. Preliminarily, a retention pond is shown south of the main attached multi-family building.

2024-ZON-079 DEVELOPMENT STATEMENT (Continued)

Sidewalks: Sidewalks shall be provided along the Tibbs Road frontage of the Subject Property unless a waiver is sought at the time of platting Lots A, B and C. There will be internal sidewalks within the multi-family units on Lot B. There are some sidewalks serving the existing buildings on Lot A. A pedestrian plan for the athletic fields proposed for Lot A will be submitted for Administrators Approval. Notwithstanding the foregoing, the Indianapolis Fire Department shall be able to determine if sidewalks are necessary and appropriate with respect to Lot C's frontage on Tibbs Avenue.

Signs: The following signs shall be permitted:

1. Freestanding (for the benefit of Lot A): One (1) Monument sign, not to exceed 8 feet in height, fronting on Tibbs Avenue.
2. Freestanding (for the benefit of Lot B): One (1) Monument sign, not to exceed 8 feet in height, and must front on Tibbs Avenue.
3. Freestanding (for the benefit of both Lots A and B): One (1) Pylon sign not to exceed 15 feet in height or one (1) Monument sign not to exceed 10 feet in height.
4. Secondary: a) Vehicle Entry Point; b) Incidental (as permitted by the Sign Regulations in Chapter 744, Article IX of the Zoning Ordinance).
5. Wall Projecting Blade (as permitted by the Sign Regulations in Chapter 744, Article IX of the Zoning Ordinance).

Where not specified herein, sign dimensions and locations shall be governed by the Sign Regulations of Marion County, as applied to mixed use districts, set forth in Chapter 744, Art. IV of the Zoning Ordinance. A sign program for Lots A and B shall be prepared and submitted for Administrator's Approval prior to application for a sign permit.

Landscaping/Tree Preservation: Petitioner proposes tendering a detailed landscaping plan for the entire Subject Property for Administrator's Approval prior to obtaining an Improvement Location Permit. Petitioner will do a tree survey inventory of the existing trees to the west of the areas proposed to be improved as shown on the Preliminary Site Plan, and shall submit a proposed tree preservation plan for Administrative Approval prior to obtaining an Improvement Location Permit.

Miscellaneous

Amenities: The development of the Subject Property, at a minimum, shall provide the following amenities:

1. Active and passive recreation space.

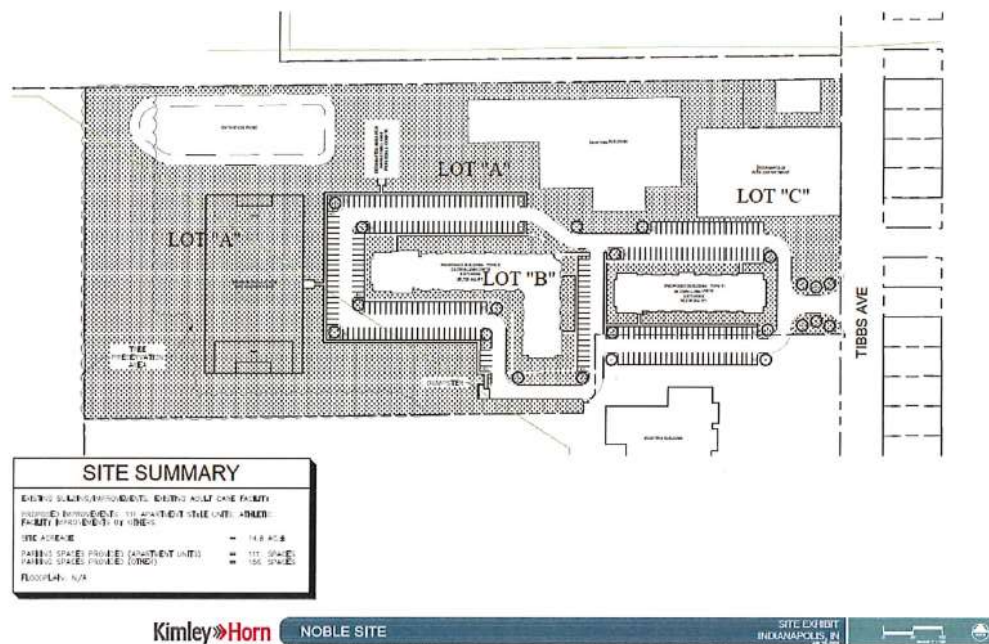
Parking: Site parking for the Subject Property, which will be located generally as shown on the Preliminary Site Plan. The number of parking spaces shall equal the minimum required pursuant to Ch. 744, Art. IV, Section 02, Table 744-402-1, as reduced by Table 744-403-1, as there may be shared parking between Lots A and B. Bicycle Parking shall be provided pursuant to Ch. 744, Art. IV, Section 03.C.

Access: One (1) proposed curb cut on Tibbs Avenue serving Lots A and B, as generally shown on the Preliminary Site Plan. The Indianapolis Fire Department (Lot C), shall be able to determine access to Lot C outside of the requirements of this DP Plan and the Zoning Ordinance.

Administrative Approval of Future Site Plans: Final site plans and development plans may be submitted in total or in phases. The Administrator shall have the right to issue final approval of the final site plans and development plans so long as the final approval of the final site plans and development plans are consistent with the permitted uses, development standards, and landscaping requirements set forth in this Preliminary DP Plan.

2024-ZON-079 DEVELOPMENT STATEMENT (Continued)

EXHIBIT "A"



43348896.3



Photo of the subject site and existing building.



Photo of the west building façade and loading docks.



Photo of the existing parking lot on site looking west.



Photo of the Salvation Army south of the site.



Photo of the entrance drive to the subject site.



Photo of single-family dwellings east of the site.



Photo of the fire station northeast of the site.