Department of Metropolitan Development
Division of Planning
Current Planning

METROPOLITAN DEVELOPMENT COMMISSION HEARING EXAMINER — November 12, 2026

Case Number:	2026-CZN-853 / 2026-CVR-853 (Amended)
Property Address:	743 South State Avenue
Location:	Center Township, Council District #18
Petitioner:	Jason Blankenship, by Mark and Kim Crouch
Current Zoning:	C-3
Request:	Rezoning of 0.09 acre from the C-3 district to the D-8 district to provide for residential uses. Variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for a detached single-family dwelling within the clear-sight triangle of the State Avenue and Lexington Avenue intersection (not permitted).
Current Land Use:	Vacant
Staff Recommendations:	Approval of the rezoning; variance request (withdrawn).
Staff Reviewer:	Kathleen Blackham, Senior Planner

PETITION HISTORY

The Hearing Examiner continued these petitions from the October 29, 2026 hearing, to the November, 12, 2026 hearing, to provide additional time for discussions between the petitioner's representatives and the remonstrators.

On November 3, 2026, the petitioner's representative submitted an updated site plan that corrected the clear site triangle, which removed the structures from encroachment into the clear sight triangles at the alley to the north and the intersection of South State Avenue and Lexington Avenue, subject to the increased front setback along Lexington Avenue. Consequently, the variance of development standards should be withdrawn.

STAFF RECOMMENDATION

Staff recommends approval of the rezoning, subject to the following commitment being reduced to writing on the Commission's Exhibit "B" form at least three days prior to the MDC hearing

> Development of the site shall be in substantial compliance with the site plan, file -dated November 3, 2026.

PETITION OVERVIEW

This 0.09-acre site, zoned C-3, is vacant and surrounded by a single-family dwelling to the north, zoned C-1; a park to the south, across Lexington Avenue, zoned PK-1; a single family dwelling to east, zoned D-5; a multi-family dwelling to the west, across South State Avenue, zoned C-3.

REZONING

The request would rezone the site to the D-8 (Walkable Neighborhood) District. "The D-8 district is intended for a variety of housing formats, with a mix of small-scale multi-unit building types. This district can be used as a part of new mixed- use areas, or for infill situations in established urban areas, including medium and high-density residential recommendations of the Comprehensive Plan, and the Traditional Neighborhood, City Neighborhood, and Village or Urban Mixed-Use Typologies of the Land Use Pattern Book."

"The purpose of walkable neighborhood districts is to implement walkable, compact neighborhoods within a well-connected street network and block structure, using slow neighborhood streets, walkable connectors, and multi-mode thoroughfares. Access to parks and recreation, transit and neighborhood services within walking distance is important."

The Comprehensive Plan recommends traditional neighborhood (north) and community commercial (south) typologies for the site.

Recommended land uses in the traditional neighborhood typology include detached housing; attached housing; small- and large- scale multi-family housing; assisted living facilities / nursing homes; group homes; bed and breakfast; small- scale offices, retailing, and personal or professional services; small- and large- scale schools, places of worship, neighborhood serving institutions / infrastructure, and other places of assembly; small-scale parks; and community farms / gardens.

Recommended land uses in the community commercial typology include small- and large- scale offices, retailing, and personal or professional services; small- and large- scale schools, places of worship, neighborhood serving institutions / infrastructure, and other places of assembly; and small-scale parks.

The request would generally align with the Plan recommendations and the historical development of the site with residential uses.

VARIANCE OF DEVELOPMENT STANDARDS

This request would allow for construction of a single-family dwelling within the clear-sight triangle of the intersection of South State Avenue and Lexington Avenue.

The petitioner's representative amended the site plan that increased the front setback along Lexington Avenue from 15 feet to 19.75 feet, which would decrease encroachment into the clear-sight triangle.

Given the recent residential redevelopment efforts in this immediate area and the character of the neighborhood, relief from the Ordinance by the grant of the variance would be compatible with surrounding dwellings and would have minimal impact on the surrounding land uses.

GENERAL INFORMATION

Existing Zoning	C-3	
Existing Land Use	Vacant	
Comprehensive Plan	Traditional Neighborhood / Community Commercial	
Surrounding Context	**Zoning**	**Land Use**
North:	C-1	Single-family dwelling
South:	PK-1	Park
East:	D-5	Single-family dwelling
West:	C-3	Multi-family dwellings
Thoroughfare Plan		
South State Avenue	Primary Collector	Existing 70-foot right-of-way and proposed 56-foot right-of-way.
Lexington Avenue	Local Street	Existing 46-foot right-of-way and proposed 48-foot right-of-way.
Context Area	Compact	
Floodway / Floodway Fringe	No	
Overlay	No	
Wellfield Protection Area	No	
Site Plan	August 18, 2026	
Site Plan (Amended)	October 19, 2026	
Elevations	N/A	
Elevations (Amended)	N/A	
Landscape Plan	N/A	
Findings of Fact	August 18, 2026	
Findings of Fact (Amended)	N/A	
C-S/D-P Statement	N/A	

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

The Comprehensive Plan recommends Traditional Neighborhood (north) and Community Commercial typologies (south).

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 5 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

The Community Commercial typology provides for low-intensity commercial, and office uses that serve nearby neighborhoods. These uses are usually in freestanding buildings or small, integrated centers. Examples include small-scale shops, personal services, professional and business services, grocery stores, drug stores, restaurants, and public gathering spaces.

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 – Traditional Neighborhood Typology

- 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

Conditions for All Land Use Types – Community Commercial 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.

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 (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 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

2024-CZN-836 / 2024-CVR-836; 802 South State Avenue,(south of site) requested rezoning of 0.13-acre from the C-3 district to the D-8 District to provide for a triplex residential development and variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for a floor area ratio of 1.18 (maximum FAR of 0.60 permitted) and a livability space ratio of 0.24 (minimum LSR of 0.66 required) and to legally establish a zero-foot front building line setback (minimum front building line range of 10 feet to 19.9 feet required), and a zero-foot corner side yard (minimum 10-foot corner side yard required),

2018-UV1-025; 802 and 808 South State Street (south of site), requested a variance of use and development standards of the Consolidated Zoning and Subdivision Ordinance to provide for three live-work units and three total garage spaces with the building having zero-foot front and front transitional setbacks**, granted.**

2018-UV1-024; 810, 814 and 818 South State Avenue (south of site), requested a variance of use of the Consolidated Zoning and Subdivision Ordinance to provide for four townhomes and four, two-car garages, **granted.**

2018-UV2-014; 1643 Lexington Avenue (west of site), requested a variance of use of the Consolidated Zoning and Subdivision Ordinance to provide for a single-family dwelling and garage with reduced setbacks, **granted.**

2018-HOV-037; 1644 Lexington Avenue (west of site), requested a variance of use and development standards of the Consolidated Zoning and Subdivision Ordinance to provide for primary and accessory single-family residential uses, including the demolition and reconstruction of a single-family dwelling and the construction of a detached garage with reduced setbacks, **granted.**

2016-DV1-056; 1638 Pleasant Street & 803 South State Street (south of site), requested a variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for (1) at 1638 Pleasant Street, an attached garage, with aa 2.8-foot front setback along State Avenue and a 2.6-foot side setback, creating 33% open space, and to legally establish the existing nine-foot front setback (18-foot front setback, three-foot side setback and 60% open space required), (2) to provide for, at 830 State Avenue, a detached garage, with a 3.3-foot rear setback, and creating 55% open space and to legally establish a single-family dwelling, with a 3.3-foot rear setback, a zero-foot setback along State Avenue and a deck with a three-foot front setback and to provide for and legally establish structures within the clear sight triangles at 1638 Pleasant Street, **granted.**

2010-ZON-090; 1710 Lexington Avenue (east of site), requested rezoning from the C-3 district to the D-5 classification, **approved.**

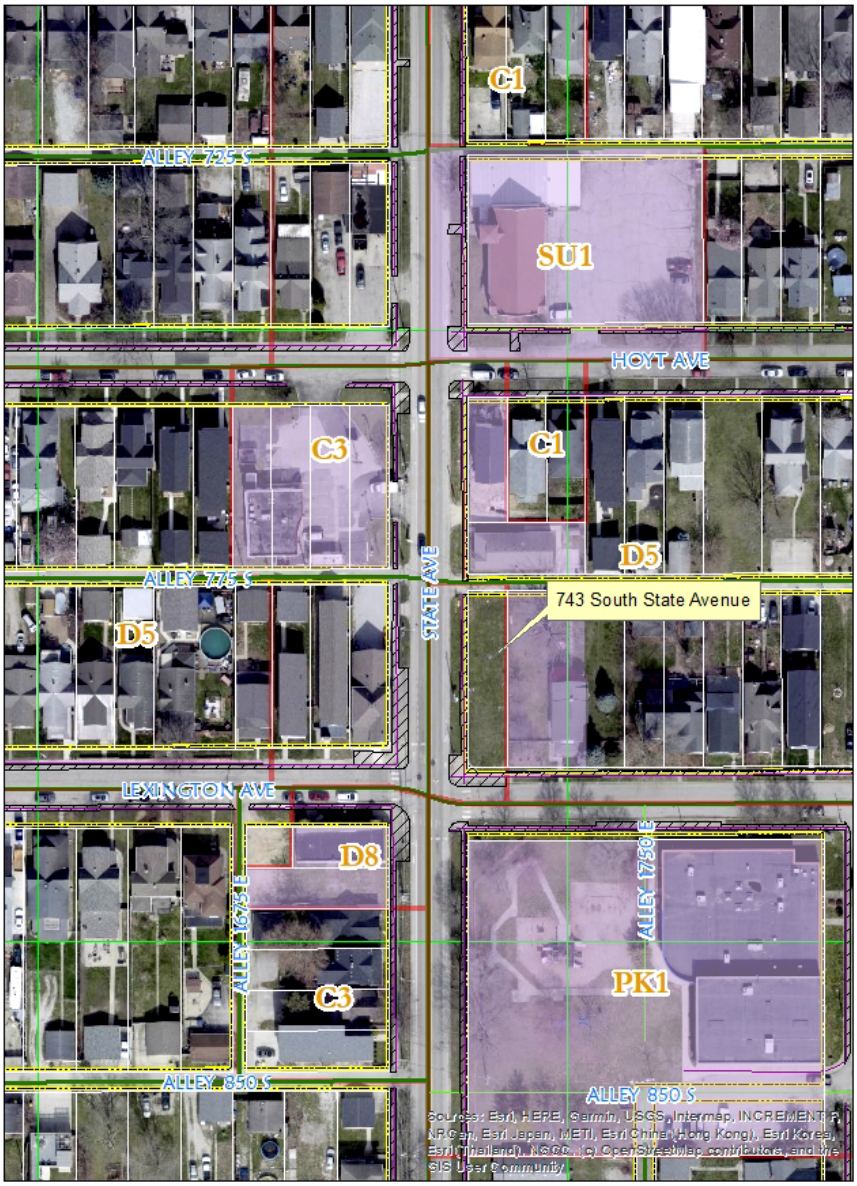
2005-HOV-009; 1643 Lexington Avenue (west of site), requested a variance of use of the Commercial Zoning Ordinance to legally establish a 1,456-square foot, two-story single-family dwelling with a 112-square foot front porch, and a 10-square foot east side porch, **granted.**

2002-UV3-024; 1632 Pleasant Street (south of site), requested a variance of use of the Dwelling Districts Zoning Ordinance to legally establish a group home / homeless shelter and religious counseling, within an existing single-family dwelling, **denied.**

97-NC-68; 1644 Lexington Avenue (west of site), requested a legal non-conforming use for the construction and use of a single-family dwelling, located in a C-3 (neighborhood Commercial District) zoning classification, **approved.**

95-AP-67; 801 South State Avenue (south of site), requested a variance of development standards of the Special Districts Zoning Ordinance to provide for the construction of a 17,000-square foot building for a new Boys and Girls Club with a five-foot front yard setback from Dawson Street and a 17-foot front yard setback along Lexington Avenue, **granted.**

EXHIBITS



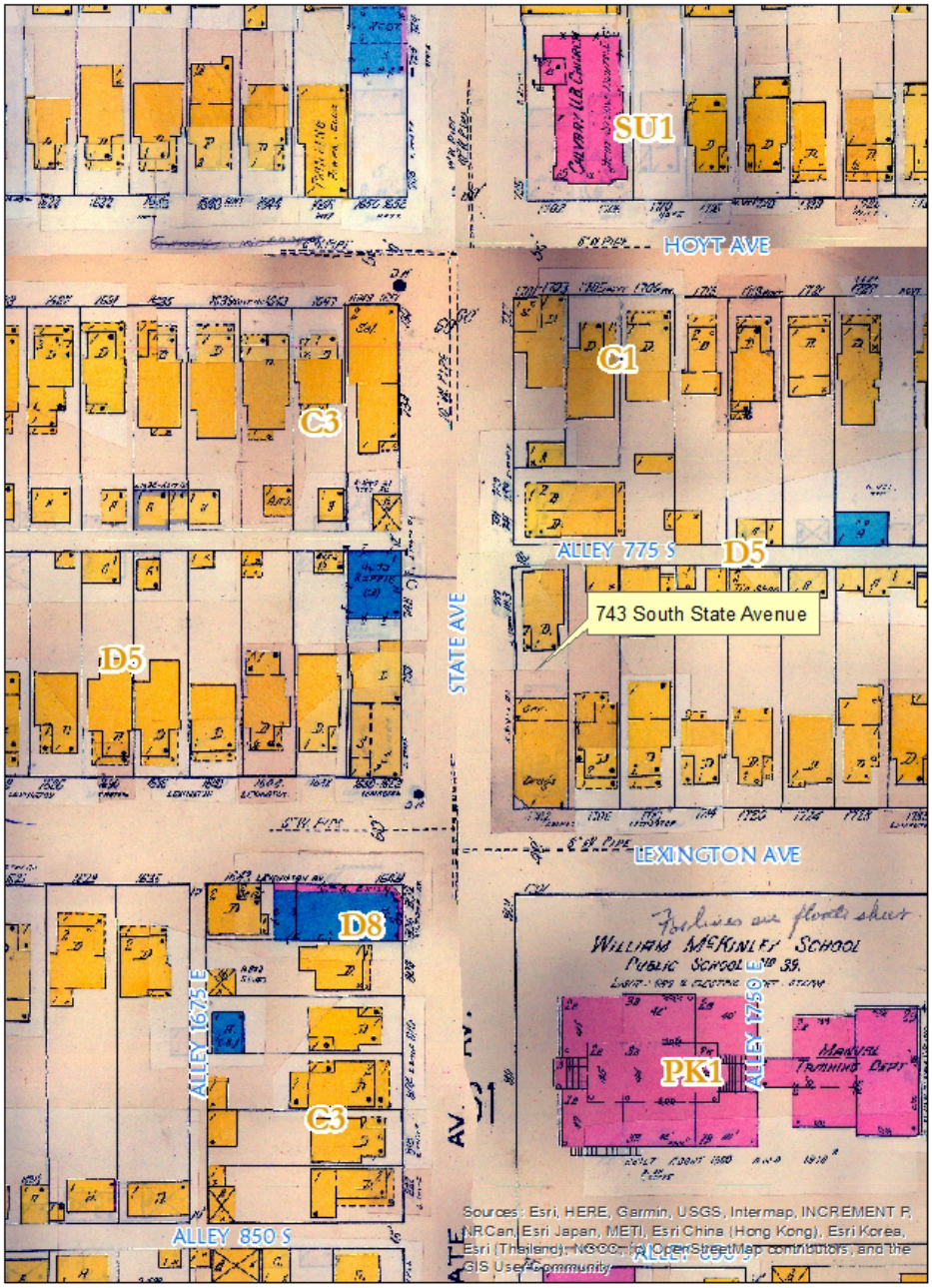
743 South State Avenue

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Sanborn Map 1915



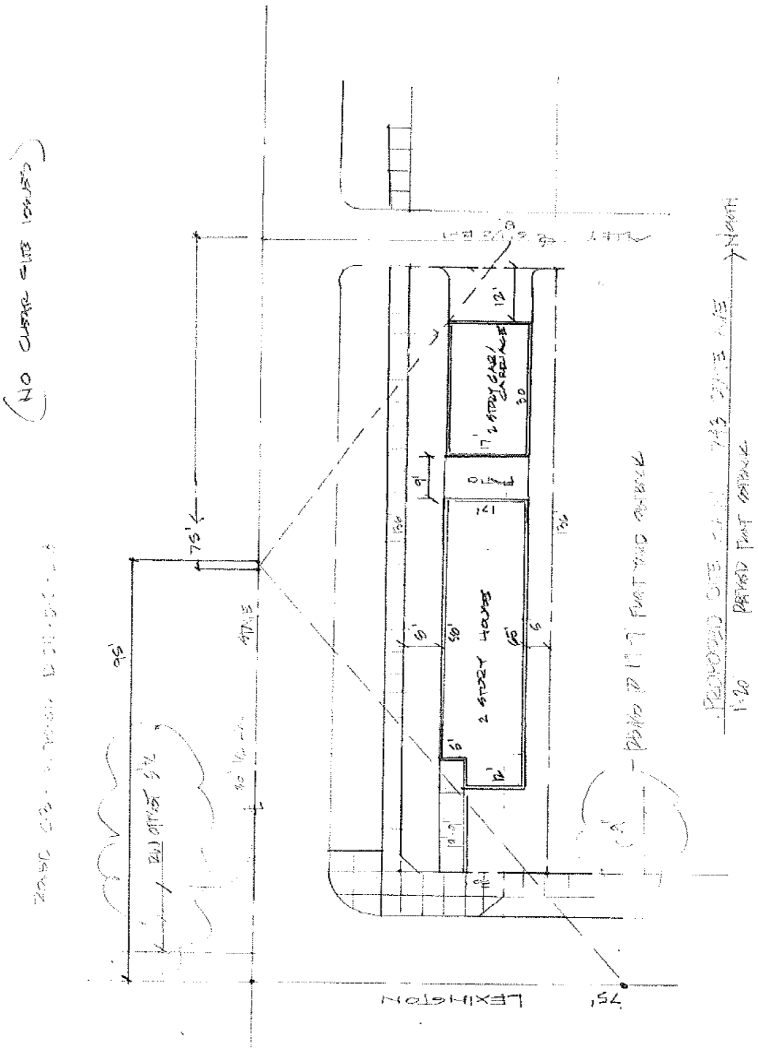
743 South State Avenue

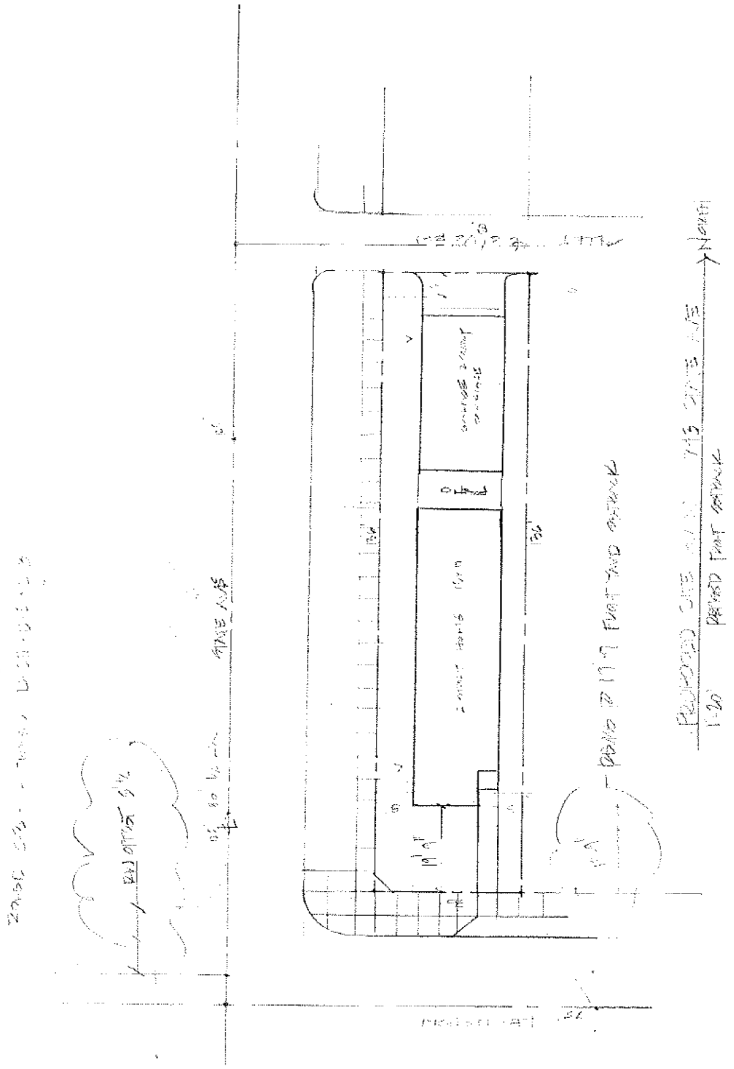
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Department of Metropolitan Development
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Current Planning

Updated Site Plan – November 3, 2026





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 grant will allow for the construction of proposed residence within clearsite triangle private residential use.

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:

residence will be consistent with development in the area and adjacent area.

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

lot is zoned commercial and will need to be rezoned to allow for residential use and lot is located on the corner of 2 major streets and also an alley resulting in a need to allow for clearsite encroachment. Without rezone and variance approval, proposed residence will not be built.

DECISION

IT IS THEREFORE the decision of this body that this VARIANCE petition is APPROVED.

Adopted this _____ day of _____ , 20 ____



View looking north along South State Avenue



View looking south along South State Avenue



View looking east along Lexington Avenue



View looking west along Lexington Avenue



View looking from site looking west across south State Avenue and Lexington Avenue



View from site looking west across intersection of South State Avenue and Lexington Avenue



View of site looking north across Lexington Avenue



View of site looking south east /west alley