

**METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER**

May 20, 2026

Case Number: 2026-CZN-814 / 2025-CVR-814
Property Address: 1428 East Washington Street
Location: Center Township, Council District #13
Petitioner: Damien Center, Inc., by Joseph D. Calderon

Current Zoning: MU-1 (TOD) / MU-2 (TOD)

Rezoning of 0.389-acre from the MU-1 (TOD) and MU-2 (TOD) districts to the D-9 (TOD) district for a Medium Apartment Development.

Request: Variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for 10 parking spaces (minimum 21 parking spaces required).

Current Land Use: Parking lots

Staff Recommendations: Approval of the rezoning and the variance.

Staff Reviewer: Kathleen Blackham, Senior Planner

PETITION HISTORY

This is the first hearing on these petitions.

STAFF RECOMMENDATION

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

1. Final site plan and building elevations shall be submitted for Administrator Approval prior to the issuance of an Improvement Location Permit (ILP).
2. The property owner, developer and contractor shall coordinate with the Department of Public Works from the beginning of construction until completion of the project to provide safe pedestrian access and movement, at all times, along East Washington Street.

PETITION OVERVIEW

This 0.389-acre site, zoned C-S, is comprised of two lots developed with parking lots. It is surrounded by a community services facility and associated parking, to the north, zoned MU-2 (TOD), commercial uses and vacant land to the south, across East Washington Street, zoned MU-1 (TOD) / MU-2 (TOD); commercial uses to the east, across North Arsenal Avenue, zoned MU-1 (TOD) and MU-2 (TOD); and a parking lot to the west, zoned MU-2 (TOD).

This site was included in petitions 2022-CZN-808 / 2022-CVR-808 / 2022-CVC-808; 1402, 1416, 1432 & 1438 East Washington Street and 15, 17, & 26 North Arsenal Avenue that rezoned the site to the MU-2 (TOD) district.

REZONING

The request would rezone the site to the D-9 (TOD) district to provide for multi-family uses. “The D-9 district is intended for higher density housing formats, with a mix of small- and moderate-scale multi-unit building types. This district can be used at transitions to walkable, commercial areas, transit stations and urban and suburban corridors, including the high-density residential recommendations of the Comprehensive Plan, and the Traditional Neighborhood, City Neighborhood, or Village or Urban Mixed-Use Typologies of the Land Use Pattern Book.”

“To advance the Livability Principles of this Code, the D-5, D-5II, D-8, **D9** and D-10 districts 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. Street trees, landscape and trees along private frontages, and an active amenity zone create comfortable walking environment and add appeal to neighborhoods. These districts require urban public and community facilities and services to be available. These districts may be used in combination to supply critical mass of residents to support nearby commercial and transit investments.”

The purpose of the Walkable Neighborhood design standards and objectives is to advance the Livability Principles of this code, and to promote walkable neighborhoods. Any exceptions to the standards in the Ordinance, or discretionary review processes related to a specific application, shall be judged against these design objectives, in addition to any other criteria in this code for the application.

The Comprehensive Plan recommends urban mixed-use typology for the site.

Recommended land uses in this typology include attached housing, small- and large- scale multi-family housing; group homes; bed and breakfast; boutique hotels; 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; artisan manufacturing and food production; small-scale parks; structure parking; and community farms / gardens.

As proposed, this request would be consistent with the Comprehensive Plan recommendation of urban mixed-use.

Overlays

This site is also located within an overlay, specifically the Transit Oriented Development (TOD). “Overlays are used in places where the land uses that are allowed in a typology need to be adjusted. They may be needed because an area is environmentally sensitive, near an airport, or because a certain type of development should be promoted. Overlays can add uses, remove uses, or modify the conditions that are applied to uses in a typology.”

The Transit-Oriented Development (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.

Site Plan

The site plan, file-dated May 12, 2026, provides for a building that would have approximately 68 feet of frontage along East Washington Street, with podium parking of nine spaces and 10 parking spaces along North Arsenal Avenue.

The first floor would consist of offices, storage space and community space, with 13 living units on the second floor.

Because no elevations were submitted, staff would request that the final site plan and elevations be submitted for Administrator Approval prior to the issuance of an Improvement Location Permit (ILP) to assure that the development would comply with the Walkable Neighborhood Design Standards and compatible with the surrounding development.

Planning Analysis

As proposed, the rezoning and use would align with the Comprehensive Plan recommendation of village mixed-use. This project would also support the Transit-Oriented Development Plan and the District Center Typology. Consequently, staff supports and recommends approval of the rezoning.

VARIANCE OF DEVELOPMENT STANDARDS

This request would provide 10 parking spaces when the Ordinance requires a minimum of 21 parking spaces.

Parking requirements are based on square footage of uses and the number of dwelling units (one per dwelling unit between one and three stories and 0.75 spaces if over three stories). Documents initially submitted with this variance request did not provide details to support the requested variance.



Updated documents, file-dated May 12, 2026, depicted the first (ground) floor with offices, community spaces and podium parking, with 13 living units on the second floor. A total of 19 parking spaces would be provided.

It appears that a reduction in the required parking spaces would be necessary for this project to move forward but it is unclear to the extent to which a reduction would be necessary. Because of the proposed transit station at the intersection of East Washington Street and North Arsenal Avenue, staff believes a parking reduction would be supportable as initially submitted.

GENERAL INFORMATION

Existing Zoning	MU-1 (TOD) / MU-2 (TOD)	
Existing Land Use	Parking Lots	
Comprehensive Plan	Urban Mixed-Use	
Surrounding Context	Zoning	Land Use
North:	MU-2 (TOD)	Community Services Facility Parking Lot
South:	MU-1 (TOD) / MU-2 (TOD)	Commercial uses
East:	MU-1 (TOD) / MU-2 (TOD)	Commercial uses
West:	MU-2 (TOD)	Parking Lot
Thoroughfare Plan		
East Washington Street	Primary Arterial	Existing 78-foot right-of-way and proposed 78-foot right-of-way.
Arsenal Avenue	Local Street	Existing 60-foot right-of-way and proposed 40-foot right-of-way
Context Area	Metro	
Floodway / Floodway Fringe	No	
Overlay	Yes – Transit-Oriented Development	
Wellfield Protection Area	No	
Site Plan	March 23, 2026	
Site Plan (Amended)	May 12, 2026	
Elevations	N/A	
Elevations (Amended)	N/A	
Landscape Plan	N/A	
Findings of Fact	March 23, 2026	
Findings of Fact (Amended)	N/A	
C-S/D-P Statement	N/A	

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

The Comprehensive Plan recommends Urban Mixed-Use typology. The Comprehensive Plan recommends Urban Mixed-Use typology. “The Urban Mixed-Use typology provides dense, pedestrian-oriented development with a wide range of businesses, services, and institutions that serve both adjacent neighborhoods and the broader Indianapolis community. Buildings are four to eight stories in height with entrances and large windows facing the street. Where possible, sidewalks and other pedestrian spaces should be activated as places to gather or otherwise spend time, such as sidewalk cafes and plazas. Public spaces may also be programmable for community events. Off-street parking should be behind buildings or in garages. Where block lengths are longer than 500 feet, public pedestrian paths should be provided as cut throughs. This typology has a residential density of at least 25 to 75 units per acre

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 – Urban Mixed-Use 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.
- Mixed-Use structures are preferred for all land uses except Public Administration, Associations, and Region-Serving Institutions/Infrastructure, Entertainment, and Small-Scale Parks.
- In master-planned developments, block lengths of less than 500 feet, or pedestrian cut-throughs for longer blocks, are encouraged.
- Where possible, contributing historic buildings should be preserved or incorporated into new development.

Conditions for All Housing

- Should be within a one-quarter-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.
- 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.

Attached Housing

- Should have a minimum of 10 units per acre.

Small-Scale Multi-Family Housing (defined as single or multiple buildings each with five or more legally complete dwelling units in a development of less than two acres and at a height greater than 40 feet.)

- Should be located along an arterial or collector street.
- The primary entrance should be served by an arterial or collector street.
- Mixed-Use structures are preferred.
- Parking should be either behind or interior to the development.

Modified Uses (TOD Overlay)

- Community farms / gardens are removed as a recommend land use.

Red Line / Blue Line / Purple Line TOD Strategic Plan

Blue Line Transit-Oriented Development Strategic Plan (2018).

This site is located at a proposed transit stop located at the intersection of East Washington Street and Arsenal Avenue, with a District Center typology.

District Center stations are located at the center of regionally significant districts with several blocks of retail or office at their core. Development opportunities include infill and redevelopment, dense residential, employment near transit stations, neighborhood retail and a focus on walkability and placemaking.

Characteristics of the District Center typology are:

- A dense mixed-use hub for multiple neighborhoods with tall buildings
- Minimum of 3 stories at core with no front or side setbacks
- Multi-family housing with a minimum of five units
- Structured parking only with active first floor

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)

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

2013-UV3-031; 1438 and 1446 East Washington Street, requested the legal establishment of a tavern with live entertainment and variances of development standards to provide for outdoor seating, obstruction of the clear sight triangle, deficient setbacks and parking and a sign projecting into the right-of-way, **approved**.

2022-CZN-808 / 2022-CVR-808 / 2022-CVC-808; 1402, 1416, 1432 & 1438 East Washington Street and 15, 17, & 26 North Arsenal Avenue (west, north and northeast of site), requested rezoning of 2.33 acres from the MU-1, MU-2 and C-1 districts to the MU-2 district and variances of development standards to provide for obstruction of the clear sight triangle, deficient north transitional yard, deficient number of parking spaces, access drives with excessive width, surface parking within 50 feet of street frontages, a front building line of 60% along Oriental Street, with a deficient number of primary entry features, deficient transparency, and to legally establish a parking lot with a deficient transitional yard, and to legally establish a west transitional yard, **approved**.

VICINITY

2023-ZON-058; 1446 East Washington Street (east of site), requested rezoning of 0.66 acre from the MU-1 (TOD) district to the MU-2 (TOD) district, **approved**.

2005-ZON-813 / 2005-VAR-813; 15, 17 and 26 North Arsenal Avenue (west, north and northeast of site), requested the rezoning of 0.84 acre from the D-8 district to the C-1 district and a variance of development standards to provide for a deficient number of parking spaces and for off-site parking, **approved**.

97-UV3-71; 1446 East Washington Street, requested variances of use and development standards to provide for a tavern with live entertainment and deficient parking, **withdrawn**.

95-V3-67; 1502 East Washington Street (east of site), requested a variance of development standards to provide for a drive-through unit with deficient separation from a dwelling district and a deficient number of parking spaces, **approved**.

90-Z-79; 26 North Arsenal Avenue (north of site), requested rezoning of 0.7 acre from the D-8 district to the C-2 district, **withdrawn**.

91-V1-72; 1435 East Washington Street (south of site), requested a variance of development standards to provide for a sign with pricing panels and a deficient setback, an excess number of canopy signs, deficient setbacks, dumpster in the front yard and outdoor storage, **approved**.

89-UV2-61; 1502 East Washington Street (east of site), requested a variance of use to provide for a cosmetology school and a variance of development standards to provide for a deficient number of parking spaces, **approved**.

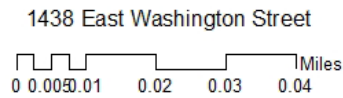
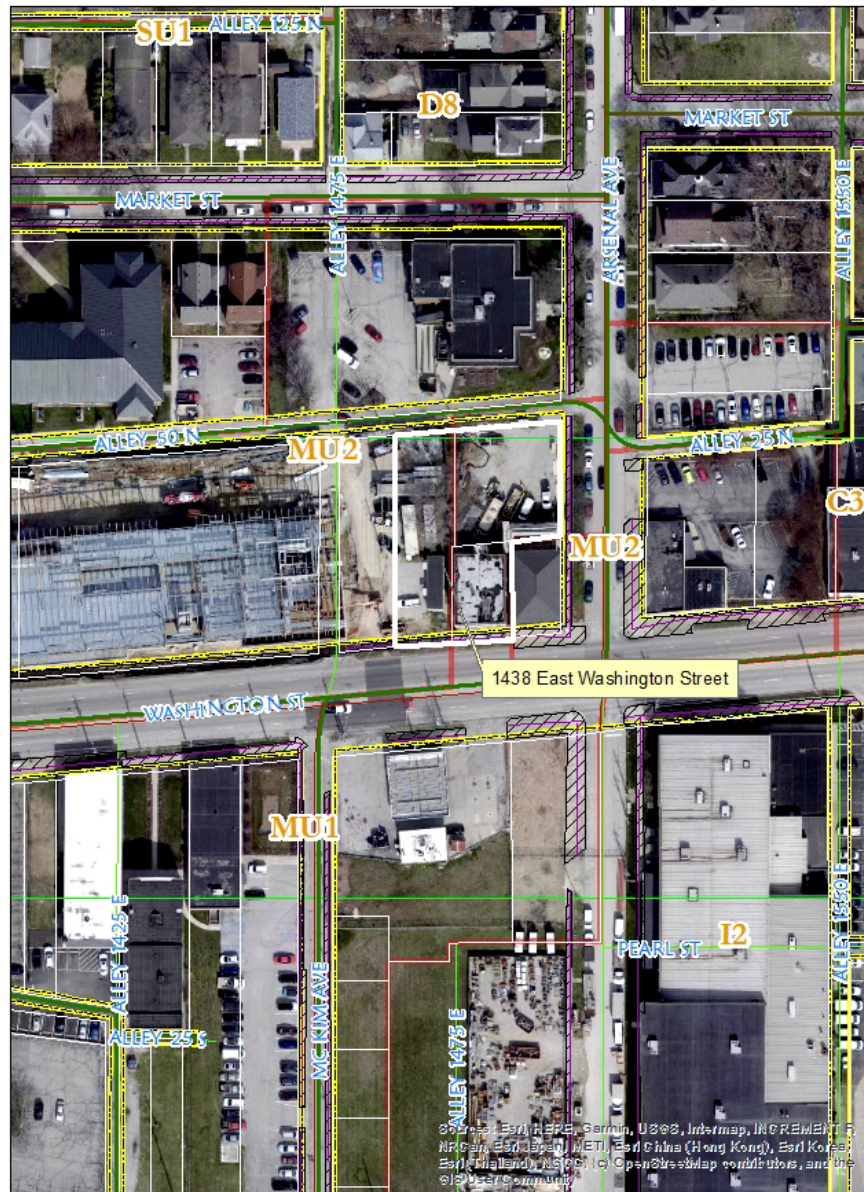


Department of Metropolitan Development
Division of Planning
Current Planning

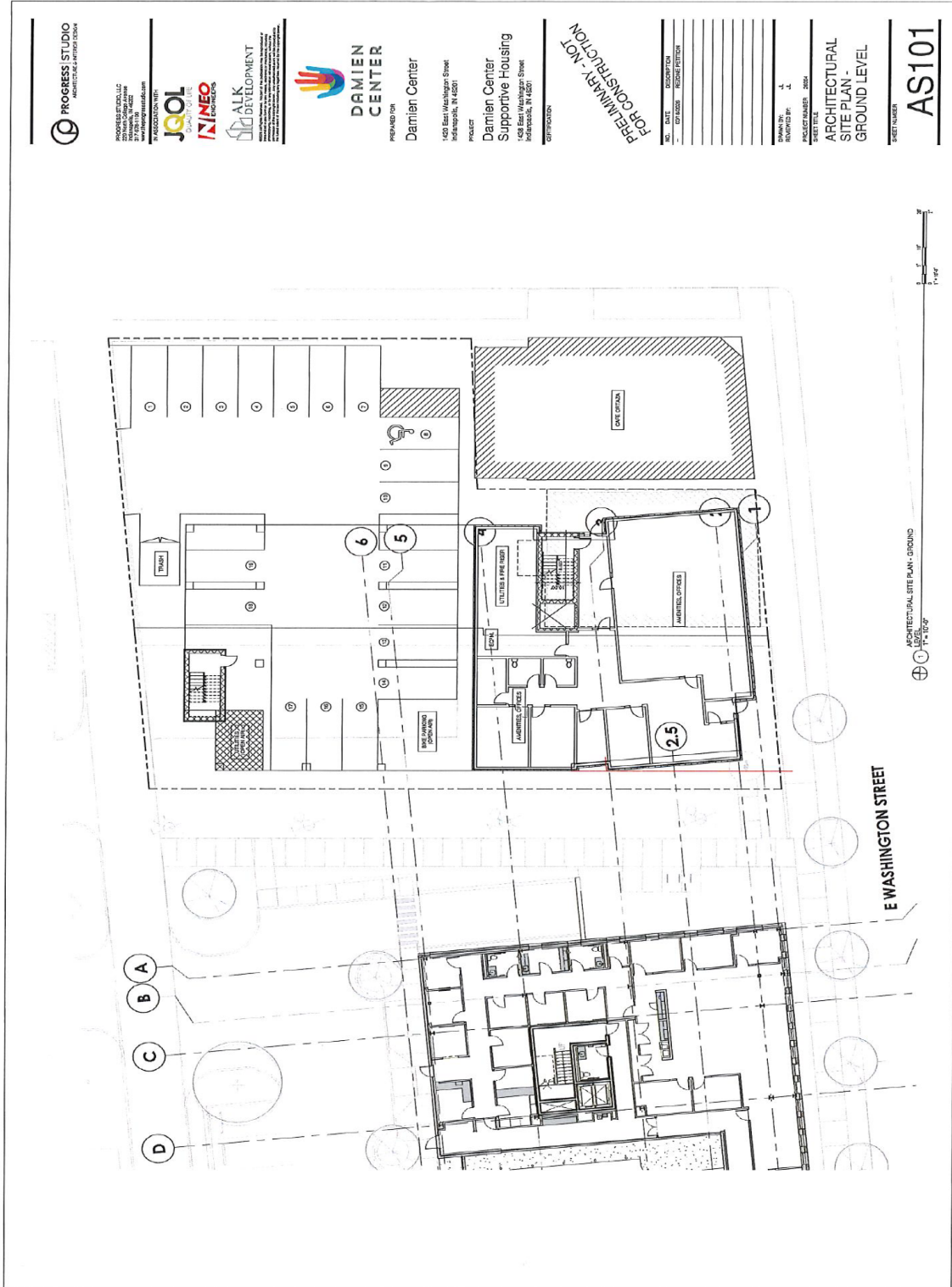
88-UV2-115; 1439 East Washington Street (south of site), requested a variance of use to provide for electronic wholesaling and variances of development standards to provide for deficient setbacks, landscaping, loading facilities and maneuvering, **approved**.

87-Z-4; 1523 East Washington Street (southeast of site), requested rezoning of 2.1 acres from the C-2 district to the I-2-U district, **approved**.

EXHIBITS



SITE PLAN – MAY 12, 2026



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 ARCHITECTURAL PROFESSIONAL

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DAMIEN CENTER
 PREPARED FOR
 Damien Center
 1425 East Washington Street
 Indianapolis, IN 46219

PROJECT
 Damien Center
 Supportive Housing
 1425 East Washington Street
 Indianapolis, IN 46219

DATE: 05/12/2026
 DESCRIPTION: ARCHITECTURAL SITE PLAN - GROUND LEVEL
 DRAWN BY: J. [unreadable]
 CHECKED BY: [unreadable]
 PROJECT NUMBER: 2026
 SHEET TITLE: ARCHITECTURAL SITE PLAN - GROUND LEVEL
 SHEET NUMBER: AS101

NOT FOR CONSTRUCTION - PRELIMINARY

NO.	DATE	DESCRIPTION
1	05/12/2026	ARCHITECTURAL SITE PLAN - GROUND LEVEL

ARCHITECTURAL SITE PLAN - GROUND LEVEL
 SHEET NUMBER: AS101

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 proposed use will generate very little parking demand, ample bicycle spaces are being provided, and there is a robust sidewalk system and bus service, all of which mitigate the traditional need for vehicles/vehicle parking.

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 development is on a street block largely developed/owned by Petitioner, plus the development will remain self contained, and will not interfere with access to any adjoining property.

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

the Ordinance, while providing some parking discounts does not distinguish between urban and suburban parking standards, plus, there is no reason to have a minimum lot size for a medium apartment if all other development standards can be met.

DECISION

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

Adopted this _____ day of _____, 20 ____



View looking south along North Arsenal Avenue



View looking north along North Arsenal Avenue



View of site looking west across North Arsenal Avenue



View of site looking west across North Arsenal Avenue



View of site looking southwest across North Arsenal Avenue



View of site looking south from east /west alley



View of site looking south from east /west alley



View of site looking south from east /west alley



View looking southwest at adjacent building to the west



View of east / west alley looking west



View of east / west alley looking east