

**METROPOLITAN DEVELOPMENT COMMISSION  
HEARING EXAMINER**

**June 26, 2025**

**Case Number:** 2025-MOD-011  
**Property Address:** 3204 Queue Line Drive  
**Location:** Center Township, Council District #8  
**Petitioner:** Monon Development Group, LLC, by Christopher White  
**Current Zoning:** C-S / I-2 / SU-1  
**Request:** Modification of the Commitments and Site Plan related to 2021-ZON-069 / 2021-VAR-010, to modify Commitment #2 to permit development of the site in compliance with submitted building elevations and site plans filed with this petition (previous commitment required site plans, landscaping plans, and building elevations to be submitted for Administrator's Approval, prior to the issuance of an Improvement Location Permit).  
**Current Land Use:** Developing parcels  
**Staff Recommendations:** Approval, with commitment below:  
**Staff Reviewer:** Jeffrey York, Principal Planner II

**PETITION HISTORY**

The Hearing Examiner, on her own motion, continued this petition from the June 12, 2025, hearing, to the June 26, 2025, in order for further discussions to occur between the petitioner and staff.

Staff and the petitioner met on June 16, 2025, and discussed details of the approved plans and proposed plans. It was recognized that, during the 2021 rezoning process, a former development plan, which proposed 14 buildings, also contemplated 120 dwelling units. During the rezoning process, the development plan was reduced to 12 buildings, but the number of dwelling units was, for some reason, not reduced from 120. Obviously, the number of dwelling units would have been reduced, and should have been changed to the more appropriate number of dwelling units before final zoning approval was given. The accurate site plan is shown below under exhibits. Given the change that was conducted during to the rezoning process, and the proposed development plan is relatively close to the approved development plan, staff **recommends approval** of the request, with the commitment to add landscaping:

A landscape plan shall be submitted and subject to Administrator's Approval and included in the review for 2024-ADM-264.

**STAFF RECOMMENDATION**

Staff recommends denial.

**PETITION OVERVIEW**

This request would provide for a modification of commitments and site plan for 2021-ZON-021 / 2021-VAR-010, to provide for a change to the proposed development of the northern-most portion of the original 14.49-acre site, named 'Monon 30'. The subject site was platted in 2024, via 2024-PLT-073 and is approximately 3.56 acres in size. It is located north of vacated 32<sup>nd</sup> Street, south of Sutherland Avenue and west of Dr. A.J. Brown Avenue. The site also abuts the Monon Trail, which is directly to the east.

Monon 30 is a 14.49-acre proposed mixed-use development, consisting of single- and multi-family dwellings, commercial retail, recreational, cultural, and industrial uses. As approved in 2021, the proposed development met the Comprehensive Plan recommendation of Village-Mixed-Use.

To date, one portion of the overall Monon 30 development has been constructed, directly east of the Monon Trail from this site, with multi-family dwellings. The building appeared to be complete and unoccupied on a staff site visit in May 2025. A few of the industrial buildings have been demolished.

The development statement for 2021-ZON-069 noted that this parcel (identified as 'Area B') would have "120, two- and three-story apartment homes with primary access from Winthrop Avenue, and an internal drive". Commitment #2 of the commitments related to 2021-ZON-069, indicated that the site would be subject to Administrator's Approval, which is typical of proposed development in C-S.

Proposed development in C-S require the submittal, review, and approval of a site and development plan. The Ordinance allows for such plans to be conceptual while progressing through the rezoning process. The site and development plan provides a guide to staff when development progresses through the permitting phase of development. However, the commitment for Administrator's Approval provides a mechanism for staff to hold the proposed development closely to the approved site and development plan. In 2024, such plans were submitted for Administrator's Approval, under 2024-ADM-264. Upon a thorough review of the plans, staff found that the proposed development would have 90 apartments (instead of 120 apartments), found side-loaded garages, rather than front-loaded garages, and discrepancies between submitted plans for permitting and for Administrator's Approval.

The development plan and site plan were approved for 120 dwelling units. The reduction to 90 dwelling units represents a 25% reduction in scope. The approved site plan also provides locations for on-site parking. The site plan does not detail the number of parking spaces; however, it does identify that greenspace would be provided between the attached dwelling unit buildings, west of the access drive. Additionally, the site plan also proposed 12 buildings.

The site plan filed for Administrator's Approval (2024-ADM-264) would provide for zero greenspace between attached buildings west of the access drive where side-loaded garages are proposed. Additionally, there would be 11 buildings.

The building elevations and site plan would change from front-loaded garages to side-loaded garages. The development, as amended, would go against one item, in particular, noted below in the Village-Mixed Use category: 'Large-scale housing should have parking behind or interior to the development'. Also, the change would provide for more parking than necessary, for 30 fewer units originally proposed. Finally, and perhaps most importantly, the proposed plan would reduce valuable greenspace.

Review of the plans submitted for permits identified 87 units were proposed, instead of the 90 units submitted for Administrator's Approval. Another plan for permitting also varied from the plan submitted for Administrator's Approval in regard to inconsistencies between the landscape plan and site plan. Additionally, the petitioner and the Department of Public Works and IndyParks are continuing discussions with the petitioner in regard to access to the Monon Trail. That review is not part of this petition.

## GENERAL INFORMATION

<b>Existing Zoning</b>	C-S / I-2 / SU-1	
<b>Existing Land Use</b>	Developing parcels	
<b>Comprehensive Plan</b>	Village mixed-use.	
<b>Surrounding Context</b>	<b><u>Zoning</u></b>	<b><u>Land Use</u></b>
	North: D-9 / I-3	Industrial / Monon Trail
	South: C-S	Commercial retail / residential
	East: C-S / I-2	Monon Trail / multi-family dwellings
	West: D-5 (RC)	Single-family residential
<b>Thoroughfare Plan</b>		
Dr. AJ Brown Avenue	Secondary arterial	56-foot existing and proposed right-of-way
Sutherland Avenue	Local street	48-foot existing and proposed right-of-way
32 <sup>nd</sup> Street	Local street	48-foot existing and proposed right-of-way
<b>Context Area</b>	Compact	
<b>Floodway / Floodway Fringe</b>	No	
<b>Overlay</b>	No	
<b>Wellfield Protection Area</b>	No	
<b>Site Plan</b>	Filed, May 8, 2025	
<b>Site Plan (Amended)</b>	N/A	
<b>Elevations</b>	Filed, May 8, 2025	
<b>Elevations (Amended)</b>	N/A	
<b>Landscape Plan</b>	N/A	
<b>Findings of Fact</b>	N/A	
<b>Findings of Fact (Amended)</b>	N/A	
<b>C-S/D-P Statement</b>	Filed, May 8, 2025	

## COMPREHENSIVE PLAN ANALYSIS

### Comprehensive Plan

- The Comprehensive Plan recommends Village mixed-use for the site.

## Pattern Book / Land Use Plan

The **Village Mixed-Use** typology 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.

- The following elements of the Pattern Book apply to this site:
  - *Attached Housing*
    - Recommended without additional conditions.
  - *Small-scale Multifamily Housing*
    - Mixed-Use structures are preferred;
    - Parking should be either behind or interior to the development.
  - *Large-Scale Multifamily Housing*
    - Mixed-Use structures are preferred;
    - Parking should be either behind or interior to the development;
    - Should be along an arterial or collector street.
  - *Assisted Living Facilities / Nursing Homes*
    - Should be in harmony with the surrounding neighborhoods and should site and screen their parking, service, and emergency vehicle areas to buffer surrounding residential uses;
    - Should not be within 1,000 feet of a highway, freeway, or expressway.
  - *Group Homes*
    - Should be in harmony with the character of the surrounding neighborhood in terms of materials, building placement, entrance location, and vehicle and service areas;
    - Should be located adjacent to residential areas;
    - Should not be located on the same block as another group home.
  - *Artisan Manufacturing and Food Production*
    - Automotive uses are excluded;
    - Operations should be full contained within buildings;
    - Should be in harmony with the character of the surrounding neighborhood in terms of materials, building placement, entrance location and vehicle and service area;
    - Should include a commercial component that is open to the public
  - *Small-Scale Offices, Retailing and Personal or Professional Service*

- Mixed-Use structures are preferred;
  - Automotive uses (such as gas stations and auto repair) and uses with drive-through lanes are excluded;
  - Should not include outdoor display of merchandise.
- *Small-Scale Schools, Places of Worship, Neighborhood- Serving Institutions/Infrastructure, and Other Places of Assembly*
    - If proposed within a one-half mile along an adjoining street of an existing or approved residential development, then connecting pedestrian infrastructure (sidewalk, greenway, or off-street path) should be in place or provided;
    - Mixed-Use structures are preferred;
    - Schools should not be within 1000 feet of a highway, freeway, or expressway.
  - *Large-Scale Schools, Places of Worship, Community Serving Institutions / Infrastructure, and Other Places of Assembly*
    - Should be located along an arterial or collector 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 (side- walk, 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;
    - Schools should not be within 1000 feet of a highway, freeway, or expressway.

The Pattern Book also provides guidance related to overlays and whether an overlay adds, modifies, or removes the recommended land uses within the base typology.

#### **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**

- Not Applicable to the Site.

#### **Indy Moves**

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



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- Not Applicable to the Site.

## ZONING HISTORY

**2021-ZON-069 / 2021-VAR-010 | 1118 East 30<sup>th</sup> Street, 1120 East 32<sup>nd</sup> Street, 3112, 3118, 3122, 3132, 3212, 3216, 3228, 3254 Dr. Andrew J. Brown Avenue and 2906 Columbia Avenue,** requested a rezoning of 14.49 acres from the I-2 and I-4 districts to the C-S district to provide for a mixed-use development consisting of single-family residential, multi-family residential, commercial, recreational, cultural and industrial uses, including but not limited to, retail sales; restaurants; pop-up events; freestanding vendors; temporary and permanent offices; meeting spaces; art galleries; displays and studios; food festivals; indoor and outdoor recreation and entertainment; artisan food and beverage; business home, personal services or repair; community, cultural and educational facilities; lodging; fitness activities; seasonal events; temporary events and outdoor display and sales; farmer market; outdoor displays, seating and sales; walk-up windows; grocery stores; parking; 120 two-three-story apartment homes on a private drive; and 220 multifamily units in a five-story building with 286 parking spaces; and including secured bike parking; fitness room /center; swimming pool; trail access' observation decks; specialty walkways and landscaping, and a variance of development standards of the Consolidated Zoning and Subdivision Ordinance to eliminate the development standards of the C-S district and to provide for development generally consistent with the plans filed, **approved**.

**2021-UV2-008 | 3112, 3118 and 3122 Dr. AJ Brown Avenue and 1118 East 30<sup>th</sup> Street,** requests a variance of use and development standards of the Consolidated Zoning and Subdivision Ordinance to provide for primary uses, including event center, museum, library, art gallery, artisan food and beverage, farmers market, eating establishment or food preparation, indoor recreation and entertainment, indoor spectator venue, outdoor recreation and entertainment, ongoing outdoor display and sales, outdoor seasonal produce sales, recreational vehicle parking, tattoo parlor, walk-up window; accessory uses including light general retail, commercial parking lot, automated teller machines, radio or television broadcasting antenna, game courts sign; temporary uses including temporary outdoor display and sales, produce sales, temporary outdoor events; to permit an accessory commercial parking lot, and to permit a 10-foot front yard setback along 30<sup>th</sup> Street, two-foot transitional west side yard setback, a zero-foot east side yard and zero-foot north rear yard (1118) and zero-foot front (without landscaping), side and rear yards, and to provide for 335 parking spaces, **withdrawn**.

**2019-ZON-020 | 2942, 2946, 2950 and 2954 McPherson Street,** requested a rezoning of 0.5 acre from the D-5 district to the C-3 classification, **withdrawn**.

**2019-UV3-008 | 2954 McPherson Street,** requested a variance of use and development standards of the Consolidated Zoning and Subdivision Ordinance to provide for four, two-family dwellings, with six feet between dwellings, each with a 24' x 24' detached garage containing a 799-square foot dwelling unit (three dwelling units not permitted) on 40-foot wide,

5,440-square foot lots (minimum 70-foot lot width and 7,200-square feet lot area required), **granted.**

**2017-UV1-018 | 1120 E 32<sup>nd</sup> Street**, Variance of use of the Consolidated Zoning and Subdivision Ordinance to provide for an emergency shelter care / group home for up to 10 foster children between the ages of six and 17 (not permitted), **granted.**

**2010-UV3-018 | 3145 Dr A J Brown Avenue**, Variance of use and development standards of the Commercial Zoning Ordinance to provide for a storage shed, with a six-foot side transitional setback (10-foot side transitional setback required) and a variance of development standards of the Sign Regulations to provide for a 10-foot-tall free-standing sign encroaching five feet into the right-of-way of Dr. Andrew J. Brown, **withdrawn**

**2008-UV3-010 | 3145 Dr A J Brown Avenue** Variance of use and development standards of the Commercial Zoning Ordinance to provide for indoor sales, restoration and service of automobiles and motorcycles (not permitted), without off-street parking (minimum 30 parking spaces required for a freestanding retail use), with three parking spaces being located partially in the right-of-way of East 32nd Street with maneuvering area in the right-of-way of East 32nd Street (not permitted), and with three dumpsters being located in the required front yard along East 32nd Street (not permitted), **granted.**

**2008-VAR-811 / 2008-VAC-811 | 2939 Columbia Avenue and 2902 and 2906 Dr. Andrew J. Brown Avenue**, requests a variance of Use and Development Standards of the Industrial Zoning Ordinance to provide for the manufacture of solvents, detergents and cleaners (not permitted), and provide for a 31,000-square foot building addition with a three-foot front setback from the east right-of-way line of Columbia Avenue, as proposed by the companion vacation petition (minimum twenty-foot front setback required), to provide for loading area within the required twenty-foot front yard along Columbia Avenue, and to provide for maneuvering area for loading vehicles within the right-of-way of Columbia Avenue and Vacation of a portion of Columbia Avenue, being eight feet in width, **granted and approved.**

**2004-ZON-096 | 3005-3025 Winthrop Avenue and 1102 East 30<sup>th</sup> Street**, requests rezoning of 1.08 acres, being in the C-1 District, to the SU-1 classification to provide for religious uses, **approved.**

**86-UV3-24 | 2920 Martindale Avenue**, requested a variance of use of the Dwelling Districts Zoning Ordinance to provide for the construction of an off-street parking lot associated with an adjacent industrial operation, **granted, subject to the provision of landscaping.**

**84-UV1-44 | 3143 Winthrop Avenue**; Variance of use of the Dwelling Districts Zoning Ordinance to provide for a 22' x 32' addition to an existing office building; **granted.**



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**71-UV3-136 | 3143 Winthrop Avenue;** requests variance of use to provide for an addition to an existing office building; **granted.**

**69-V2-206 | 3143 Winthrop Avenue;** requests variance of use to provide for an addition to the south side of an existing office building; **granted.**

**69-V2-121 | 2881 Columbia Avenue (south of subject site),** requested a variance of use of the Industrial Zoning Ordinance to provide for the construction warehouse with reduced side and rear yard setbacks, **granted.**

**65-V-448 | 2920 Martindale Avenue (portion of subject site),** requested a variance of use of the Dwelling Districts Zoning Ordinance to provide for the construction of an office building associated with an adjacent industrial operation, **granted.**

**61-V-402 | 2936 Martindale Avenue (portion of subject site),** requested a variance of use of the Dwelling Districts Zoning Ordinance to provide for the construction of an off-street parking lot associated with an adjacent industrial operation, **granted.**

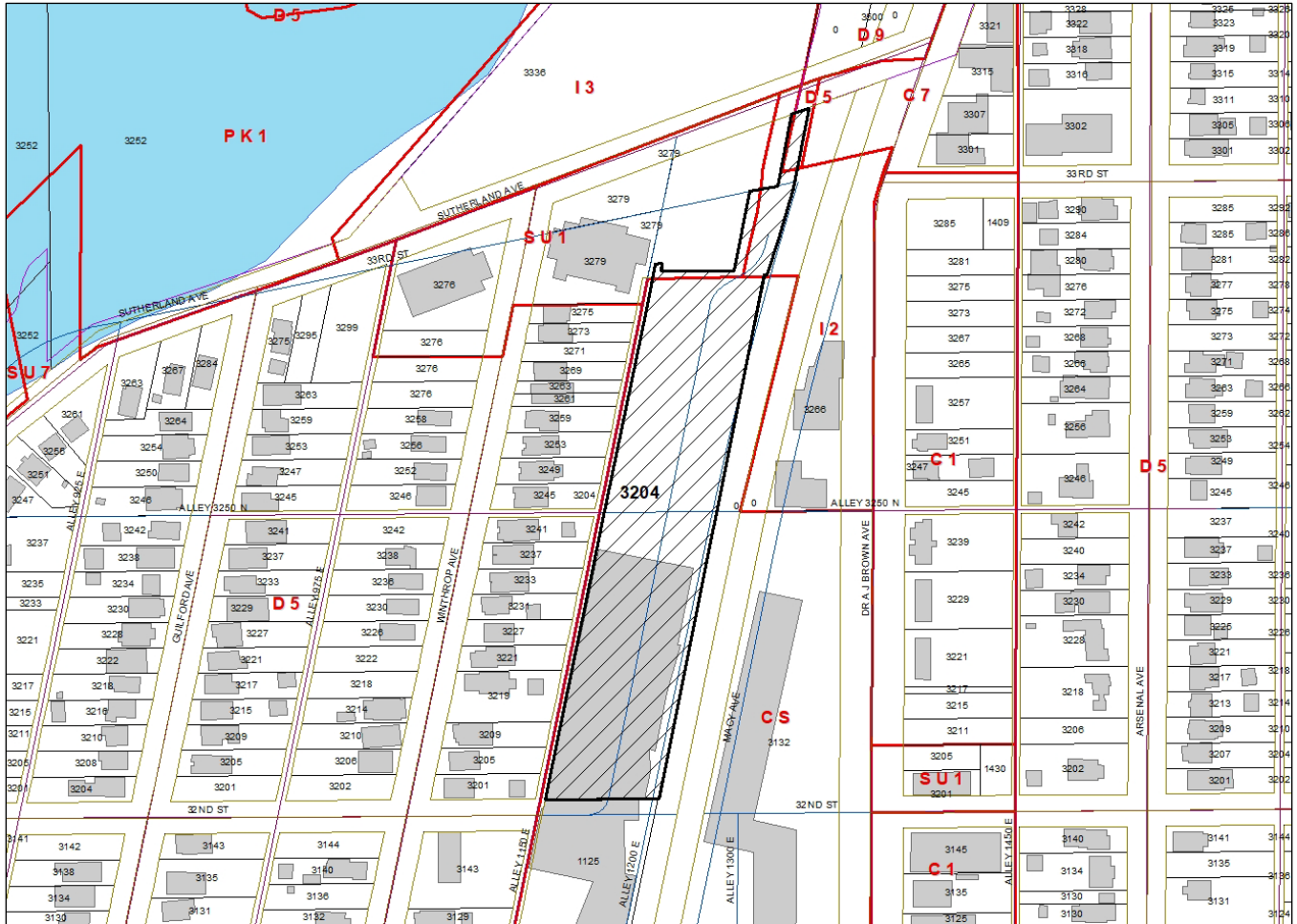
**56-V-200 | 2900 Columbia Avenue (portion of subject site),** requested a variance of use to provide for a laboratory and off-street parking associated with an adjacent industrial use, **granted.**

**23-V-146 | 2900 Columbia Avenue (portion of subject site),** requested a variance of use to provide for the construction of a factory for the manufacture of pen holders, **granted.**

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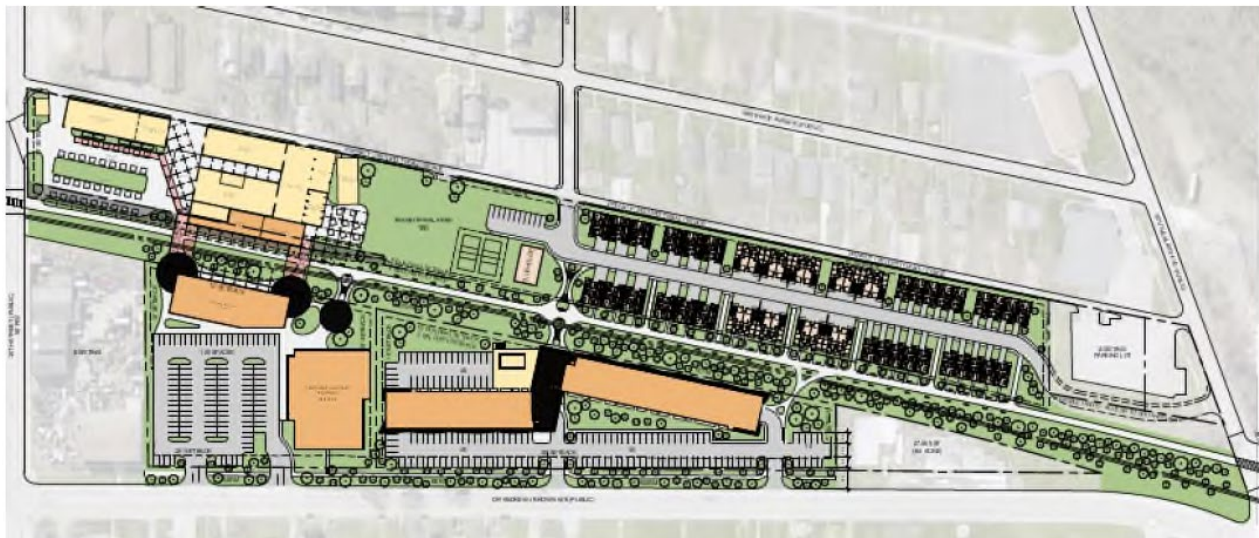
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EXHIBITS



## **Residential**

The development of a diverse mix of new, modern, market rate housing types and sizes in conjunction with new and needed community and commercial placemaking spaces will activate and energize the neighborhood in a way that is welcoming to both existing and new residents.



**Area B:** 120 two and three story apartment homes with primary access from Winthrop Ave. and an internal private drive. Urban in character bordered by the Monon Trail and existing single family residences along Winthrop Ave.

Excerpt from the C-S Development Statement for 2021-ZON-069, with Area B identified.

North is to the right on the map.



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**A202200017763**

**02/09/2022 02:52 PM**

**KATHERINE SWEENEY BELL  
MARION COUNTY IN RECORDER**

**FEE: \$ 35.00**

**PAGES: 12**

**By: DC2**

*Jg*

**STATEMENT OF COMMITMENTS**

**COMMITMENTS CONCERNING THE USE OR DEVELOPMENT OF REAL ESTATE  
MADE IN CONNECTION WITH A REZONING OF PROPERTY OR PLAN APPROVAL**

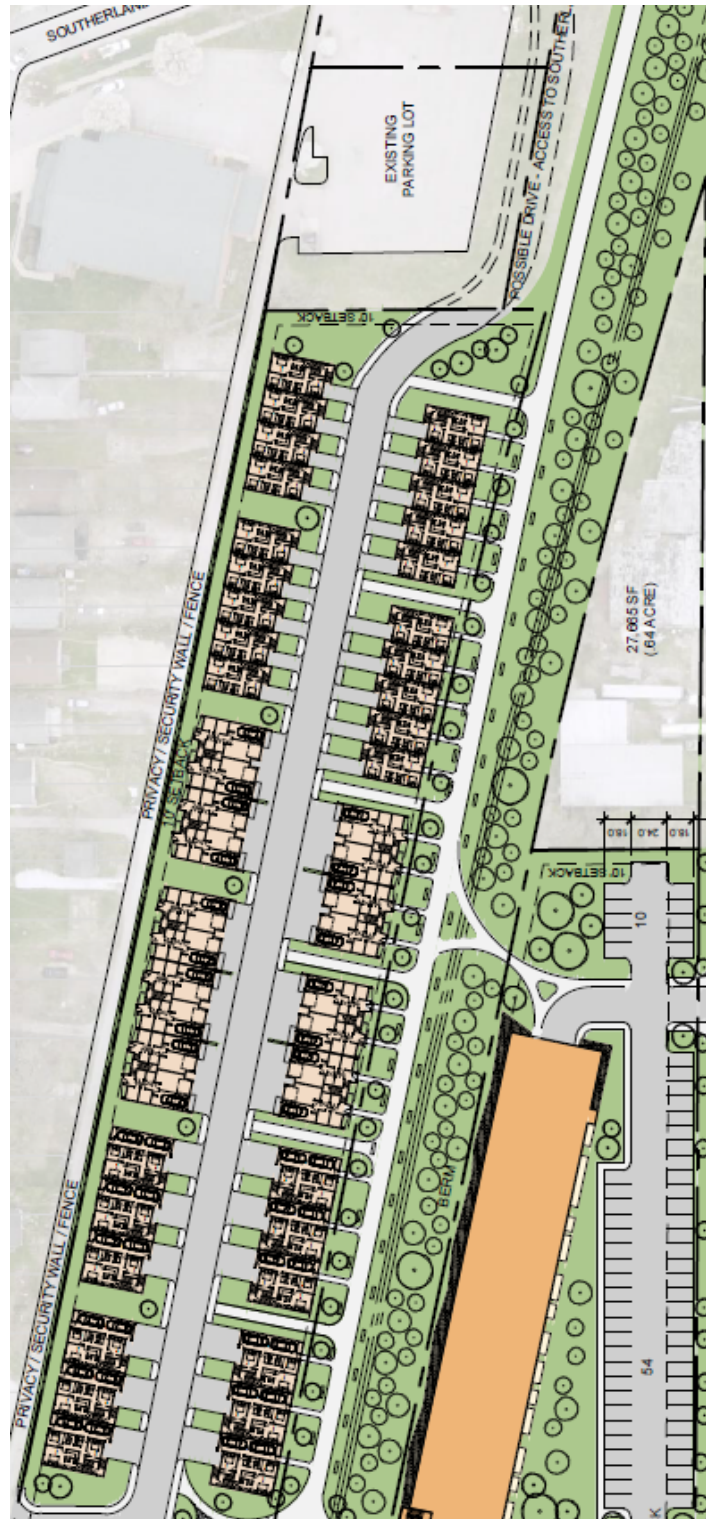
In accordance with I.C. 36-7-4-1015, the owner of the real estate located in Marion County, Indiana, which is described below, makes the following COMMITMENTS concerning the use and development of that parcel of real estate:

**Legal Description:** Please see the attached.

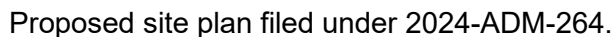
**Statement of COMMITMENTS:**

1. The owner agrees to abide by the Open Occupancy and Equal Employment Opportunity Commitments required by Metropolitan Development Commission Resolution No. 85-R-69, 1985, which commitments are attached hereto and incorporated herein by reference as Attachment "A".
2. Final site plans, landscaping plans and building elevations shall be submitted for Administrator's Approval prior to the issuance of an Improvement Location Permit (ILP).

Portion of page one of the recorded commitments for 2021-ZON-069.



Portion of the approved site plan zoomed in to the subject site.





BACK ELEVATION VIEW

THE FLATS  
 Monon 25  
 Indianapolis, Indiana  
 November 24, 2020

**architects forum**  
8000 NORTH REVER RD SUITE 220 INDIANAPOLIS INDIANA 46240 317.642.8500

Proposed building elevation, as approved under 2021-ZON-069 / 2021-VAR-010. Note the front-loaded garages.



Birds-eye views of proposed building elevations and site plan layout. Note the paved garage access between the buildings to access side-loaded garages.



View of site (to the right of Monon Trail) from Sutherland Avenue looking south.



View of the site as it connects to Sutherland Avenue, looking south.



View of the site looking northeast from 32<sup>nd</sup> Street



View of the site from 32<sup>nd</sup> Street looking east. Newly constructed multi-family dwellings (east of the site) are in the background.



View of the site from the alley, looking east



View of the site from the alley, looking southeast