

STAFF REPORT

Department of Metropolitan Development Division of Planning Current Planning Section

Case Number: 2023-ZON-032
Address: 604, 710 North Sherman Drive, 3518 and 3722 East Michigan Street (approximate addresses)
Location: Center Township, Council District #12
Petitioner: City of Indianapolis – Department of Metropolitan Development, by Eddie Honea
Request: Rezoning of 26.47 acres from the C-S and MU-2 Districts to the C-S District to provide for mixed-use development, including light industrial, commercial, and residential development, per the development statement filed.

RECOMMENDATIONS

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

1. All development shall be in alignment with the Development Statement, file-dated April 24, 2023.

LAND USE ISSUES

- ◇ This 26.46-acre site, zoned C-S and MU-2. The site is largely undeveloped with the exception of a two-story commercial structure along Michigan Street and remnant structures associated with the site's historical industrial use. North of the subject site is an undeveloped property within the C-S District. To the East is a railroad, beyond which is more undeveloped property within the C-S District. South of the subject site is a neighborhood of single-family dwellings, a general office building and an automobile fueling station, within the D-5, C-1 and C-3 Districts, respectively. East of the subject site is a neighborhood of single-family dwellings and an automobile fueling station, within the D-5 and C-3 Districts.
- ◇ The northwestern portion of this site is recommended by the Comprehensive Plan for Heavy Industrial uses. The segments along Sherman Drive and Michigan Street are recommended for Village Mixed-Use. Roughly the southern half of the site is located within the Blue Line TOD Strategic Plan comprehensive overlay plan.
- ◇ Petition 2000-ZON-839 initially rezoned this property from the I-4U District to the C-S District, which provided for C-1, I-1-U and I-2-U uses, with limited C-3 and C-4 uses within specific buildings that were either never built or have since been demolished.

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- ◇ Historically, this site was occupied by a very large television-manufacturing complex until operations ceased in 1997. Since this closure, and the subsequent 2000 rezoning to C-S, no longstanding use or proposal has come to fruition. The former Thompson/RCA plant was demolished in 2017. During this time, the City has conducted outreach efforts with the neighborhood to formulate a vision for the future reuse of this site.

REZONING

- ◇ The request would provide for flexibility in the marketing and use of this large, long-standing underutilized site, across four distinct land use zones (see Exhibit B below) and a flexible-use frontage along Michigan Street.
- ◇ Area's A and D, located within the northeast and southwest quadrants, respectively, would allow, by-right, most I-2 uses, uses within the Community, Cultural and Educational Facilities land use category and low to moderate intensity commercial uses along with the notable prohibition of Outdoor Storage and Operations given their prominent location along the street frontages, both of which are primary arterials.
- ◇ Area B would be located in the northwest quadrant of the site and would allow for low to moderate industrial and commercial uses including outdoor storage and operations given the internal location and associated lack of frontage.
- ◇ Area C would be located along the southeast quadrant of the site, directly at the intersection of Michigan Street and Sherman Drive. This portion of the site would allow for a range of residential uses and those commonly associated with the C-3 or MU-2 Districts, whose eventual development is intended to promote a vibrant streetscape and help spur development in the remainder of the site. Preliminary plans are for four three-story multi-family buildings with a total of 186 dwelling units and ground floor commercial along Michigan Street.
- ◇ The remainder of the frontage along Michigan Street has an overlay use modified titled "Flex Frontage" within the development statement, that allows this portion of Area D to also conduct the uses of Area C to help promote a vibrant streetscape along Michigan Street with the intended goal of linking the communities on both sides of the elevated railroad abutting the subject site to the east.
- ◇ Several additional uses within each Area would be permitted by special exception as a means to grant additional flexibility while securing neighborhood input through an associated public hearing.
- ◇ The established purpose of the C-S District is as follows:
 1. To encourage:
 - a. A more creative approach in land planning
 - b. Superior site and structural design and development.
 - c. An efficient and desirable use of open space
 2. To provide for a use of land with high functional value.
 3. To assure compatibility of land uses, both within the C-S district and with adjacent areas.

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4. To permit special consideration of property with outstanding features, including, but not limited to, historical, architectural, or social significance, unusual topography, landscape amenities, and other special land characteristics.
 5. To provide maximum adaptability and flexibility in zoning and development controls to meet the changing and diverse needs of the metropolitan area.
- ◇ Development plans of C-S proposals 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.

Development Statement / Commitment

- ◇ The Development Statement, file-dated April 24, 2023, and associated land use map are included below as “Exhibit A” and Exhibit B, respectively.
- ◇ In addition to the permitted uses outlined above, the development statement incorporates by reference standards in addition to those of the Ordinance, as well as base design standards. These standards would be used as directed in review of future improvements to the site by way of Administrator’s Approval; including building construction, signage, landscaping, and all other appurtenances. In order to ensure compliance, this process should be reflected as a commitment if this request is approved.

Planning Analysis

- ◇ The Comprehensive Plan consists of two components that include the Pattern Book 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. Below are the relevant policies relating to this request:
- ◇ The Heavy Industrial typology provides for industrial, production, distribution and repair uses that are intense and may create emissions of light, odor, noise, or vibrations. This typology is characterized by freestanding buildings or groups of buildings, often within industrial parks. Outdoor operations and storage are common.
- Industrial uses within this typology should not utilize local residential streets and should derive access onto an arterial street. Heavier industrial uses should avoid being located adjacent to living or mixed-use typologies.
 - Less intense commercial uses within the typology should be subordinate to and serve the primary industrial uses in the area. These uses should be located and operated in such a way as to avoid interfering with industrial traffic and loading.

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- ◇ The Village Mixed-Use typology is intended to create 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 intended to be 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 contribute 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 should be small and intimate, such as pocket parks and sidewalk cafes. Residential density should range between six and 25 units per acre.
 - All housing should be within one-quarter mile of institutional and public recreational uses and oriented towards streets with pedestrian connections from the front door to the sidewalk.
 - In multi-family development, mixed-use structures are preferred, and parking should be located behind or interior to the development.
- ◇ In addition to the base Comprehensive Plan, this site is located along the outer fringe of the Blue Line TOD Strategic Plan, specifically within the secondary focus area. The secondary focus area includes those properties that are located within ½-mile of an improved or proposed transit station and are generally within a 10-minute walk of these stops. Development within this area should be focused toward low to moderate residential uses, schools and larger businesses and parks.
- ◇ Staff believes that the request is responsive to the Comprehensive Plan and Blue Line TOD Strategic Plan given that it appropriately sites uses according to their intensities and potential impacts upon the context, while increasing the viability of redevelopment of a long vacant site to aid in the economic revitalization of the area.

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GENERAL INFORMATION

EXISTING ZONING AND LAND USE

C-S, MU-2

Commercial building, large undeveloped area

SURROUNDING ZONING AND LAND USE

North - C-S

Undeveloped

South - D-5, C-1, C-3

Single-family residential, general offices and automobile fueling station

East - D-5, C-3

Single-family residential and automobile fueling station

West - C-S, I-4

Railroad, undeveloped lots and industrial uses

COMPREHENSIVE LAND USE PLAN

The Land Use Pattern Book (2019) recommends a combination of Heavy Industrial and Village Mixed-Use.

THOROUGHFARE PLAN

This portion of Sherman Drive is classified as a Primary Arterial with an existing 59-foot right-of-way and proposed 88-foot right-of-way. This portion of Michigan Street is classified as a Primary Arterial with an existing 70-foot right-of-way and proposed right-of-way of 78-feet.

CONTEXT AREA

This site is located within the Compact Context Area.

SITE PLAN

File-dated May 1, 2023.

DEVELOPMENT STATEMENT

File-dated April 24, 2023.

ZONING HISTORY

2000-ZON-839; 600-800 Sherman Drive; requests rezoning of 49 acres from the D-5, C-1, C-3 and I-4-U Districts, to the C-S classification to provide for commercial and industrial uses; **approved.**

2000-VAC-839; 600-800 Sherman Drive; requests vacation of various alleyways to allow for commercial and industrial development; **approved.**

EDH

Site Plan:

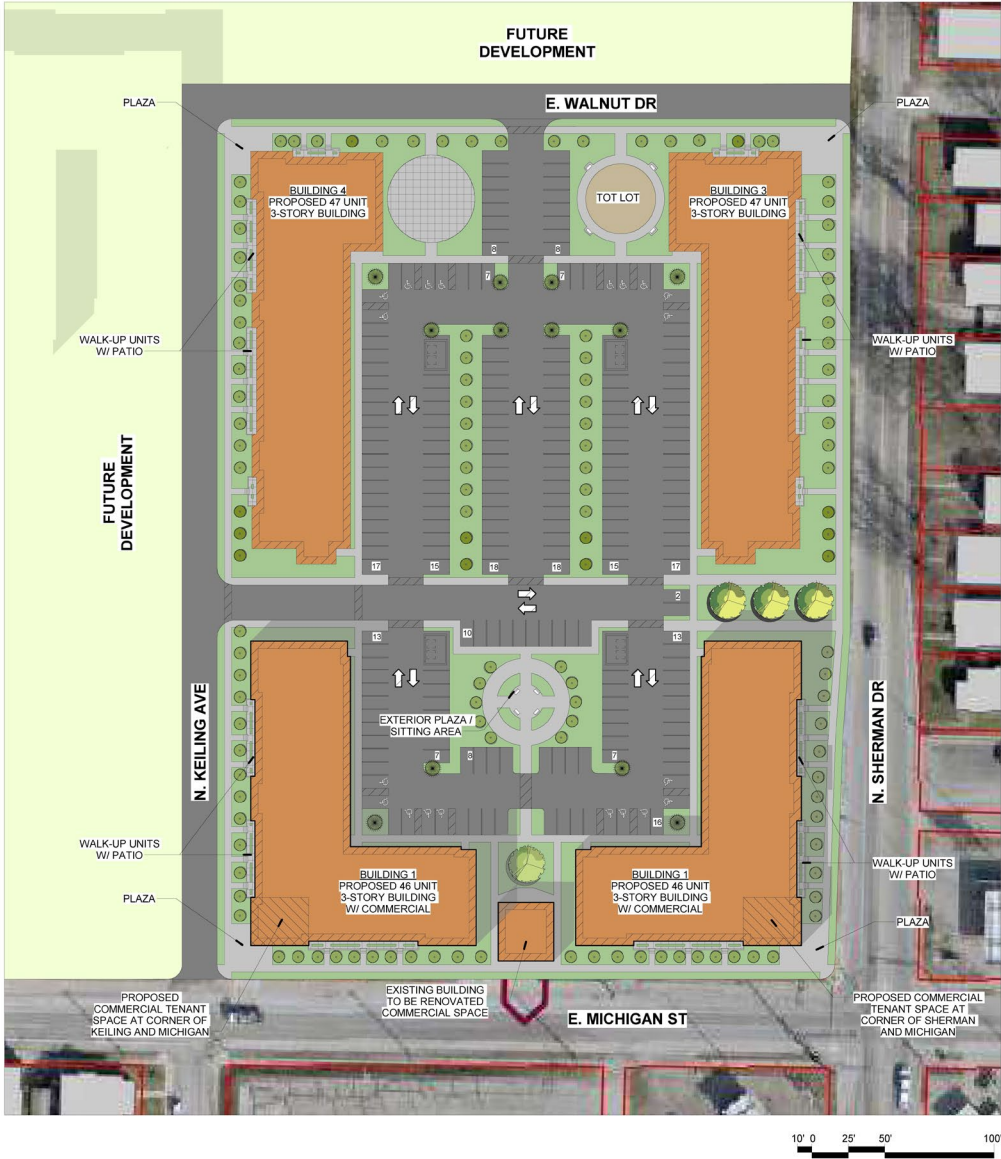


Exhibit A – Development Statement (File-dated April 24, 2023):

Sherman Park Development Statement

General Purpose:

This development statement is intended to regulate the redevelopment of a portion of Sherman Park on Indianapolis' near East Side, formerly the location of an RCA and GE manufacturing plant, within the Rivoli neighborhood.

The C-S District has been selected in order to permit the development of a multi-use campus within a single district, with common oversight to ensure compatible uses and design. This district requires approval by the Metropolitan Development Commission of this development statement and overall site plan, with the intent of providing superior design, land planning and community participation. Subsequent improvements in alignment with this development statement, including site layout, building elevations and signage shall be subject to Administrator's Approval. The Administrator shall use Appendix I: Placemaking Element Guides, on file with this petition, as an administrative guide in review. Any denial of such Administrator's Approval may only be remedied with the filing of an Administrative Appeal and decision by the Metropolitan Development Commission.

Permitted Uses:

This portion of Sherman Park has been divided into four primary "Areas" with a fifth Area, known as the "Flex Frontage" intended to provide the opportunity for additional mixed-use development in addition to those uses permitted within "Area D". These Areas are depicted on Exhibit A, attached to this development statement. All uses are as classified and/or defined in Indy Rezone.

Areas A and D: These areas are located at the northeast and southwest quadrants of the site, along Sherman Drive.

These areas shall permit, unless otherwise addressed by this development statement, all: I-2 Uses; Club or Lodge; Community Center; Museum, Library, or Art Gallery; Religious Uses; Hospitals; Medical or Dental Laboratories; Artisan Food & Beverage; Financial and Insurance Services; Hair and Body Care Salon or Service; Laundromats; Mortuary, Funeral Home; Eating Establishment or Food Preparation; Indoor Recreation and Entertainment; Office: Business, Professional or Government; Grocery Store; Retail, Light General; Retail, Heavy General; Manufacturing, Light; Government Services; and all uses within the Utilities land use category.

These areas shall only permit the following uses by special exception: Business, art, or other post-secondary proprietary school; Day Care Center or Nursery School; Schools: Elementary, Middle or High Schools; Vocational, Technical or Industrial School or Training Facility (with the exception of Commercial Driving License Training or Truck Driving Instruction); Methadone Clinic or Treatment Facility; Substance Abuse Treatment Facility; Dry Cleaning Plant or Industrial Laundry; Tattoo Parlor; Bar or Tavern; Indoor Spectator Venue; and Manufacturing, Medium.

Exhibit A – Development Statement (File-dated April 24, 2023) (Continued):

The following uses, traditionally permitted by the I-2 District, shall be prohibited: Agricultural Uses, Buildings and Structures; Processing and Packaging of Food and Beverages; Auctioneering and Liquidating Services; Marina; Automobile and Vehicle Storage or Auction; Automobile Fueling Station; Heliport or Helistop; Motorsports Industry; Truck Stop; Recycling Station; Mini-Warehouses (Self-Storage Facility); Warehousing, Wholesaling and Distribution; and the accessory use of Outdoor Storage and Operations.

Area B: This area is located within the northwest portion of the site, abutting the railroad.

This area shall permit, unless otherwise addressed by this development statement: Medical or Dental Laboratories; Artisan Food and Beverage; Processing and Packaging of Food and Beverages; Dry Cleaning Plant or Industrial Laundry; Printing Services; Artisan Manufacturing; Manufacturing, Light; all uses within the Research and Development land use category; Power Generating Facility, Local; Substations and Utility Distribution; Wireless Communications; Recycling Station; Waste or Recycling Transfer Facility; Waste or Recycling Transfer Facility; Bulk Storage of Commercial or Industrial Liquids; Warehousing, Wholesaling and Distribution; and all I-2 accessory uses, including Outdoor Storage and Operations.

This area shall only permit the following uses by special exception: Bar or Tavern; Eating Establishment or Food Preparation; Indoor Recreation and Entertainment; Indoor Spectator Venue; and Manufacturing, Medium.

Area C: This is located at the southeast quadrant of the site, at the intersection of Sherman Drive and Michigan Street.

This area shall permit, unless otherwise addressed by this development statement: Single-Family Attached; Multifamily; Community Center; Day Care Center or Nursey School; Greenway; Medical or Dental Offices, Centers, or Clinics; Medical or Dental Laboratories; Animal Care, Boarding, Veterinarian Services; Artisan Food and Beverage; Consumer Services or Repair of Consumer Goods; Financial and Insurance Services; Hair and Body Care Salon or Service; Laundromat; Printing Services; Bar or Tavern; Eating Establishment or Food Preparation; Indoor Recreation and Entertainment; Indoor Spectator Venue; Night Club or Cabaret; Artisan Manufacturing; Office: Business, Professional or Government; Outdoor Recreation and Entertainment, General; all uses within the Research and Development land use category; Grocery Store; Retail, Light General; Wireless Communications; Home Occupations as an accessory use; and all accessory uses permitted within the MU-2 District with the exception of Drive-Through

Flex Frontage: The Flex Frontage is located along the southern portion of Area D, abutting Michigan Street, and begins 50 feet parallel from the railroad right-of-way along the western boundary of the property.

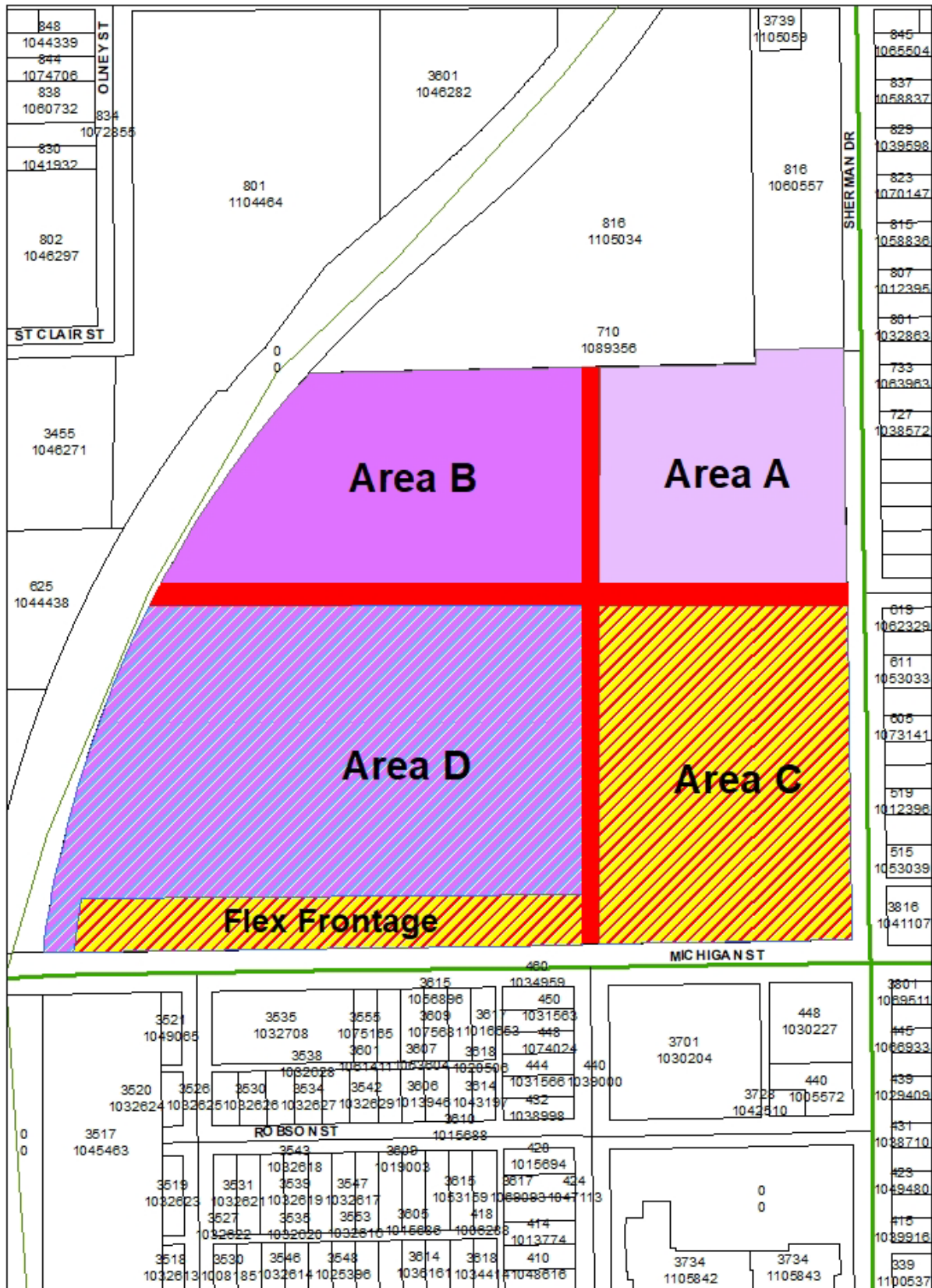
Exhibit A – Development Statement (File-dated April 24, 2023) (Continued):

This area is intended to permit all uses permitted within Area D and Area C, with the intent of providing use flexibility and goal of promoting a vibrant, activated streetscape.

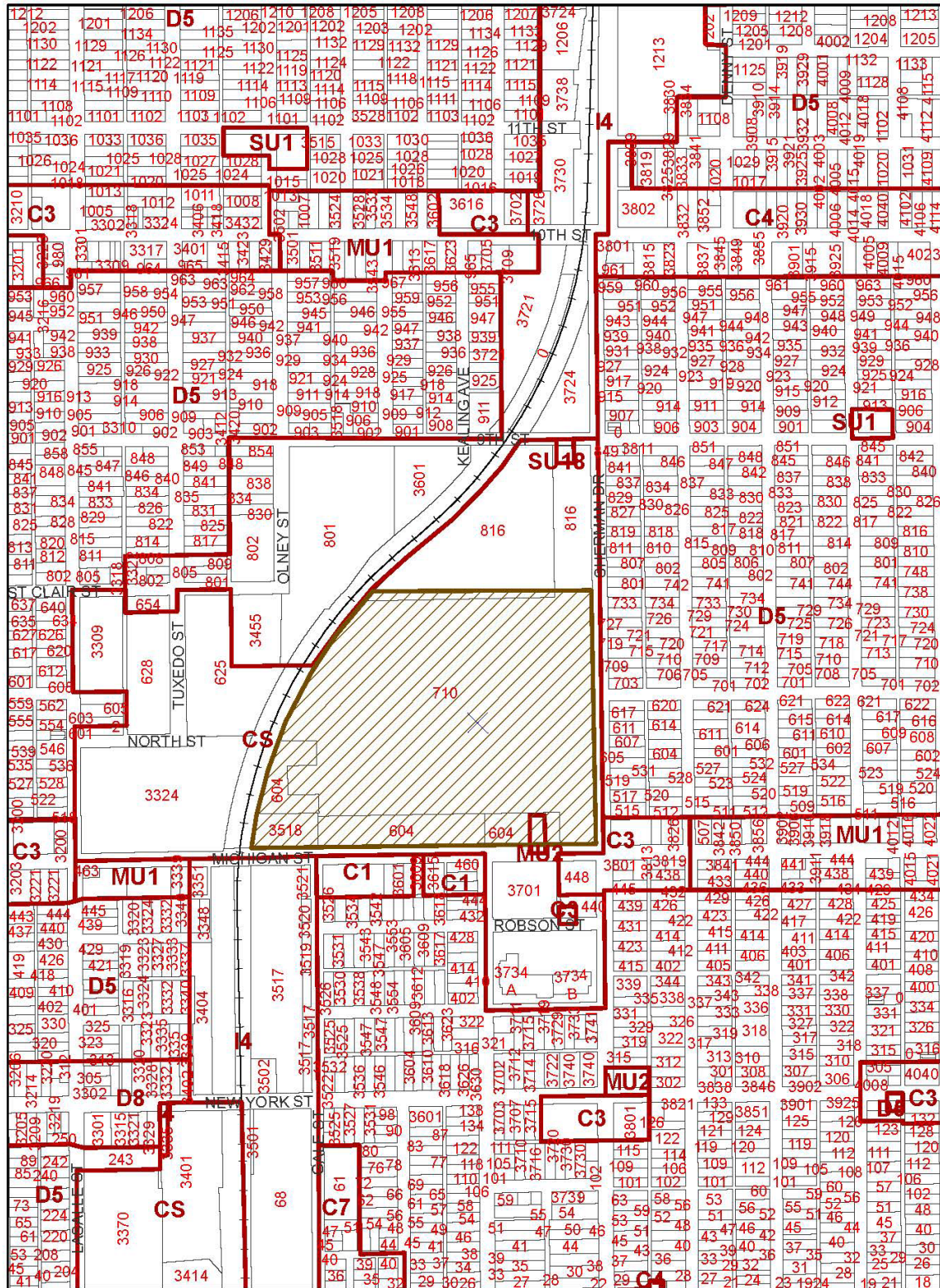
The Area's on Exhibit A are bound by a red separation line intended to easily identify each individual area. This red separation area aligns with Kealing Avenue to the south and Walnut Street to the East. This separation area is not intended to depict access drives. Uses permitted within an Area that immediately abut any portion of this red separation area may be permitted.

Exhibit B – Land Use Map:

Exhibit A: Sherman Park



Vicinity Map:



Photographs:



Photo One: Facing East along Michigan Street.



Photo Two: Facing West along Michigan Street. Sole building on site to the right.



Photo Three: Facing South across Michigan Street.



Photo Four: Facing South Along Sherman Drive.



Photo Five: Facing North along Sherman Drive.



Photo Six: Facing West across internal of site.



Photo Seven: Facing North, internal of site.



Photo Eight: Existing signage at intersection of Michigan Street and Sherman Drive. General area of propose multi-family development.