



Department of Metropolitan Development
Division of Planning
Current Planning

METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER

August 14, 2025

Case Number: 2025-APP-008
Property Address: 5510 Carvel Avenue (Approximate Address)
Location: Washington Township, Council District #7
Petitioner: City of Indianapolis, Department of Parks and Recreation, by Ben Jackson
Current Zoning: PK-1 and D-4
Request: Park District One Approval to provide for a new playground, walkways, volleyball court, bike racks, and seating areas.
Current Land Use: Park
Staff Recommendations: Approval
Staff Reviewer: Desire Irakoze, Principal Planner II

PETITION HISTORY

This is the first public hearing on this petition.

STAFF RECOMMENDATION

Staff **recommends approval**, subject to substantial compliance with the site plan and landscape plan, both file-dated June 10, 2025.

PETITION OVERVIEW

LAND USE

The subject site is developed as a neighborhood park within SOBRO neighborhood and is surrounded by a single-family residential districts. The property is part of the Canterbury Annex (12-S-49), which originally divided six (6) acres into 16 lots. In 1959, the site was acquired by the City as a mini park.

PARK DISTRICT ONE APPROVAL

The site is zoned PK-1 and would allow for park improvements including a new playground, sidewalk, nature walkway, shelter, and drainage improvements. Existing improvements include a shelter, playground equipment, and parking area. However, no use, building or structure is permitted for any purpose until a site and development plan for such land, including the proposed use, has been filed with and approved by the Commission in accordance with the Zoning Ordinance.

Land in the development plan districts is subject to the following site and development requirements. In review of the proposed Site and Development Plan, the Commission must assess whether the Site and Development Plan, proposed use, buildings, and structures must:

- a. Be so designed as to create a superior land development plan, in conformity with the Comprehensive Plan,
- b. Create and maintain a desirable, efficient, and economical use of land with high functional and aesthetic value, attractiveness and compatibility of land uses, within the development plan district and with adjacent uses,
- c. Provide sufficient and adequate multi-modal access, such as parking and loading areas, transit provisions, and bicycle facilities,
- d. Integrate a multi-modal transportation network using active and passive traffic control with the existing and planned public streets and interior roads,
- e. Provide adequately for sanitation, drainage and public utilities in a sustainable, low impact manner.
- f. Allocate adequate sites for all uses proposed - the design, character, grade, location and orientation thereof to be appropriate for the uses proposed, logically related to existing and proposed topographical and other conditions, and consistent with the Comprehensive Plan; and
- g. Provide pedestrian accessibility and connectivity, which may be paths, trails, sidewalks, or combination thereof. Pedestrian accessibility to available public transit must be provided. Sidewalks along eligible public streets consisting of the walkway and any curb ramps or blended transitions must be provided. If sidewalks are required to be installed, the Administrator or the Commission must be guided by the provisions of Section 744-304 for the installation of sidewalks.

STAFF ANALYSIS

Approval of this petition will permit the regrading of existing paths and the installation of a new 5-foot-wide concrete path throughout the park. The proposed improvements include new path connections from Carvel Avenue to the playground, new playground equipment, additional benches, a children's sand pit, grills, upgrades to the existing sand volleyball court, and stormwater drainage improvements. Future phases of development include the installation of a foot rinse station and a children's pump track.

The proposed updates and enhancements are consistent with the Linear Park recommendations of the Comprehensive Plan and are compatible with the surrounding residential context. The improvements will increase park functionality, accessibility, and recreational value for the neighborhood.

Staff is recommending approval of the request.

GENERAL INFORMATION

Existing Zoning	PK-1 and D-4		
Existing Land Use	Park		
Comprehensive Plan	Linear Park and Suburban Neighborhood		
Surrounding Context	<u>Zoning</u>	<u>Land Use</u>	
North:	D-4	Residential (single-family dwelling)	
South:	D-4	Residential (single-family dwelling)	
East:	D-4	Residential (single-family dwelling)	
West:	D-5	Residential (single-family dwelling)	
Thoroughfare Plan			
	Carvel	Local Street	48-foot existing right-of-way
Context Area	Compact		
Floodway / Floodway Fringe	No		
Overlay	No		
Wellfield Protection Area	No		
Site Plan	July 10 th 2025		
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	N/A		

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

- Marion County Land Use Plan Pattern Book (2019)
- Indy Moves Transportation Integration Plan (2018)
- Indy Greenways Full Circle Master Plan, Part One (2014)

Pattern Book / Land Use Plan

NON-TYPOLOGY LAND USES

These stand-alone land uses are mapped outside of the typology system due to their scale or the nature of their use.

- The **Linear Parks**

This land use category is intended for public or private property designated for active or passive recreation and is primarily used for the passage of people or wildlife. Examples are greenways, parkways, trails, off-street paths, and conservation areas

Access to parks and greenways is a critical component to active living. This is especially true for families with children, who might rely on parks, greenways, and playgrounds as a resource to meet recommended levels of physical activity. Greenways and linear parks can create active transportation opportunities for residents, who may opt to walk or bike to some destinations rather than drive if more comfortable infrastructure were available. Parks and greenways also provide opportunities for ‘active leisure’, making them an important resource for older adults and others who might not be able to participate in more strenuous physical activity. Health benefits of green space include reduced risks of chronic disease including diabetes, obesity, and autoimmune diseases.

The **Suburban Neighborhood typology** is predominantly made up of single-family housing, but is interspersed with attached and multi-family housing where appropriate. This typology should be supported by a variety of neighborhood-serving businesses, institutions, and amenities. Natural Corridors and natural features such as stream corridors, wetlands, and woodlands should be treated as focal points or organizing systems for development. Streets should be well-connected and amenities should be treated as landmarks that enhance navigability of the development. This typology generally has a residential density of 1 to 5 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 **Environmentally Sensitive Areas (ES)** Overlay is intended for areas containing high quality woodlands, wetlands, or other natural resources that should be protected. The purpose of this overlay is to prevent or mitigate potential damage to these resources caused by development. This overlay is also appropriate for areas that present an opportunity to create a new environmental asset. This overlay is not intended for the preservation of open space.
- **Small-Scale Parks**
 - With the exception of minimally improved natural areas or golf courses, parks should be integrated as focal points and should not have more than 25% of their perimeter comprised of adjoining rear or side yards.
 - Should be situated along streets on which the front door of housing units is located.
 - If a component of a master-planned development, continuous pedestrian infrastructure (sidewalk, greenway, or off-street path) between the proposed site and any residential uses within the development should be provided.
 - In the Environmentally Sensitive Areas (ES) overlay, should preserve or add at least 50% of the entire parcel as tree canopy or naturalized area.

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)

- INDY GREENWAYS MASTER PLAN (2014)

The Monon Trail is the best known of all of the trails in the Indy Greenways system. Its 10.3 mile length stretches from the Cultural Trail downtown at 10th Street and extends north to Hamilton County at 96th Street, passing through several neighborhoods, communities, commercial districts, and park facilities. It provides a regional connection extending north through Carmel and Westfield with ultimate plans to extend all the way to Sheridan, Indiana. Its length has made it Indy Greenways' most highly used trails and a major alternative commuter route.

- Indy Parks Comprehensive Master Plan (2023)
 - Neighborhood Park
- Indy Parks Comprehensive Plan (2017)
 - Parks that were acquired during the 1950s were primarily smaller neighborhood and mini parks. The neighborhood parks were:
 - Mini parks
 - Canterbury (1959)

ZONING HISTORY

SITE

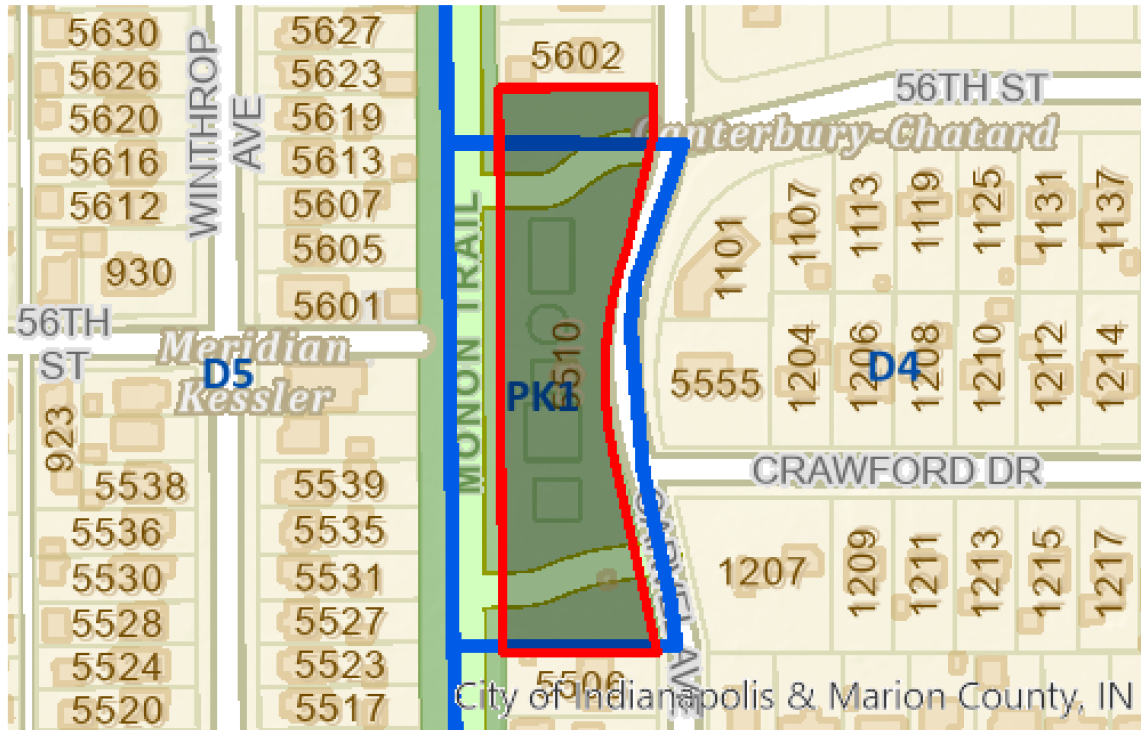
12-S-49; (subject site), request approval of a Subdivision Plat to be known as Canterbury Annex dividing 6 acres into 16 lots, **approved**.

VICINITY

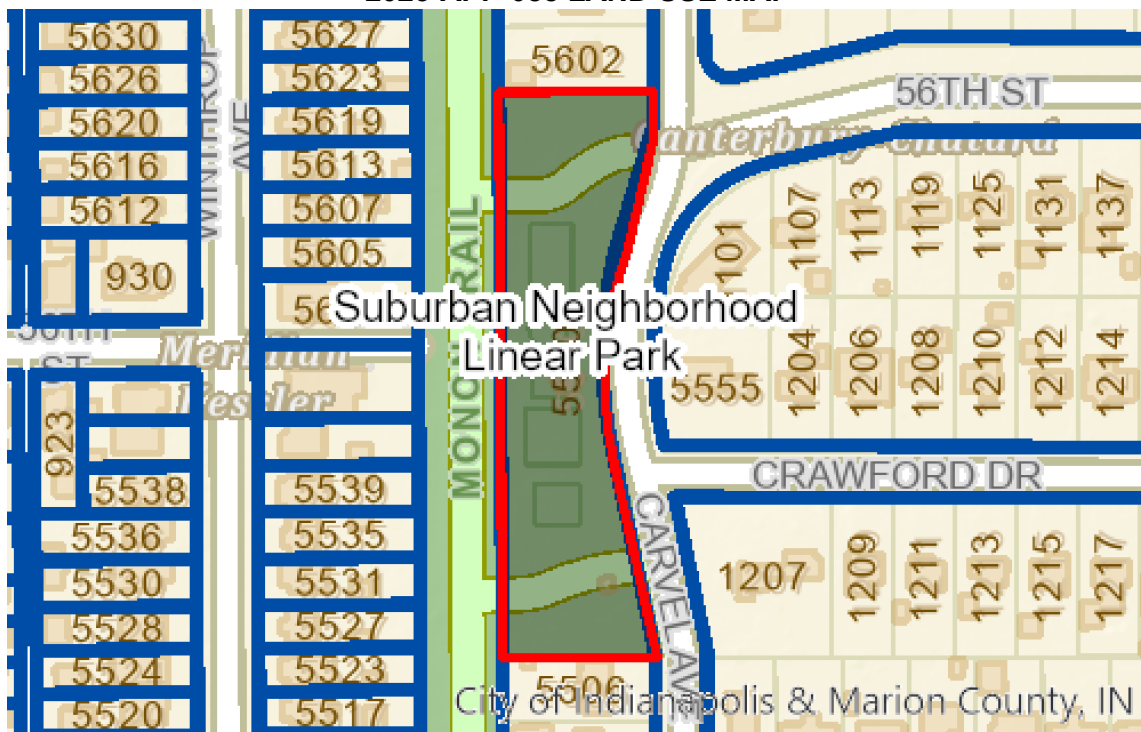
96-P-36; 710 East 56th Street (west of subject site), request approval of a subdivision plat to be known as Downham's replat of Lot 236 of Northview Addition, dividing 0.48 acres into 2 lots without the provision of: a) drainage plan submittal and approval b) improvement bonds, and c) sidewalks, **approved**.

EXHIBITS

2025-APP-008 ZONING MAP



2025-APP-088 LAND USE MAP



2025-APP-008 Canterbury Park Concept Plan



LEGEND

- | | | |
|----------------------------|---|-----------------------------------|
| 1 Entry Point | 9 Bench, Typ. | 17 Bike Rack |
| 2 5' Concrete Path | 10 Open Lawn Area | 18 Wood Fence |
| 3 Ages 0-12 Playground | 11 Grass Mounds | 19 Foot Rinse (Future) |
| 4 Playground Structure | 12 Sand Volleyball with Extended Buffer | 20 Children's Pump Track (Future) |
| 5 Swingset | 13 Children's Sand Pit | |
| 6 Existing Signage | 14 Existing Path | |
| 7 Existing Shelter, Tables | 15 Asphalt Path | |
| 8 Grills | 16 Existing Comfort Station | |

CANTERBURY PARK DESIGN CONCEPT

CANTERBURY PARK, INDIANAPOLIS, INDIANA

**Plan presented is concept level only. Final design selections will be dependent on budget and site constraints.

DATE: 10.2.25



HWC
 ENGINEERING



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2025-APP-008 Findings of Fact

Petition Number 2025-APP-008

METROPOLITAN DEVELOPMENT COMMISSION
OF MARION COUNTY, INDIANA
PETITION FOR UNIVERSITY QUARTER ONE/TWO APPROVAL
PETITION FOR PARK DISTRICT ONE/TWO APPROVAL
PETITION FOR HOSPITAL DISTRICT ONE/TWO APPROVAL

FINDINGS OF FACT

The Metropolitan Development Commission finds that the site and development plan file-dated _____, 20____

A. Has been designed to create a superior land development plan, in conformity with the Comprehensive Plan because:

This plan maintains the current land use as a public park. Several existing amenities will be replaced and upgraded, including the playground, drinking fountain, volleyball court and walkways. The new playground would use modern equipment which meets all current safety and ADA standards.

B. Creates and maintains a desirable, efficient and economical use of land with high functional and aesthetic value, attractiveness and compatibility of land uses, within the development plan district and with adjacent uses because:

The placement of all new amenities will allow for clear lines of site into and out of the park. The existing landscape and fence will remain. A public process was involved in the design of the new park amenities to ensure uses would meet the needs of park users.

C. Provides sufficient and adequate multi-modal access, such as parking and loading areas, transit provisions, and bicycle facilities because:

An additional ADA accessible walkways that connects directly to the Monon Greenway will be added. The existing walkway connection will be maintained.

D. Integrates a multi-modal transportation network using active and passive traffic control with the existing and planned public streets and interior roads because:

There are no interior roads within the park. The walkways will, however, connect the park to the Monon trail as well as the adjacent Carvel Avenue.

E. Provides adequately for sanitation, drainage, and public utilities in a sustainable, low-impact manner because:

Stormwater detention will be installed per DPW's requirements. The park will contain trash cans for park users to deposit refuse.



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F. Allocates adequate sites for all uses proposed, - the design, character, grade, location, and orientation thereof to be appropriate for the uses proposed, logically related to existing and proposed topographical and other conditions, and consistent with the Comprehensive Plan, because:

The playground and volleyball court are being replaced in their existing locations. The size of the new playground is similar to the existing one. During the public process it was determined that both amenities were in the ideal locations.

G. Provides pedestrian accessibility and connectivity, which may be paths, trails, sidewalks (If sidewalks are required to be installed, the Administrator or the Commission must be guided by provisions of Section 744-304 for the installation of sidewalks), or combination thereof; provides pedestrian accessibility to available public transit; and provides sidewalks along eligible public streets consisting of the walkway and any curb ramps or blended transitions because:

In this plan the park connects to the Monon trail in two locations. Several internal ADA accessible paved walkways connect the shelter to the playground and restroom and Monon trail, and Carvel Avenue.

DECISION

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

Adopted this _____ day of _____, 20 ____

Commission President/ Secretary

2025-APP-008: Indy GREENWAYS MASTER PLAN

monon trail overview:

* PROVIDES CONNECTION FROM HAMILTON COUNTY AND
 NORTH INDIANAPOLIS DIRECTLY TO DOWNTOWN

MILES: 10.3

DESTINATIONS:

- * NO RACOMMERCIAL CENTER
- * BROAD RIFLE VILLAGE
- * BROAD RIFLE HIGH SCHOOL
- * INDIANA SCHOOL FOR THE DEAF
- * INDIANA STATE FAIRGROUNDS
- * DOWNTOWN

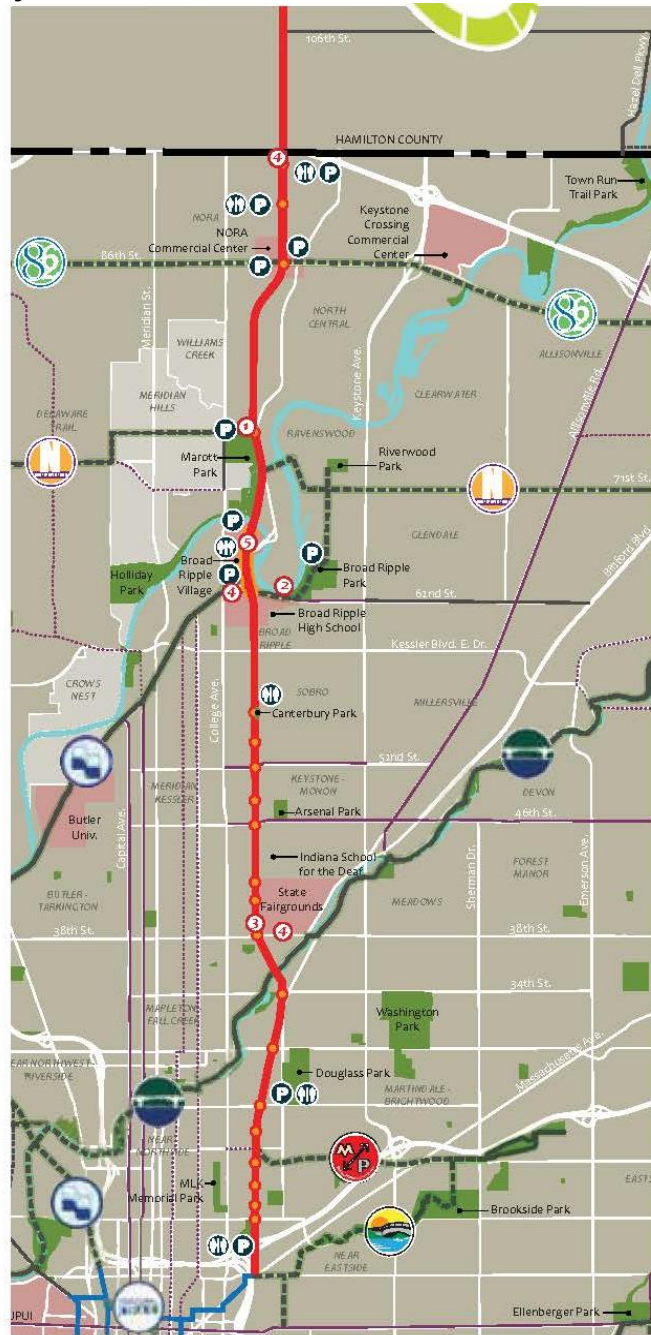
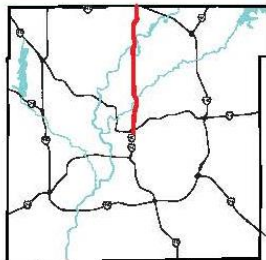
CONNECTIONS:

- * 86TH-82ND STREET COMMERCIAL CONNECTOR
- * NORTH TOWN TRAIL
- * CENTRAL CANAL TO WPATH
- * FALL CREEK GREENWAY
- * MONON-POGUES CONNECTOR
- * POGUES RUN GREENWAY
- * INDIANAPOLIS CULTURAL TRAIL

legend

- PARKING AREAS
- RESTROOMS
- GREENWAY ACCESS POINTS
- CONTINUOUS GREENWAY ACCESS
- MONON TRAIL
- OTHER GREENWAYS
- INDIANAPOLIS CULTURAL TRAIL
- EXISTING SHARED-USE PATHS
- PLANNED SHARED-USE PATHS
- EXISTING BIKELANES
- PLANNED BIKELANES
- LANDMARKS
- PARKS
- OTHER INCORPORATED AREAS

key map



0 0.5 1.0 2 MILES



monon trail



TAYLOR SIEFKER WILLIAMS
 Design Group

