Department of Metropolitan Development
Division of Planning
Current Planning

BOARD OF ZONING APPEALS DIVISION II — October ~~13~~, 2026

Case Number:	2026-UV2-014
Property Address:	4201 Boulevard Place
Location:	Washington Township, Council District #7
Petitioner:	Steven Savoie
Current Zoning:	D-5
Request:	Variance of use of the Consolidated Zoning and Subdivision Ordinance to provide for the use of an existing single-family residence to create a small-scale mixed-use development that serves a coffee shop on the ground floor while occupying a single-family residential rental unit on the upper level (mixed-use development not permitted).
Current Land Use:	Residential
Staff Recommendations:	Staff recommend **approval** of this petition.
Staff Reviewer:	Jasmine Dillard Nikolich, Senior Planner

PETITION HISTORY

There is no history of this petition.

STAFF RECOMMENDATION

Staff recommend **approval** of this petition, subject to the commitments that being reduced to writing on the BZA's Exhibit "A" forms at least three days prior to the BZA hearing:

1. Variance of Use for the mixed-use development shall substantially comply with the site plan filed-dated July 27, 2026.
2. Additions or expansions would require a rezone or another variance of use petition.

PETITION OVERVIEW

4201 Boulevard Place is a residential corner lot within the Bossons Senate Avenue Subdivision near the intersection of 42nd Street and Boulevard Place. The parcel is currently improved with a single-family residential structure originally constructed in 1930 per Assessor's property card. The property is accessed by driveway from 42nd Street to the west with a nearby public alley to the south. There is no direct accessibility from the parcel to the public alley due to the blockage of an existing residential structure on the parcel directly to the southwest. Surrounding land uses include community commercial to the north and west and residential to the south and east.

Approval of this petition would allow for the existing single-family residence to create a small-scale mixed-use development that serves a coffee shop on the ground floor while occupying a single-family residential rental unit on the upper level (mixed-use development not permitted).

This property is zoned D-5 to allow for a medium and large-lot housing format, primarily for detached houses, that can be used for new walkable suburban neighborhoods for infill situations in urban areas, including low density and medium density residential recommendations for the Comprehensive Plan and Traditional Neighborhood Typologies of the Land Use Pattern Book.

The Comprehensive Plan recommends that this property be developed for Traditional Neighborhood uses (additional information within the Comprehensive Plan Analysis section below). Also, Infill Housing Guidelines indicate that when determining whether a new use or building type is appropriate, look at existing plans for the neighborhood.

Staff would note that a mixed-use development would not be out of context with the neighborhood as the property directly to the west is of mixed-use development per aerial imagery (4144 Boulevard Place). Additionally, the district is characterized by commercial buildings adjoining the pedestrian walkway and vehicular traffic.

Findings of Fact provided by the applicant indicate that the mixed-use development would stabilize and enhance the surrounding property values. The mixed-use concept also creates activity throughout the day while maintaining residential occupancy, contributing to neighborhood viability without altering the residential character of adjacent properties. Additionally, the parcel is placed on the highly visible corner at the intersection of Boulevard Place and 42nd Street that experiences substantially greater traffic volumes than a typical residential street. The coffee shop will enhance public safety while creating a neighborhood amenity that encourages walkability and investment. The coffee shop will operate during daytime hours while serving neighborhood residents, cyclists, pedestrians, and nearby employees. No late-night operations will be offered. The plan of operation is displayed under the Exhibit section which provides additional details about the mixed-use development.

Staff would note that this request would legally establish commercial and residential use without any required off-street parking. The proposed mixed-use district is intended to be within walking distance of residential districts and have uses that do not generate an increase in traffic. There will be limited on-site parking for visitors without any drive-thru accessibility. Additionally, the proposed mixed-use development tends to be located within an older urban neighborhood, which typically have limited areas for off-street parking. Walking and cycling will be highly encouraged. For these reasons, the deviation from the required amount of parking would be acceptable.

The Variance of Use would be restricted to the current square foot of 1,888 of the existing building structure. Further additions will require a rezone or a new variance of use. This means that further expansion of this incompatible use will be subject to further petitions and public hearings. Staff recommend **approval** of this petition with the proposed commitments.

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GENERAL INFORMATION

Existing Zoning	D-5	
Existing Land Use	Residential	
Comprehensive Plan	Traditional Neighborhood	
Surrounding Context	**Zoning**	**Surrounding Context**
North:	SU-7	North: Community Commercial
South:	Enter D-5	South: Residential
East:	Enter D-5	East: Residential
West:	Enter MU-2	West: Community Commercial
Thoroughfare Plan		
Boulevard Place	Primary Arterial Street	56-foot proposed right-of-way and 56-foot existing right-of-way
42nd Street	Secondary Arterial Street	56-foot proposed right-of-way and 56-foot existing right-of-way
Context Area	Compact	
Floodway / Floodway Fringe	No	
Overlay	No	
Wellfield Protection Area	No	
Site Plan	7/27/2026	
Site Plan (Amended)	N/A	
Elevations	7/27/2026	
Elevations (Amended)	N/A	
Landscape Plan	N/A	
Findings of Fact	7/28/2026	
Findings of Fact (Amended)	N/A	

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

- Marion County Land Use Pattern Book (2019).
- Infill Housing Guidelines
- Indy Moves

Pattern Book / Land Use Plan

- **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. 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 (Page 33).

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

- When determining whether a new use or building type is appropriate for a mature neighborhood, look at existing plans for the neighborhood. This includes elements of the Comprehensive Plan, neighborhood plans, and certified plans. For example, the Marion County Land Use Map and Pattern Book provide recommendations on uses and basic forms that fit into different types of neighborhoods (Page, 29).

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

- Although the car is the most common mode of transportation in Indy today, many people said that they also walk, bike, and take transit. There was strong support for making non-driving modes more comfortable and attractive (Page, 16).

- Transportation Demand Management (TDM) programs encourage and incentivize people to travel by walking, bicycling, taking transit, or using shared mobility services rather than by driving alone. The city should work with partners, such as employment centers, shopping districts, and stadiums or large event venues, to establish targets for mode share and new education and encouragement about alternative ways to travel (Page, 35).

ZONING HISTORY

ZONING HISTORY – SITE

N/A

ZONING HISTORY – VICINITY

2023-APP-023; 314 West 42nd Street (north of subject site), 2019-CZN-848; Park District One Approval to provide a new spray ground, **approved.**

2019-CZN-848; 227 West 42nd Street (southwest of subject site), Rezoning of 0.105 acre from the D-5 district to the D-8 classification, **approved.**

2019-CVR-848; 227 West 42nd Street (southwest of subject site), Variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for four dwelling units and to legally establish the existing front, side and rear yards and deficient primary dwelling separation, to legally establish encroachment into the clear sight triangle of the abutting streets and alleys, to legally establish zero parking spaces and to legally establish an open space of 32% (minimum 18-foot front setback or average, four-foot side setbacks, 15-foot rear setback, 10 feet between buildings, structures not permitted within the clear sight triangle, three parking spaces and 55% open space), **approved.**

2019-ADM-168; 4202 Boulevard Place (north of subject site), Expansion of food pantry in SU7 district, **approved.**

2012-ZON-004; 4202 Boulevard Place (north of subject site), Rezoning of 0.29 acre, from the D-5 District to the SU-7 class; 41ification to provide for a food pantry, **approved.**

2011-ADM-007; 314 West 42nd Street (north of subject site), Administrative approval for a restroom (comfort station), **approved.**

2003-VAR-808; 4149-4153 Boulevard Place (northwest of subject site), Variance of Development Standards of the Commercial Zoning Ordinance to legally establish a zero-foot transitional yard along 42nd Street (20-foot transitional yard required), a south side transitional setback of four feet and an east side yard setback of eleven feet (minimum side transitional setback of 15 feet required), and zero off street parking spaces (20 parking spaces required), **approved.**

81-UV2-31; 4202 Boulevard Place (north of subject site), Variance of Use to permit an office in existing building, along with automobile washing and cleaning services, with sign painted on window, **approved.**

72-Z-275; 314 West 42nd Street, formally known as 7833 Traders Cove Lane (north of subject site), rezone to PK1, **approved.**

64-V-367; 4140 Boulevard Place (northwest of subject site), Historical case, **approved.**

48-V-332; 4147 Boulevard Place (west of subject site), Historical case, **temporary.**

EXHIBITS

2026-UV2-014; Aerial Map



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2026-UV2-014; Site Plan



EXISTING SITE PLAN EXHIBIT



EXISTING UPPER LEVEL



EXISTING MAIN LEVEL

REMAINS RENTAL UNIT

PROPOSED COMMERCIAL TENANT SPACE

RE-ZONING APPLICATION
07.27.26

4201 Boulevarde Place
Indianapolis, IN 46208

2026-UV2-014; Findings of Fact

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 represents a low-intensity, pedestrian-oriented neighborhood business designed to serve nearby residents rather than function as a regional commercial destination. The coffee shop will operate primarily during daytime hours and is expected to generate minimal traffic, noise, and outdoor activity compared to many permitted commercial uses.

The redevelopment will replace an underutilized property with a professionally designed mixed-use building meeting all applicable requirements of the Indiana Building Code, Marion County Health Department, Indianapolis Fire Department, ADA accessibility standards, stormwater regulations, and applicable site development requirements.

The project will include:

- improved landscaping
- upgraded lighting
- enhanced pedestrian accessibility
- modern life-safety systems
- quality architectural materials
- professionally designed site circulation

These improvements will enhance public safety while creating a neighborhood amenity that encourages walkability and investment.

2. THE USE AND 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 has been intentionally designed to complement the surrounding neighborhood through architecture, scale, landscaping, and building materials consistent with nearby development.

Unlike higher-intensity commercial uses, the proposed coffee shop will primarily serve neighborhood residents, cyclists, pedestrians, and nearby employees.

The project introduces:

- façade improvements
- streetscape enhancements
- landscaping
- additional lighting
- long-term investment
- improved property maintenance

These improvements are expected to stabilize and enhance surrounding property values. The mixed-use concept also creates activity throughout the day while maintaining residential occupancy, contributing to neighborhood vitality without altering the residential character of adjacent properties.

3. THE NEED FOR THE VARIANCE ARISES FROM SOME CONDITION PECULIAR TO THE PROPERTY INVOLVED BECAUSE

The subject property occupies a highly visible corner at the intersection of Boulevard Place and 42nd Street, an arterial corridor that experiences substantially greater traffic volumes than a typical residential street. Its unique corner location, visibility, accessibility, and relationship to surrounding commercial and institutional development distinguish it from interior residential parcels. The property's physical characteristics make it particularly well suited for a small neighborhood commercial use while remaining compatible with nearby residences.

Because of these unique site conditions, the property presents redevelopment opportunities not shared by surrounding residential lots.

4. THE STRICT APPLICATION OF THE TERMS OF THE ZONING ORDINANCE CONSTITUTES AN UNUSUAL AND UNNECESSARY HARDSHIP IF APPLIED TO THE PROPERTY FOR WHICH THE VARIANCE IS SOUGHT BECAUSE

Limiting this uniquely situated corner property exclusively to residential use significantly restricts its reasonable economic use and prevents redevelopment consistent with its physical context.

The property is influenced by adjacent traffic volumes, visibility, and surrounding commercial activity that diminish its desirability as a traditional single-family residence while simultaneously making it ideally suited for neighborhood-scale mixed-use redevelopment.

Without the requested variance:

- reinvestment becomes significantly more difficult
- adaptive reuse opportunities are limited
- the property remains underutilized
- an important neighborhood corner cannot realize its highest and best use

Granting the variance allows productive reinvestment while preserving neighborhood compatibility.

5. THE GRANT DOES NOT INTERFERE SUBSTANTIALLY WITH THE COMPREHENSIVE PLAN BECAUSE

The proposed project advances numerous planning objectives promoted by the City of Indianapolis, including:

- adaptive reuse of existing buildings
- neighborhood reinvestment
- walkable commercial services
- context-sensitive infill development
- mixed-use development
- reduction of automobile dependency
- enhancement of neighborhood identity
- economic revitalization

Rather than introducing an incompatible commercial use, the proposal creates a small-scale neighborhood destination integrated with residential occupancy. The development strengthens the surrounding community while maintaining the architectural scale and character expected along the Boulevard Place corridor. Accordingly, the requested variance is consistent with the long-term planning objectives of the City of Indianapolis.

2026-UV2-014; Plan of Operation

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PLAN OF OPERATION

Variance of Use

4201 Boulevard Place

Indianapolis, Indiana

Applicant

Tarkington House LLC

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1. Project Description

The applicant proposes the adaptive reuse and redevelopment of the existing property located at 4201 Boulevard Place into a neighborhood-oriented mixed-use development consisting of:

- A small artisan coffee shop located on the ground floor.
- Flexible community gathering and co-working space available to neighborhood residents and patrons.
- One residential apartment located on the upper level.
- Outdoor landscaping and streetscape improvements.
- Off-street parking for customers and residents.
- Enhanced pedestrian accessibility.

The vision is to create a welcoming neighborhood gathering place that serves the surrounding Butler-Tarkington and Meridian-Kessler communities while preserving the residential character of the property.

The coffee shop is intended to function as a neighborhood amenity rather than a destination retail establishment.

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2. Proposed Operations

The primary business will provide:

- Specialty coffee
- Espresso beverages
- Tea

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- Pastries
- Light breakfast items
- Light lunch offerings
- Grab-and-go food items

No drive-through service is proposed.

No outdoor amplified music is proposed.

No late-night operations are proposed.

No alcohol sales are proposed without separate governmental approvals.

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3. Building Occupancy

Ground Floor

Approximately 1,500–2,000 square feet consisting of:

- Coffee service counter
- Indoor seating
- Small community meeting area
- Flexible co-working space
- ADA restroom
- Storage
- Employee support area

Second Floor

One residential apartment occupied by a long-term tenant or owner.

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4. Employees

Typical Staffing:

- 2–4 employees during normal operating hours
- Maximum of 6 employees during peak periods

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Management will generally be present during business hours.

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5. Hours of Operation

Coffee Shop

Monday – Friday

6:30 AM – 6:00 PM

Saturday

7:00 AM – 6:00 PM

Sunday

7:00 AM – 4:00 PM

Residential occupancy will occur twenty-four (24) hours per day.

These hours are intentionally limited to maintain compatibility with the surrounding residential neighborhood.

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6. Parking

Parking will be provided on-site in accordance with approved development plans.

The project encourages:

- Walking
- Cycling
- Neighborhood access
- Limited-duration customer visits

Parking areas will be professionally landscaped and appropriately illuminated.

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7. Security

Security measures will include:

- Exterior LED building lighting

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- Security cameras covering entrances and parking areas
- Alarm monitoring system
- Automatic door locking after business hours
- Well-lit pedestrian entrances
- Clear visibility throughout the site
- Regular employee supervision

The residential apartment provides additional after-hours occupancy, contributing to natural surveillance of the property.

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8. Hazardous Materials

No hazardous, explosive, flammable, toxic, or industrial materials will be stored or utilized on-site beyond ordinary commercial cleaning supplies and small quantities of food preparation products customarily associated with a neighborhood coffee shop.

No manufacturing or industrial processes are proposed.

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9. Deliveries

Deliveries will generally occur:

Monday through Friday

Between 8:00 AM and 3:00 PM

Delivery vehicles will consist primarily of standard commercial vans or small box trucks.

No semi-trailer loading facilities are proposed.

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10. Waste Management

Refuse and recycling will be stored within screened enclosures or designated service areas.

Trash collection will occur during normal business hours.

Grease disposal is not anticipated due to the limited food service operation.

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11. Outdoor Areas

Outdoor improvements may include:

- Decorative landscaping
- Native plantings
- Outdoor seating
- Bicycle parking
- Sidewalk enhancements
- Decorative lighting
- Seasonal planters

Outdoor seating will remain accessory to the coffee shop and will not be used for organized entertainment or amplified events.

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12. Community Compatibility

The project has been intentionally designed to respect the surrounding neighborhood by:

- Maintaining residential-scale architecture
- Utilizing high-quality building materials
- Providing extensive landscaping
- Limiting operating hours
- Eliminating drive-through traffic
- Providing pedestrian-oriented design
- Minimizing lighting impacts
- Maintaining low noise levels

The goal is to create a neighborhood gathering place that complements the existing character of Boulevard Place while encouraging reinvestment and walkability.

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13. Public Assembly

The proposed use is **not** considered a public assembly occupancy.

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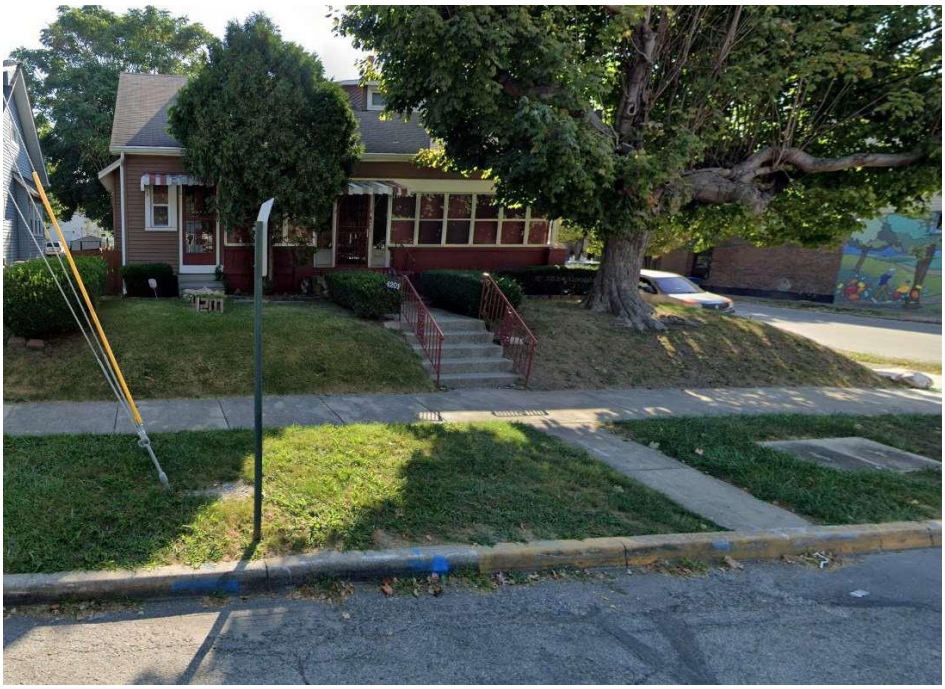
The coffee shop will provide approximately **20–30 indoor seats** and **8–12 seasonal outdoor seats** for customers. Seating is intended for normal café use and informal meetings only.

No worship services, organized assemblies, banquet facilities, or entertainment venues are proposed.

No ticketed events or large public gatherings are anticipated.

2026-UV2-014; Photographs

Photograph 1: Subject Site to the North



Photograph 2: Subject Site to the East



Photograph 3: Subject Site to the South



Photograph 4: Subject Site to the West



Photograph 5: Intersection of 42nd Street and Boulevard Place

