



**METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER**

November 13, 2025

Case Number: 2025-ZON-115

Property Address: 700 West 16th Street and 1302 Fall Creek Parkway East Drive
(Approximate Addresses)

Location: Center Township, Council District #12

Petitioner: City of Indianapolis Department of Parks & Recreation, by Henry Woodburn

Current Zoning: D-8, PK-1, CBD-S and C-4 (FW) (FF) (W-1) (W-5) (RC)

Request: Rezoning of 62.05 acres from the D-8, PK-1, CBD-S and C-4 (FW) (FF) (W-1) (W-5) (RC) Districts, to the PK-1 (FW) (FF) and (W-1) (W-5) (RC) classifications to provide for public park uses.

Current Land Use: Park

Staff Recommendations: Approval

Staff Reviewer: Marleny Iraheta, Senior Planner

PETITION HISTORY

This is the first public hearing for this petition.

STAFF RECOMMENDATION

Staff **recommends approval** of the request.

PETITION OVERVIEW

LAND USE

The 62.05-acre subject site is comprised of two separate parcels developed with a public park. It is surrounded by industrial uses, zoned I-4, and undeveloped land, zoned C-4 to the north, an industrial use, zoned I-2, and undeveloped land, zoned CBDS, to the west, Fall Creek and undeveloped land, zoned PK-1 and CBDS, to the south, and single-family dwellings, zoned D-8, to the east, and a mixed-use building, zoned CBDS, to the east.

REZONING

The request would rezone one parcel from the D-8, PK-1, CBD-S and C-4 (FW) (FF) (W-1) (W-5) (RC) districts to the PK-1 district for public park uses.

The D-8 district is intended for a variety of housing formats, with a mix of small-scale multi-unit building types. This district can be used as a part of new mixed- use areas, or for infill situations in established urban areas, including medium and high-density residential recommendations of the Comprehensive Plan, and the Traditional Neighborhood, City Neighborhood, and Village or Urban Mixed-Use Typologies of the Land Use Pattern Book.

The C-4 District is designed to provide for the development of major business groupings and regional-size shopping centers to serve a population ranging from a community or neighborhoods to a major segment of the total metropolitan area. These centers may feature a number of large traffic generators such as home improvement stores, department stores, and theatres. Even the smallest of such freestanding uses in this district, as well as commercial centers, require excellent access from major thoroughfares. While these centers are usually characterized by indoor operations, certain permitted uses may have limited outdoor activities, as specified.

CBD-S district is limited to the use or uses specified in the applicable rezoning petition or ordinance redistricting and zoning the particular land to the CBD-S District. The following regulations shall apply to all land within the CBD-S District: All district uses shall:

- a. Be so planned, designed, constructed and maintained as to create a superior land development, 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 district and with adjacent uses;
- c. .Provide sufficient and well-designed access, parking and loading areas;
- d. Provide traffic control and street plan integration with existing and planned public streets and interior access roads;
- e. Provide adequately for sanitation, drainage and public utilities; and
- f. .Allocate adequate area 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 for Marion County, Indiana.

The PK-1 district allows for parks, playgrounds, greenways and wireless communication facilities.

STAFF ANALYSIS

The rezoning of the subject sites to the PK-1 (FW) (FF) (W-1) (W-5) (RC) would allow for the entire park to be developed under one concise zoning district.

The proposed rezoning for public park uses such as updating playground equipment, proposing new and resurfaced parking lots, adding sport courts, an athletic field, shelter, comfort station, walking paths and benches would align with the Comprehensive Plan recommendations for Large-Scale Park and Linear Park.

For these reasons, Staff is recommending approval of the requests.

GENERAL INFORMATION

Existing Zoning	D-8, PK-1, CBD-S and C-4 (FW) (FF) (W-1) (W-5) (RC)	
Existing Land Use	Park	
Comprehensive Plan	Large-Scale Park, Linear Park, Floodway and Institution Oriented	
Surrounding Context	Zoning	Land Use
North:	I-4 / C-4	Industrial / Undeveloped
South:	CBDS and PK-1	Fall Creek / Undeveloped
East:	D-8 / CBDS	Residential / Mixed-Use
West:	I-2 / CBDS	Industrial / Undeveloped
Thoroughfare Plan		
Fall Creek Pkwy EDR	Local Street	48-foot proposed right-of-way and 100-foot existing.
16 th Street	Primary Arterial Street	78-foot proposed right-of-way and 87-foot existing right-of-way.
Indiana Avenue	Primary Arterial Street	88-foot proposed right-of-way and 68-foot to 77-foot existing right-of-way range.
Context Area	Compact	
Floodway / Floodway Fringe	Yes	
Overlay	Yes	
Wellfield Protection Area	Yes	
Site Plan	October 3, 2025	
Site Plan (Amended)	N/A	
Elevations	October 3, 2025	
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 Greenways Full Circle Master Plan, Part One (2014)

Pattern Book / Land Use Plan

- The Comprehensive Plan recommends Large-Scale Park, Linear Park, and Floodway non-typologies for majority of the site. Institution Oriented development is recommended on a small sliver of the southwest corner of the site.
- Non-typology land uses stand-alone land uses are mapped outside of the typology system due to their scale or the nature of their use.
- Large-Scale Parks are generally over 10 acres in size.
- Linear Parks are 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.
- The Floodway category delineates areas that exhibit a great potential for property loss and damage from severe flooding, or for water quality degradation. No development should occur within the floodway. Nonconforming uses currently within a floodway should not be expanded or altered.
- The Institution-Oriented Mixed-Use (Campus) typology contains a mix of land uses within and surrounding a significant regional institution campus, such as a university or hospital. This typology is meant to promote development that is permeable to pedestrians and integrates into its surrounding context. Uses in this typology will often be thematically or economically linked to the anchor institution. Residential areas of this typology have a density of 8 to 15 dwelling units per acre.
- **Conditions for All Land Use**
 - Types 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.
 - Master-planned developments in excess of 2 acres should include pedestrian amenities for passive and active recreation internal to the development.

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)

- The Fall Creek Trail runs north to south in the middle of the property.



**Department of Metropolitan Development
Division of Planning
Current Planning**

- The Fall Creek Greenway runs north to south in the middle of the property from Indiana Avenue to Capital Avenue per the Indy Greenways Full Circle Master Plan, Part One (2014).

ZONING HISTORY

Zoning History – Site

2019-REG-062; 1500 Fall Creek Parkway East Drive (subject site), Regional Center Approval to provide for renovation of a basketball court, **approved.**

2013-REG-106; 1302 Fall Creek Parkway East Drive (subject site), Regional Center Approval to provide for a 13-foot wide by 17-foot long by 11-foot height utility building for proposed access to a deep drop shaft for the White River Consolidation Sewer Phase 1 Project, **approved.**

2011-ZON-045; 1000-1560 Indiana Avenue, 1311 Milburn Street, 1501 West 16th Street, 1000-1220 Waterway Boulevard, and 1220-1450 West 10th Street (subject site), Rezoning of 177 acres, from the D-S (RC) (W-1), D-S (RC) (W-1), D-8 (RC) (W-1), I-2U (RC) (W-1), SU-9 (RC) (W-1), PK-1 (RC) (W-1) Districts, to the CBD-S (RC) (W-1) classification to provide for a mixed-use life-sciences technology development focusing on information technology, biotech, motor sports, and clean energy companies, high-density housing and parks, **approved.**

2008-ZON-051; (subject site) Rezoning of the area generally bounded by Belmont Street to the Monon, up to 16th Street, to the Regional Center secondary district classification, **approved.**

90-Z-50; 1401 Midburn Street (subject site), Rezoning of 18.9 acres, being in the I-2-U and D-8 districts, to the I-2-U classification to conform the zoning to legally establish a non-conforming warehouse facility, **approved.**

79-AP-103; 1600 West Fall Creek (subject site), Approval of the master plan of existing and proposed facilities for Fall Creek at 15th Street Park, **approved.**

72-Z-275; (subject site), Rezoning from the D-8 district to the PK-1 classification, **approved.**

Zoning History - (Vicinity)

2011-ZON-007; 1100 West Michigan Street (south of site), Rezoning of 35 acres, from the D-8 (RC) (FF) (FW) (W-1) and UQ-1 (RC) (FF) (FW) (W-1) Districts, to the PK-1 (RC) (FF) (FW) (W-1) classification to provide for a cross-country track, **approved.**

2010-CZN-814; 860 West 10th Street and 1101 Fall Creek Parkway (east of site), Rezoning of 0.339 acre, from the D-8 (W-1) (RC) and PK-1 (RC) (W-1) Districts to the CBD-S (RC) classification to provide for residential, office, and retail use development, with off-street parking, **approved.**

2010-ZON-004; 860 West 10th Street (east of site), Rezoning of 3.22 acres, from the D-8 (RC) (W-1) District to the CBD-S (RC) (W-1) classification to provide for residential, office, restaurant and retail uses, with off-street parking, including parking garages, **approved.**



**Department of Metropolitan Development
Division of Planning
Current Planning**

2004-ZON-839; 929 West 16th Street (west of site), Rezoning of 0.23 acre, being in the D-8 District, to the I-2-U classification to provide for a 15,250 square foot expansion to an existing job printing facility, **approved.**

AERIAL MAP

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CONCLUSIONS

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PROJECT
LT JR GRD GRAHAM
EDWARD MARTIN PARK

HOW I CONSTRUCTED THE DOCUMENTS

AUGUST 18, 2022

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SCALE IN FEET
1" = 20'

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LAYOUT AND MATERIALS KEY

INTERVALS KEY PLAN AND NOTES

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20

LAYOUT ITEMS

- PROPOSED PLAYGROUND
- EXISTING PLAYGROUND
- EXISTING PARKING
- EXISTING WALKWAY
- EXISTING DRIVE
- EXISTING DRIVE

ITEMS

ITEM	DESCRIPTION	QUANTITY
1	GRAVEL (1/2" - 1/4")	10,000
2	GRAVEL (3/4" - 1/2")	10,000
3	GRAVEL (1/2" - 3/4")	10,000
4	GRAVEL (3/8" - 1/4")	10,000
5	GRAVEL (1/4" - 3/8")	10,000
6	GRAVEL (3/16" - 1/8")	10,000
7	GRAVEL (1/8" - 3/16")	10,000
8	GRAVEL (3/32" - 1/32")	10,000
9	GRAVEL (1/32" - 3/32")	10,000
10	GRAVEL (3/64" - 1/64")	10,000
11	GRAVEL (1/64" - 3/64")	10,000
12	GRAVEL (3/128" - 1/128")	10,000
13	GRAVEL (1/128" - 3/128")	10,000
14	GRAVEL (3/256" - 1/256")	10,000
15	GRAVEL (1/256" - 3/256")	10,000
16	GRAVEL (3/512" - 1/512")	10,000
17	GRAVEL (1/512" - 3/512")	10,000
18	GRAVEL (3/1024" - 1/1024")	10,000
19	GRAVEL (1/1024" - 3/1024")	10,000
20	GRAVEL (3/2048" - 1/2048")	10,000
21	GRAVEL (1/2048" - 3/2048")	10,000
22	GRAVEL (3/4096" - 1/4096")	10,000
23	GRAVEL (1/4096" - 3/4096")	10,000
24	GRAVEL (3/8192" - 1/8192")	10,000
25	GRAVEL (1/8192" - 3/8192")	10,000
26	GRAVEL (3/16384" - 1/16384")	10,000
27	GRAVEL (1/16384" - 3/16384")	10,000
28	GRAVEL (3/32768" - 1/32768")	10,000
29	GRAVEL (1/32768" - 3/32768")	10,000
30	GRAVEL (3/65536" - 1/65536")	10,000
31	GRAVEL (1/65536" - 3/65536")	10,000
32	GRAVEL (3/131072" - 1/131072")	10,000
33	GRAVEL (1/131072" - 3/131072")	10,000
34	GRAVEL (3/262144" - 1/262144")	10,000
35	GRAVEL (1/262144" - 3/262144")	10,000
36	GRAVEL (3/524288" - 1/524288")	10,000
37	GRAVEL (1/524288" - 3/524288")	10,000
38	GRAVEL (3/1048576" - 1/1048576")	10,000
39	GRAVEL (1/1048576" - 3/1048576")	10,000
40	GRAVEL (3/2097152" - 1/2097152")	10,000
41	GRAVEL (1/2097152" - 3/2097152")	10,000
42	GRAVEL (3/4194304" - 1/4194304")	10,000
43	GRAVEL (1/4194304" - 3/4194304")	10,000
44	GRAVEL (3/8388608" - 1/8388608")	10,000
45	GRAVEL (1/8388608" - 3/8388608")	10,000
46	GRAVEL (3/16777216" - 1/16777216")	10,000
47	GRAVEL (1/16777216" - 3/16777216")	10,000
48	GRAVEL (3/33554432" - 1/33554432")	10,000
49	GRAVEL (1/33554432" - 3/33554432")	10,000
50	GRAVEL (3/67108864" - 1/67108864")	10,000
51	GRAVEL (1/67108864" - 3/67108864")	10,000
52	GRAVEL (3/134217728" - 1/134217728")	10,000
53	GRAVEL (1/134217728" - 3/134217728")	10,000
54	GRAVEL (3/268435456" - 1/268435456")	10,000
55	GRAVEL (1/268435456" - 3/268435456")	10,000
56	GRAVEL (3/536870912" - 1/536870912")	10,000
57	GRAVEL (1/536870912" - 3/536870912")	10,000
58	GRAVEL (3/1073741824" - 1/1073741824")	10,000
59	GRAVEL (1/1073741824" - 3/1073741824")	10,000
60	GRAVEL (3/2147483648" - 1/2147483648")	10,000
61	GRAVEL (1/2147483648" - 3/2147483648")	10,000
62	GRAVEL (3/4294967296" - 1/4294967296")	10,000
63	GRAVEL (1/4294967296" - 3/4294967296")	10,000
64	GRAVEL (3/8589934592" - 1/8589934592")	10,000
65	GRAVEL (1/8589934592" - 3/8589934592")	10,000
66	GRAVEL (3/17179869184" - 1/17179869184")	10,000
67	GRAVEL (1/17179869184" - 3/17179869184")	10,000
68	GRAVEL (3/34359738368" - 1/34359738368")	10,000
69	GRAVEL (1/34359738368" - 3/34359738368")	10,000
70	GRAVEL (3/68719476736" - 1/68	

W 10th St

FALL CREEK PARKWAY E DR

TENNIS COURT ENLARGEMENT SHEET 1.1

PICKLEBALL COURT ENLARGEMENT SHEET 1.1

BASKETBALL COURT ENLARGEMENT SHEET 1.1

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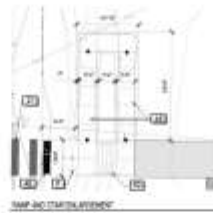
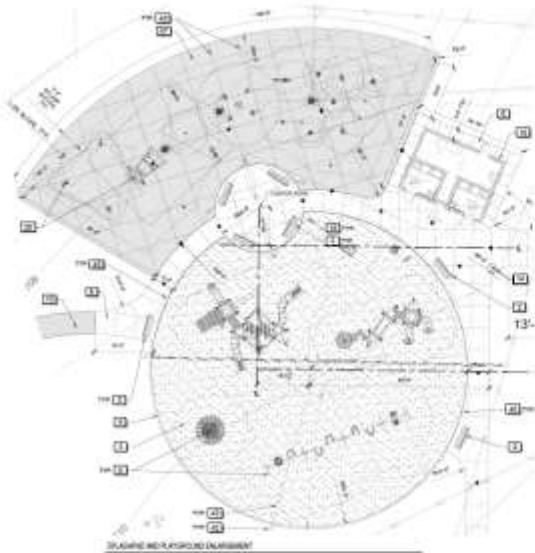
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CODE	DESCRIPTION	AMOUNT
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0094	STATION FUND-0094	0.00
0095	STATION FUND-0095	0.00
0096	STATION FUND	

[illegible]

PROPOSED PLAYGROUND



NO.	DESCRIPTION	QTY	UNIT
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100	PLAYGROUND EQUIPMENT	1	SET

HITCHCOCK DESIGN GROUP
 400 SOUTH AVENUE
 INDIANAPOLIS, IN 46202
 P: 317.328.1191
 HITCHCOCKDESIGNGROUP.COM

PREPARED FOR
INDY PARKS AND RECREATION
 200 S. WASHINGTON ST.
 INDIANAPOLIS, INDIANA 46202

PROJECT
 LT JR ORD GRAHAM
 EDWARD MARTIN PARK
 700 S. WASHINGTON ST. AND 4TH ST.
 INDIANAPOLIS, INDIANA 46202

DATE
 AUGUST 10, 2020

SCALE
 1" = 10'

SHEET NUMBER
L2.4

HITCHCOCK DESIGN GROUP
 400 SOUTH AVENUE
 INDIANAPOLIS, IN 46202
 P: 317.328.1191
 HITCHCOCKDESIGNGROUP.COM

PREPARED FOR
INDY PARKS AND RECREATION
 200 S. WASHINGTON ST.
 INDIANAPOLIS, INDIANA 46202

PROJECT
 LT JR ORD GRAHAM
 EDWARD MARTIN PARK
 700 S. WASHINGTON ST. AND 4TH ST.
 INDIANAPOLIS, INDIANA 46202

DATE
 AUGUST 10, 2020

SCALE
 1" = 10'

SHEET NUMBER
L4.7

**HITCHCOCK
DESIGN GROUP**
405 N. DASHLEY STREET
WYOMING, WY 83091
T 307.636.8311
HITCHCOCKDESIGNGROUP.COM

CONCLUSIONS

W4-CONSTRUCTION DOCUMENTS

Received 14 June 2006

doi:10.1371/journal.pone.0142818.g002

OWNER'S	DRAWN BY
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1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100
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Sweet William

L2.5

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FENCE EXHIBIT



400 KINGSACKPITTS
 FENCE GATE 58
 INDIANAPOLIS, IN 46204
 T 317.584.4141
 KITCHCOCKDESIGNGROUP.COM

PREPARED FOR
 INDY PARKS AND
 RECREATION
 330 E. WASHINGTON ST.
 INDIANAPOLIS, INDIANA 46202

DESIGN PARTY
 HITCHCOCK DESIGN GROUP
 400 KINGSACKPITTS
 INDIANAPOLIS, IN 46204
 T 317.584.4141
 KITCHCOCKDESIGNGROUP.COM
 PROJECT MANAGER
 JESSICA L. HITCHCOCK
 317.584.4141
 JESSICA.HITCHCOCK@HITCHCOCKDESIGNGROUP.COM
 DESIGNER
 JESSICA L. HITCHCOCK
 317.584.4141
 JESSICA.HITCHCOCK@HITCHCOCKDESIGNGROUP.COM
 CHECKED BY
 JESSICA L. HITCHCOCK
 317.584.4141
 JESSICA.HITCHCOCK@HITCHCOCKDESIGNGROUP.COM

PROJECT
 LT JR GRD GRAHAM
 EDWARD MARTIN PARK
 1000 E. PARKWAY AVE. 10TH ST
 INDIANAPOLIS, INDIANA 46202

REV. CONSTRUCTION DOCUMENTS
 AUGUST 18, 2020

NO DATE ISSUED

DESIGNED BY: HITCHCOCK DESIGN GROUP

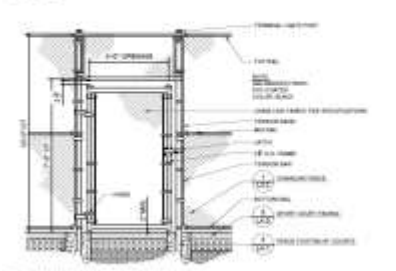
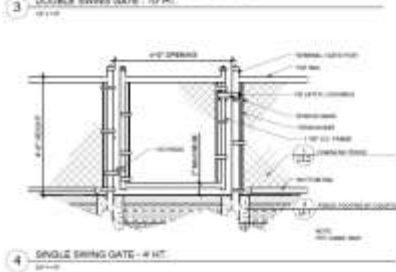
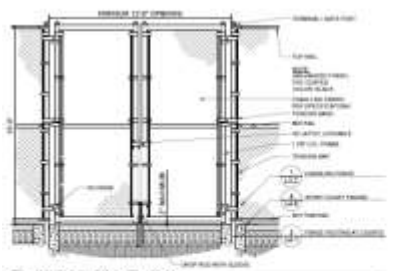
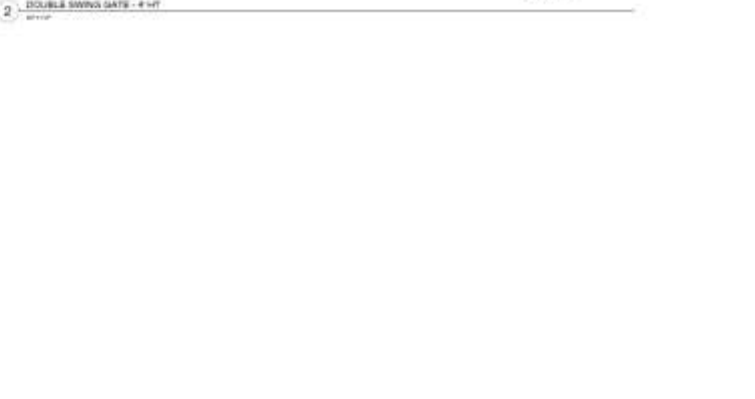
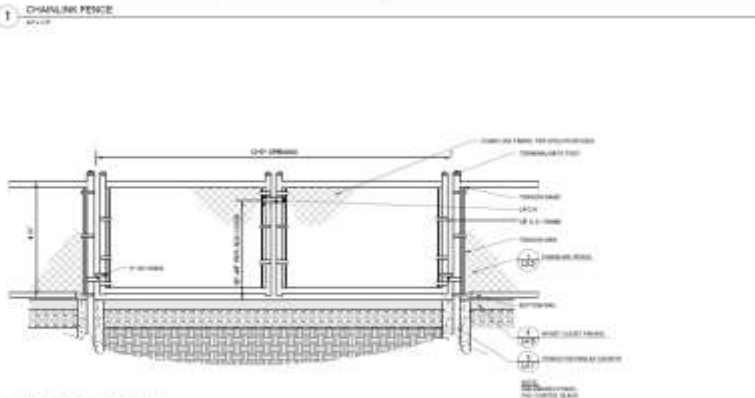
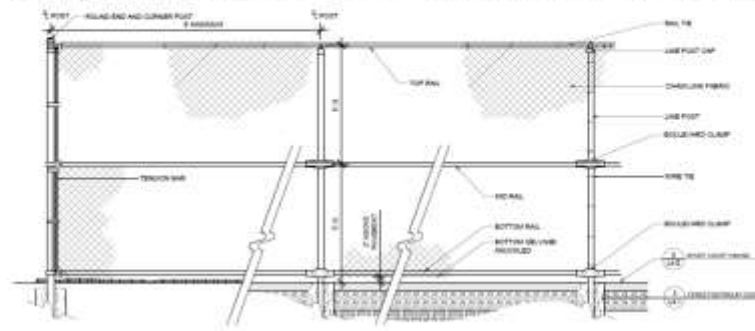
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SHEET TITLE
 DETAILS

SHEET NUMBER
 L4.2

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Item	Height	Material	Finish	Notes	Quantity	Unit	Price	Total
1. Chainlink Fence	4'-0"	Galvalume Steel	Black	4' x 12' Chainlink Fence	100	SF	\$1.50	\$150.00
2. Chainlink Fence	6'-0"	Galvalume Steel	Black	6' x 12' Chainlink Fence	100	SF	\$2.50	\$250.00
3. Chainlink Fence	8'-0"	Galvalume Steel	Black	8' x 12' Chainlink Fence	100	SF	\$3.50	\$350.00
4. Chainlink Fence	10'-0"	Galvalume Steel	Black	10' x 12' Chainlink Fence	100	SF	\$4.50	\$450.00
5. Chainlink Fence	12'-0"	Galvalume Steel	Black	12' x 12' Chainlink Fence	100	SF	\$5.50	\$550.00



NET EXHIBIT



405 MASSACHUSETTS
 AVENUE SUITE 300
 INDIANAPOLIS, IN 46204
 317.321.5282
 HITCHCOCKDESIGNGROUP.COM

PREPARED FOR
 INDY PARKS AND
 RECREATION
 200 S. RAGIMBOSTON ST.
 INDIANAPOLIS, INDIANA 46204

CONSULTANTS

PROJECT MANAGER MICHAEL J. HITCHCOCK 317.321.5282 mhitch@hitchcockdesigngroup.com	DESIGNER JAMES J. HITCHCOCK 317.321.5282 jhitch@hitchcockdesigngroup.com
PROJECT MANAGER MICHAEL J. HITCHCOCK 317.321.5282 mhitch@hitchcockdesigngroup.com	DESIGNER JAMES J. HITCHCOCK 317.321.5282 jhitch@hitchcockdesigngroup.com

PROJECT
 LT JR GRD GRAHAM
 EDWARD MARTIN PARK
 FALL CREEK PARKWAY AND 10TH ST
 INDIANAPOLIS, INDIANA 46204

MINI CONSTRUCTION DOCUMENTS

AUGUST 15, 2020

NO DATE 2020

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Photo of 700 West 16th Street looking southeast.



Photo of 1302 Fall Creek Parkway East Drive looking southwest.



Photo of the existing parking lot at 1302 Fall Creek Parkway East Drive looking south.



Photo of the existing basketball court at 1302 Fall Creek Parkway East Drive looking west.



Photo of the proposed location of the new playground.



Location of the proposed cross walk between parcels.



Photo of the existing tennis courts at 700 West 16th Street.



Photo looking north where the proposed track, athletic field, and parking lot will be at 700 West 16th Street.



Photo of the southern property boundary at 700 West 16th Street.



Photo of single-family dwellings south of the subject site.



Photo of an existing playground further south of the proposed new playground.



Photo of single-family dwellings and mixed-use buildings east of the subject site looking south.



Photo of the subject site looking south towards Indiana Avenue.



Photo of the industrial property north of the subject site across 16th Street.