



**METROPOLITAN DEVELOPMENT COMMISSION  
HEARING EXAMINER**

April 23, 2026

**Case Number:** 2026-ZON-028  
**Address:** 6555 Carrollton Avenue (approximate address)  
**Location:** Washington Township, Council District #7  
**Petitioner:** Cuyahoga Company, LLC, by Thomas Perkins  
**Request:** Rezoning of 0.39-acre from the D-4 (FF) (TOD) district to the MU-2 (FF) (TOD) district.  
**Staff Recommendations:** Approval  
**Current Land Use:** Commercial Office Building  
**Staff Reviewer:** Robert Uhlenhake, Senior Planner

**PETITION HISTORY**

This is the first hearing for this petition.

**STAFF RECOMMENDATION**

Staff recommends **approval** of the request.

**PETITION OVERVIEW**

**LAND USE**

The 0.39-acre site is comprised of a parcel developed with a multi-tenant commercial building. The site is surrounded by commercial uses zoned D-4, D-9, and C-1.

**REZONING**

The request would rezone the property to the MU-2 district to allow for mixed uses that are not permitted in the existing D-4 district.

The D-4 District is intended for low or medium intensity single-family and two-family residential development. Land in this district needs good thoroughfare access, relatively flat topography, and nearby community and neighborhood services and facilities with pedestrian linkages. Provisions for recreational facilities serving the neighborhood within walking distance are vitally important. Trees fulfill an important cooling and drainage role for the individual lots in this district. The D-4 district has a typical density of 4.2 units per gross acre. This district fulfills the low-density residential classification of the Comprehensive General Land Use Plan.



All public utilities and facilities must be present. Development plans, which may include the use of clustering, 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.

The MU-2 district is intended to meet the daily needs for surrounding neighborhoods and include small social spaces that serve as neighborhood gathering places. The district includes primarily neighborhood-serving businesses and institutions, including a wide range of small-scale retail and service uses that typically do not draw customers from beyond the adjacent neighborhoods, and employment, institutional and residential uses that complement the compact, walkable development pattern. The MU-2 District is implemented as a small node or on busy corridors in the Traditional Neighborhood or City Neighborhood Typologies of the Land Use Pattern Book, or as a Village Mixed Use Typology. The typical size of a district is from 2 to 20 acres (1 to 4 blocks) but depends on the context and what integrates best into surrounding neighborhoods and complimentary zoning districts.

**STAFF ANALYSIS**

The request would rezone the property to the MU-2 district to allow for mixed-uses. As proposed, the MU-2 district is consistent with the Plan recommendation of village mixed-use and would be appropriate for this site. This site is located within an area characterized primarily with single-family dwellings that have been converted to small-scale neighborhood commercial uses.

Staff is supportive of the rezoning because it would allow for a mix of uses that are compatible with the surrounding area and would align with the Village Mixed Use recommendation of the Comprehensive Plan.

**Floodway Fringe**

- a. This site has a secondary zoning classification of a Floodway Fringe (FF), which is the portion of the regulatory floodplain that is not required to convey the 100-year frequency flood peak discharge and lies outside of the floodway.
- b. The designation of the FF District is to guide development in areas subject to potential flood damage, but outside the Floodway (FW) District. Unless otherwise prohibited, all uses permitted in the primary zoning district (MU-1 in this request) are permitted, subject to certain development standards of the Flood Control Secondary Zoning Districts Ordinance.

**GENERAL INFORMATION**

<b>Existing Zoning</b>	D-4	
<b>Existing Land Use</b>	Commercial structure	
<b>Comprehensive Plan</b>	Village Mixed Use	
<b>Overlay</b>	N/A	
<b>Surrounding Context</b>	<b>Zoning</b>	<b>Surrounding Context</b>
	North:	Commercial uses
	South:	Commercial uses
	East:	Commercial and Single-family dwelling

	West: D-9	Multi-family dwellings
<b>Thoroughfare Plan</b>		
Carrollton Avenue	Local Street	48-foot existing and proposed right-of-way.
<b>Context Area</b>	Compact	
<b>Floodway / Floodway Fringe</b>	100 year	
<b>Wellfield Protection Area</b>	N/A	
<b>Site Plan</b>	March 6, 2026	
<b>Elevations</b>	N/A	
<b>Landscape Plan</b>	N/A	
<b>Commitments</b>	N/A	
<b>Findings of Fact</b>	N/A	
<b>C-S / D-P Statement</b>	N/A	

## COMPREHENSIVE PLAN ANALYSIS

### Comprehensive Plan

The Comprehensive Plan recommends the Village Mixed Use typology which is 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.

### Pattern Book / Land Use Plan

The Comprehensive Plan consists of two components that include The Marion County Land Use Pattern Book (2019) 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.

The Pattern Book serves as a policy guide as development occurs. Below are the relevant policies related to this request:

#### *Conditions for All Land Use Types – Village Mixed Use Typology*

- 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.
- In master-planned developments, block lengths of less than 500 feet, or pedestrian cut-throughs for longer blocks, are encouraged.
- Where possible, contributing historic buildings should be preserved or incorporated into new development.

### Red Line / Blue Line / Purple Line TOD Strategic Plan

- Red Line Transit-Oriented Development Strategic Plan (2020).
  - The subject site is located approximately 400 feet from the 66<sup>th</sup> Street Red Line transit station.
  - The 66<sup>th</sup> Street transit station has been categorized as a walkable neighborhood typology, which is characterized as a primary residential area.

### Neighborhood / Area Specific Plan

Not Applicable to the Site.

### Infill Housing Guidelines

The Infill Housing Guidelines were updated and approved in May 2021, with a stated goal “to help preserve neighborhood pattern and character by providing guiding principles for new construction to coexist within the context of adjacent homes, blocks, and existing neighborhoods. These guidelines provide insight into basic design concepts that shape neighborhoods, including reasons why design elements are important, recommendations for best practices, and references to plans and ordinance regulations that reinforce the importance of these concepts.”

These guidelines apply to infill development in residential areas within the Compact Context Area and include the following features:

#### Site Configuration

- Front Setbacks
- Building Orientation
- Building Spacing
- Open Space
- Trees, Landscaping, and the Outdoors

#### Aesthetic Considerations

- Building Massing
- Building Height
- Building Elevations and Architectural Elements

#### Additional Topics

- Secondary Dwelling Units, Garages, and Accessory Structures
- Adapting to the Future

As established neighborhoods experience new development, infill residential construction will provide housing options for new and existing residents. Increased population contributes



positively to the local tax base, economic development, lively neighborhoods, and an interesting city. As infill construction occurs, it is important to guide development in a way that complements current neighborhoods. Each home in a neighborhood not only contributes to the existing context of adjoining houses and the block, but to the sense of place of the entire neighborhood.”

### Indy Moves

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

Not Applicable to the Site.

### ZONING HISTORY

**2020-DV1-021; 6407-6419 Ferguson Street** (south of site), Variance of Development Standards of the Consolidated Zoning and Subdivision Ordinance to provide for an office building located within the clear sight triangle of a driveway and alley, with 68 parking spaces, and parking within the right-of-way of 65th Street, **approved**.

**2017-DV1-039; 838 East 65<sup>th</sup> Street** (south of site), Variance of Development Standards of the Consolidated Zoning and Subdivision Ordinance to provide for a five-foot tall freestanding sign and 42-inch tall aluminum picket fence within the right-of-way of 65th Street, **granted**.

**2016-UV1-008; 6558 Ferguson Street (east of site)**, requested a Variance of Use to provide for contract florist office and staging facility for special events, **granted**.

**97-UV1-90; 6570 North Carrollton Avenue (north of site)**, requested a Variance of Use of the Dwelling Districts Zoning Ordinance to provide for professional office uses, **granted**.

**89-Z-177; 89-CV-28; 6524 North Carrollton Avenue (south of site)**, requested rezoning of 0.177 acre, being in the D-4 District, to the C-1 classification to provide for office uses and a variance of development standards to permit an addition to the existing structure with a front setback of 11 feet, 4 inches without required parking, landscaping and transitional yards, **approved**.

**89-UV2-18; 6539 North Carrollton Avenue (south of site)**, requested a variance of use to provide for a children's shoe store, **granted**.

**87-UV2-085; 6417 Carrollton Avenue (south of site)**, requested a Variance of Use to provide for the use of the existing building for the preparation and display of custom wedding cakes, granted subject to commitments.

**84-UV2-25; 6553-6555 North Carrollton Avenue (subject site)**, requested a Variance of Use to provide for medical offices, a publishing office and a computer software office, **granted**.

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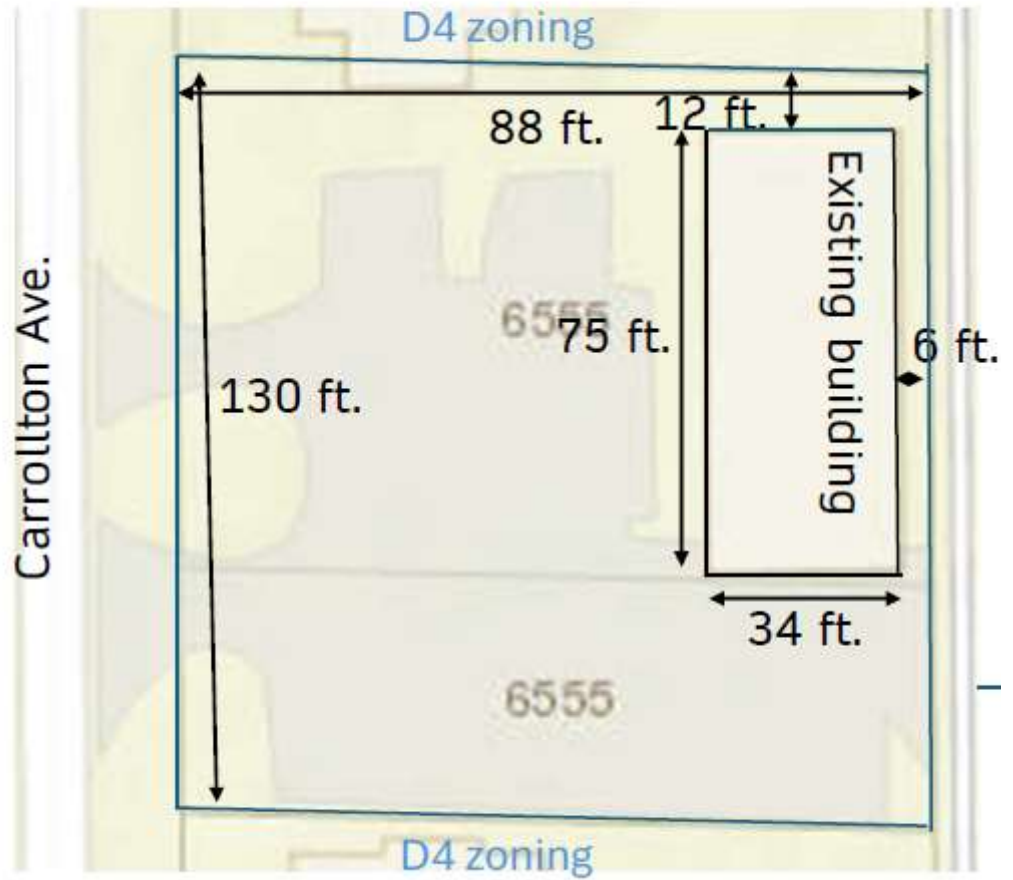
EXHIBITS

LOCATION MAP



SITE PLAN

6555 Carrollton Ave. Site Plan 2026



PHOTOS



Photo of subject site, looking east from Carrollton Avenue frontage.



Photo of adjacent commercial office to the north, looking east.