



**METROPOLITAN DEVELOPMENT COMMISSION  
HEARING EXAMINER**

**MARCH 14, 2024**

**Case Number:** 2024-ZON-017  
**Property Address:** 8468 Union Chapel Road  
**Location:** Washington Township, Council District #2  
**Petitioner:** Keystone Investment, LLC, by Brian J. Tuohy  
**Current Zoning:** C-S  
**Request:** Rezoning of 1.82 acres from the C-S district to the C-S district to add multi-family residential to the list of permitted uses.  
**Current Land Use:** Commercial use (extended stay hotel)  
**Staff Recommendations:** Approval, subject to the following commitment.  
**Staff Reviewer:** Kathleen Blackham, Senior Planner

**PETITION HISTORY**

This is the first hearing of this petition.

**STAFF RECOMMENDATION**

Approval, subject to the following commitment being reduced to writing on the Commission's Exhibit "B" forms at least three days prior to the MDC hearing:

The site and improved areas within the site shall be maintained in a reasonably neat and orderly manner during and after development of the site with appropriate areas and containers / receptables provided for the proper disposal of trash and other waste.

**PETITION OVERVIEW**

This 1.82-acre site, zoned C-S, is developed with an extended stay hotel. It is surrounded by commercial uses to the north, east (across Union Chapel Road) and west, zoned C-4 and multi-family dwellings to the south, zoned D-6II.

Petition 98-Z-140 rezoned the site to the C-S district to provide for an extended stay hotel that was constructed in 1999.



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

“The C-S District is designed to permit, within a single zoning district, multi-use commercial complexes or land use combinations of commercial and noncommercial uses, or single-use commercial projects. The primary objective of this district is to encourage development which achieves a high degree of excellence in planning, design, or function, and can be intermixed, grouped or otherwise uniquely located with maximum cohesiveness and compatibility. The district provides flexibility and procedural economy by permitting the broadest range of land use choices within a single district, while maintaining adequate land use controls. C-S District can include high-rise or low-rise developments, can be applied to large or small land areas appropriately located throughout the metropolitan area, and can be useful in areas of urban renewal or redevelopment.

Development site plans should incorporate and promote environmental considerations, working within the constraints and advantages presented by existing site considerations, including vegetation, topography, drainage, and wildlife.”

The C-S Statement, file-dated February 2, 2024, states that the two three-story existing buildings would be converted into approximately 56 studio units, four one-bedroom units, and 22 two-bedroom units. See Exhibit A.

There would be approximately 82 dwelling units and 82 existing parking spaces.

The commitments related to the 1998 rezoning (Instrument No. 1998-0129380) would remain in effect. Thereby supporting and maintaining stability of the surrounding land uses.

As proposed, staff supports this request. The existing buildings would remain and the additional use that would be permitted would be similar to the use originally permitted by the 1998 rezoning. Consequently, the surrounding land uses would not be negatively impacted by this minor change.

#### Environmental Public Nuisances

The purpose of the Revised Code of the Consolidated City and County, Sec.575 (Environmental Public Nuisances) is to protect public safety, health and welfare and enhance the environment for the people of the city by making it unlawful for property owners and occupants to allow an environmental public nuisance to exist.

All owners, occupants, or other persons in control of any private property within the city shall be required to keep the private property free from environmental nuisances.

Environmental public nuisance means:

1. Vegetation on private or governmental property that is abandoned, neglected, disregarded or not cut, mown, or otherwise removed and that has attained a height of twelve (12) inches or more;

2. Vegetation, trees or woody growth on private property that, due to its proximity to any governmental property, right-of-way or easement, interferes with the public safety or lawful use of the governmental property, right-of-way or easement or that has been allowed to become a health or safety hazard;
3. A drainage or stormwater management facility as defined in Chapter 561 of this Code on private or governmental property, which facility has not been maintained as required by that chapter; or
4. Property that has accumulated litter or waste products, unless specifically authorized under existing laws and regulations, or that has otherwise been allowed to become a health or safety hazard.

Staff would request a commitment that emphasizes the importance of maintaining the site in a neat and orderly manner at all times and provide containers and receptacles for proper disposal of trash and other waste.

#### GENERAL INFORMATION

<b>Existing Zoning</b>	C-S	
<b>Existing Land Use</b>	Extended Stay Hotel	
<b>Comprehensive Plan</b>	Community Commercial	
<b>Surrounding Context</b>	<b><u>Zoning</u></b>	<b><u>Land Use</u></b>
	North:	C-4 Commercial uses
	South:	D-6II Multi-family
	East:	C-4 Commercial uses
	West:	C-4 Commercial uses
<b>Thoroughfare Plan</b>		
Union Chapel Road	Local Street	Existing 68-foot right-of-way, proposed 60-foot right-of-way
<b>Context Area</b>	Metro	
<b>Floodway / Floodway Fringe</b>	Yes – 500-year unregulated floodway fringe	
<b>Overlay</b>	No	
<b>Wellfield Protection Area</b>	No	
<b>Site Plan</b>	February 9, 2024	
<b>Site Plan (Amended)</b>	N/A	
<b>Elevations</b>	N/A	
<b>Elevations (Amended)</b>	N/A	
<b>Landscape Plan</b>	N/A	
<b>Findings of Fact</b>	N/A	
<b>Findings of Fact (Amended)</b>	N/A	
<b>C-S/D-P Statement</b>	February 9, 2024	

## COMPREHENSIVE PLAN ANALYSIS

### Comprehensive Plan

- The Comprehensive Land Use Plan (2018) recommends Community Commercial typology. “The Community Commercial typology provides for low-intensity commercial, and office uses that serve nearby neighborhoods. These uses are usually in freestanding buildings or small, integrated centers. Examples include small-scale shops, personal services, professional and business services, grocery stores, drug stores, restaurants, and public gathering spaces.”

### Pattern Book / Land Use Plan

- 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.
- 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*
  - ▪ 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.

### 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 Marion County Thoroughfare Plan (2019) “is a long-range plan that identifies the locations classifications and different infrastructure elements of roadways within a defined area.”
- The following listed items describes the purpose, policies and tools:
  - 
  - Classify roadways based on their location, purpose in the overall network and what land use they serve.
  - Provide design guidelines for accommodating all modes (automobile, transit, pedestrians, bicycles) within the roadway.
  - Set requirements for preserving the right-of-way (ROW)
  - Identify roadways for planned expansions or new terrain roadways
  - Coordinate modal plans into a single linear network through its GIS database

## ZONING HISTORY

**98-Z-140; 8448 Union Chapel Road**, requested rezoning of 1.8 acres from the C-1 district to the C-S classification to provide for the construction of an extended stay hotel, **approved**.

**96-VAC-9; 8449-8498 Union Chapel Road**, requested vacation of a portion of Union Chapel Road, approximately being 40 feet in width for a length of 184.42 feet and 55 feet in width of a length of 407.48 feet, immediately south of 82nd Street, and a portion of the southern half of 82nd Street right-of-way, **approved**.

**85-Z-84; 8490 Union Chapel Road**, requested rezoning of 1.8 acres, being in the A-2 district, to the C-1 classification to provide for commercial development, **approved**.

## VICINITY

**95-Z-210; 8487 Union chapel Road (north of site)**; requested rezoning of 19.285 acres, being in the D-A district to the C-4 classification to provide for retail commercial development, **approved**.

**93-Z-151; 8701 River Road (north of site)**, requested rezoning of 85 acres, being in the D-A and SU-23 (GSB) districts, to the C-S classification to provide for offices, **approved**.

**83-Z-84; 8551 Bazaar Drive (north of site)**, requested rezoning of 5.42 acres, being the D-4 and A-2 districts, to the C-4 classification to provide for commercial development **approved**.

**83-Z-220; 8471 and 8481 Union chapel Road (south of site)**, requested rezoning of 2.71 acres, being in the A-2 district, to the C-6II classification to provide for attached single-family residences, **denied**.

**81-Z-48; 3851 East 82nd Street, (north of site)**, requested rezoning of 12 acres, being the D-3 district, to the C-2 classification to provide for offices, **approved**.

**79-Z-183; 8150 Dean Road (east of site)**, requested rezoning of 178 acres, being in the D-3 district, to the D-7 classification to provide for residential development, **approved**.

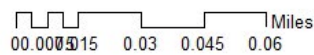
**78-Z-73; 3401 East 86th Street (east of site)**, requested rezoning of 13.51 acres, being in the A-2 district, to the C-4 classification to provide for commercial development, **approved**.

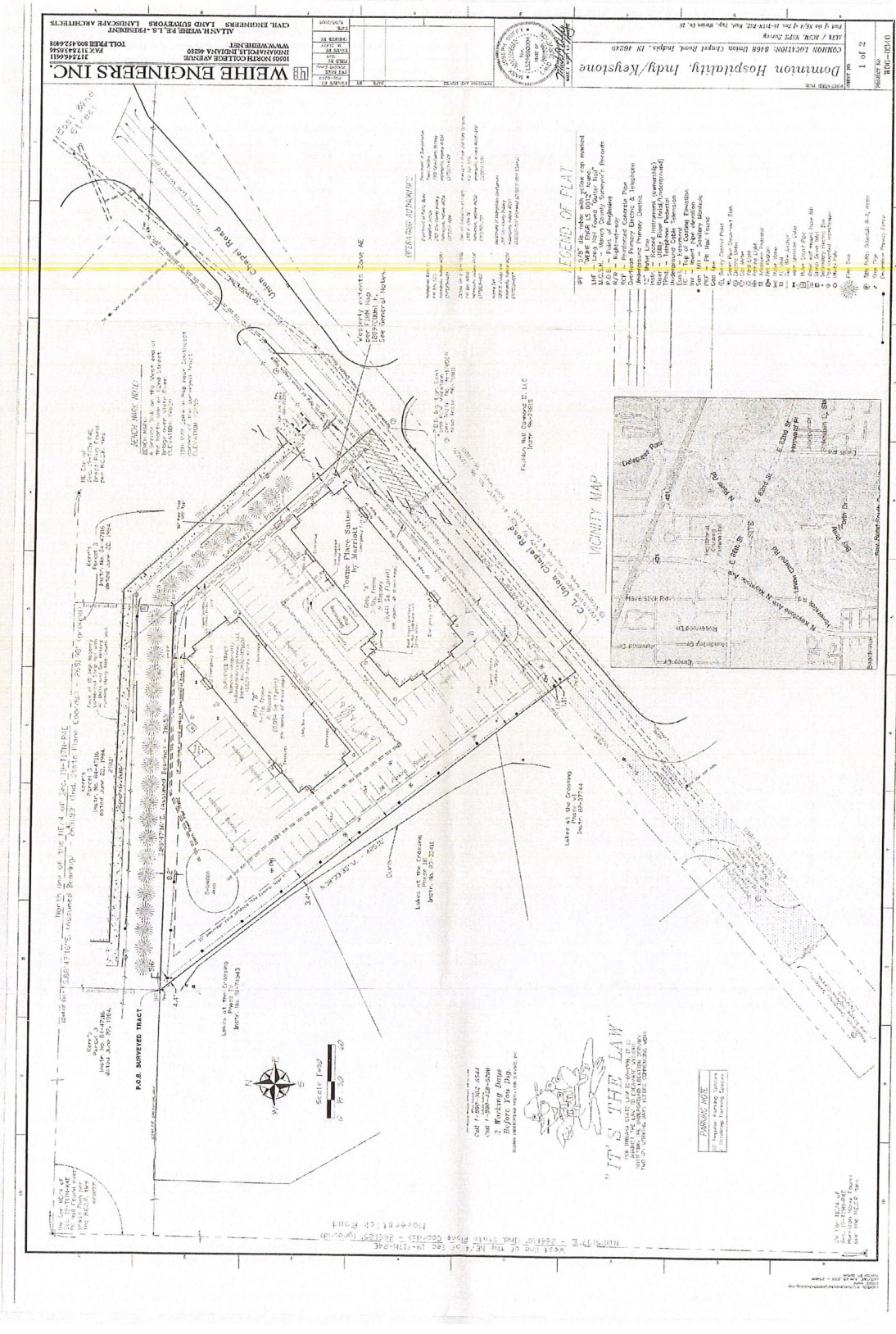
**70-Z-65; 8300 and 8400 Union Chapel Road (south of site)**, requested rezoning of 28.1 acres, being in the A-2 district to the D-6II classification to provide for townhouses, **approved**.

EXHIBITS



8468 Union Chapel Road





**WEIHE ENGINEERS INC.**  
 CIVIL ENGINEERS LAND SURVEYORS LANDSCAPE ARCHITECTS  
 1000 NORTH COLLEGE AVENUE  
 INDIANAPOLIS, INDIANA 46202  
 PHONE: 317.444.6611  
 FAX: 317.444.6644  
 TOLL FREE: 800.452.6818

PROJECT NO: WDC-22-002  
 SHEET 1 of 2  
**Dominion Hospitality, Indy/KeyStone**  
 CONDOMinium SITE PLAN  
 DATE: 10/20/22

**LEGEND OF FLAT**  
 100' - 120' - 150' - 200' - 300' - 400' - 500' - 600' - 700' - 800' - 900' - 1000'

**VICINITY MAP**

**"IT'S THE LAW"**  
 THE LAWYERS AT THE LAW FIRM OF  
 THE FIRM OF THE LAWYERS AT THE LAW FIRM OF  
 THE FIRM OF THE LAWYERS AT THE LAW FIRM OF  
 THE FIRM OF THE LAWYERS AT THE LAW FIRM OF  
 THE FIRM OF THE LAWYERS AT THE LAW FIRM OF





**EXHIBIT A**

**Proposal Description / 2024 C-S Statement**  
8468 Union Chapel Road (“Site”)

Petitioner respectfully requests that the Site be rezoned from the C-S District to the C-S District to add residential multi-family dwelling uses as a permitted use on the site. Petitioner proposes to renovate and convert the two existing extended stay hotel buildings into approximately 56 studio, approximately 4 one-bedroom and approximately 22 two-bedroom apartments.

The Statement of Commitments dated July 9, 1998 and recorded as Instrument #1998-0129380 in the office of the Marion County Recorder shall remain in effect.



View looking north along Union Chapel Road



View looking south along Union Chapel Road



View of site looking west across parking lot located east of site



View of site looking northwest across parking lot located east of site



View of site looking northwest across parking lot located east of site



View of site looking northwest



View from site looking southwest



View from site looking north



View from site looking east at access drive along the southern boundary



View of site looking north at parking between the two buildings