



**METROPOLITAN DEVELOPMENT COMMISSION  
HEARING EXAMINER**

May 23, 2024

**Case Number:** 2024-ZON-032

**Property Address:** 2255 North LaSalle Street and 3350 Roosevelt Avenue (approximate addresses)

**Location:** Center Township, Council District #8

**Petitioner:** Heart Change Ministries, by Emily Duncan and David Kingen

**Current Zoning:** D-5 and C-1

**Request:** Rezoning of 0.97-acre from the D-5 and C-1 districts to the SU-7 district to provide for training, education and housing related to a not-for-profit organization.

**Current Land Use:** Residential and Commercial Buildings

**Staff Recommendations:** Approval)

**Staff Reviewer:** Marleny Iraheta, Senior Planner

**PETITION HISTORY**

This petition was automatically continued from the April 25, 2024 hearing to the May 23, 2024 hearing at the request of a registered neighborhood organization.

**STAFF RECOMMENDATION**

Staff **recommends approval** of the request.

**PETITION OVERVIEW**

**LAND USE**

The 0.97-acre site located in the Martindale-Brightwood neighborhood and is comprised of six parcels that are separated by an alley that runs north and south between the parcels. The site is developed with a building and playground west of the alley and a commercial building east of the alley.

The site is surrounded by single-family dwelling to the west and north, zoned D-5, a parking lot east, zoned C-1, and an industrial building south, zoned I-3.



## REZONING

The request would rezone the sites from the D-5 and C-1 districts to the SU- 7 district to provide for training, education and housing related to a not-for-profit organization, which is not permitted in the existing zoning districts.

The D-5 district is intended for medium and large-lot housing formats, primarily for detached houses, but may incorporate small-scale multi-unit building types in strategic locations. This district can be used for new, walkable suburban neighborhoods or for infill situation in established urban areas, including both low density and medium density residential recommendations of the Comprehensive Plan, and the Suburban Neighborhood and Traditional Neighborhood Typologies of the Land Use Pattern Book.

The C-1 District is designed to perform two functions: act as a buffer between uses, and provide for a freestanding area that office uses, compatible office-type uses, such as medical and dental facilities, education services, and certain public and semipublic uses may be developed with the assurance that retail and other heavier commercial uses with incompatible characteristics will not impede or disrupt. Since the buildings for office, office-type and public and semipublic uses are typically much less commercial in appearance, landscaped more fully and architecturally more harmonious with residential structures, this district can serve as a buffer between protected districts and more intense commercial or industrial areas/districts - if designed accordingly. This district, with its offices and other buffer type uses, may also be used along certain thoroughfares where a gradual and reasonable transition from existing residential use should occur.

The SU- 7 district permits charitable, philanthropic, and not-for-profit institutions.

### Staff Analysis

The proposed zoning district and use would align with both the community commercial and traditional neighborhood development recommendations of the Comprehensive Plan.

Because the not-for-profit organization would be a community and neighborhood serving institution, it would be appropriate to place it in a well-established community.

As proposed, the site would offer training and educational opportunities to the women with children who are striving to avoid homelessness in addition to providing housing.

The organization anticipates having operating hours from 8:00am to 6:00pm, Monday through Friday, with 12 to 15 part-time employees. Other related functions would occur on site such as picnics, celebrations, and recognition programs.

The building at 2255 LaSalle Avenue, although residential in nature, would provide some housing in addition to training and educational classes that would not otherwise be permitted in the existing D-5 district. Therefore, staff determined that rezoning the property and the adjacent residential lot would be supportable since it would allow a cohesive zoning district for all the properties owned by the not-for-profit organization.



For these reasons, staff is recommending approval of the request.

**GENERAL INFORMATION**

<b>Existing Zoning</b>	D-5 and C-1	
<b>Existing Land Use</b>	Non-profit Organization	
<b>Comprehensive Plan</b>	Traditional Neighborhood and Community Commercial	
<b>Surrounding Context</b>	<b>Zoning</b>	<b>Land Use</b>
	North:	D-5 Residential (Single-family dwellings)
	South:	I-3 Industrial
	East:	C-1 Parking Lot
	West:	D-5 Residential (Single-family dwellings)
<b>Thoroughfare Plan</b>		
LaSalle Street	Local Street	50-foot existing right-of-way with 48-foot proposed right-of-way.
Roosevelt Avenue	Local Street	60-foot existing right-of-way with 48-foot proposed right-of-way.
Adams Street	Local Street	50-foot existing right-of-way with 48-foot proposed right-of-way.
<b>Context Area</b>	Compact	
<b>Floodway / Floodway Fringe</b>	No	
<b>Overlay</b>	No	
<b>Wellfield Protection Area</b>	No	
<b>Site Plan</b>	N/A	
<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>	N/A	

**COMPREHENSIVE PLAN ANALYSIS**

**Comprehensive Plan**

- Marion County Land Use Plan Pattern Book (2019)

## Pattern Book / Land Use Plan

- The Comprehensive Plan recommends Traditional Neighborhood development for two of the parcels currently zoned D-5 and recommends Community Commercial development for the remaining parcels currently zoned C-1.
- The 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. Ideally, most daily needs are within walking distance. 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.
- Below are the specifics for uses that would be similar to the proposed not-for-profit organization proposed per the traditional neighborhood recommendation.
- **Small-Scale Schools, Places of Worship, Neighborhood Serving Institutions/Infrastructure, and Other Places of Assembly**
  - Should be located along an arterial or collector street.
  - If proposed within one-half mile along an adjoining street of an existing or approved residential development, then connecting, continuous pedestrian infrastructure between the proposed site and the residential development (sidewalk, greenway, or off-street path) should be in place or provided.
  - Schools should not be within 1000 feet of a highway, freeway, or expressway.
- **Large-Scale Schools, Places of Worship, Community Serving Institutions/Infrastructure, and Other Places of Assembly**
  - Should be located along an arterial or collector street. Large-Scale schools should only be located along arterial streets.
  - If proposed within one-half mile along an adjoining street of an existing or approved residential development, then connecting, continuous pedestrian infrastructure between the proposed site and the residential development (sidewalk, greenway, or off-street path) should be in place or provided.
  - Schools should not be within 1000 feet of a highway, freeway, or expressway.
  - Should be located within one-half mile of a bus or rapid transit stop.
  - In predominantly platted, single-family neighborhoods, site should be at least as wide as it is deep.
  - Should be in harmony with the surrounding neighborhoods and site and screen their parking, service, and emergency vehicle areas to buffer surrounding residential uses
- 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.
- Below are the specifics for uses that would be similar to the proposed not-for-profit organization proposed per the community commercial recommendation.

- **Small-Scale Schools, Places of Worship, Neighborhood Serving Institutions/Infrastructure, and Other Places of Assembly**
  - If proposed within one-half mile along an adjoining street of an existing or approved residential development, then connecting, continuous pedestrian infrastructure between the proposed site and the residential development (sidewalk, greenway, or off-street path) should be in place or provided.
  - Schools should not be within 1000 feet of a highway, freeway, or expressway.
- **Large-Scale Schools, Places of Worship, Community Serving Institutions/Infrastructure, and Other Places of Assembly**
  - Only recommended as adaptive reuse.
  - Only recommended if the use contributes to the economic viability of the district/if the use generates a customer base for commercial uses.
  - If proposed within one-half mile along an adjoining street of an existing or approved residential development, then connecting, continuous pedestrian infrastructure between the proposed site and the residential development (sidewalk, greenway, or off-street path) should be in place or provided.
  - Schools should not be within 1000 feet of a highway, freeway, or expressway.
- The proposed use would align with both recommendations of the Comprehensive Plan.

**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)

- Not Applicable to the Site.



## ZONING HISTORY

### Zoning History – Site

**93-UV1-49; 3350 Roosevelt Avenue** (subject site), Variance of use and development standards of the Commercial and Dwelling Districts Zoning Ordinance to provide for general office, sound recording and editing operation within an existing building and a stone parking lot with side yards totaling five feet (10 feet required in the D-5 District) and no rear yard (20 feet required in the D-5 District), granted.

**91-UV1-147; 3350 Roosevelt Avenue** (subject site), Variance of use and development standards of the Commercial and Dwelling District Zoning Ordinance to provide for the construction of a building to be used for storage for an existing contractor's business with a front setback from the right-of-way of Roosevelt Street of 16 feet (70 feet front setback required); a front setback of 43 feet from the right-of-way of Adam Street (55 feet front setback required); a rear yard setback of 15 feet (40-foot rear setback required) and to allow the height of materials and equipment in excess of the permitted 20 feet, **voided due to commitments not submitted.**

**84-HOV-38; 3352 Roosevelt Avenue** (subject site), Variance of development standard for a setback for a warehouse, **granted.**

### Zoning History – Vicinity

**2011-LNU-029; 3410 Roosevelt Avenue** (south of site), Certificate of Legal Non-Conforming Uses for Barbed Wire located in the front yard setback, in front of established buildings, in an I-3-U District. Barbed wire established prior to the adoption of the requirement in the Industrial Zoning Ordinance in 1996, granted.



EXHIBITS





**2251/ 2255 No LaSalle      Plan of Operation**

Organization: Heart Change

Address: 2251 and 2255 No LaSalle Street

Use: A. 2251 No LaSalle Street  
Provides playground along with 2247 No LaSalle

B. 2255 No LaSalle Street (design of the residential structure is residential in appearance to blend with the other residential dwellings on the block)  
2.5 bathrooms to serve all occupants of the structure  
Kitchen for all who use the facility for social enterprise.  
Rooms also used for social enterprise for females with children who are striving to avoid homelessness, designed to teach success at work.  
Rooms/ workrooms, one used for sewing and the other for soap felting, part of the instructional and work training use. Rooms on the second level are also used for instructional classrooms.

Employees: 12-15 part time.

Parking: 20 paved parking on 2243/ 2247 LaSalle

Hours of Operation: 8:00 am - 6:00 pm Mondays thru Fridays  
Maximum 12 times a year, on Saturdays and Sundays the premises shall Be used for picnics, celebrations, recognition programs.

Trash: One commercial dumpster provided

Sign: Awning sign on primary building for off use

Safety: Video camera surveillance, security system with video doorbells





Photo of the subject site at 2255 North LaSalle Street.



Photo of the subject site at 3350 Roosevelt Avenue with a playground.





Photo of the rear yard of 2255 North LaSalle Street.



Photo of the rear yard at 3350 Roosevelt Avenue looking southwest.





Photo of the parking lot at 3350 Roosevelt Avenue.



Photo of the alley between the subject sites looking north from Roosevelt Avenue.





Photo of the rear building façade at 3350 Roosevelt Avenue.



Photo of an unenclosed dumpster at 3350 Roosevelt Avenue that will need to be screened.





Photo of the southern building façade looking northeast on Roosevelt Avenue.



Photo of the eastern building façade looking southwest along Roosevelt Avenue.





Photo of single-family dwellings north of the site.



Photo of a surface parking lot east of the site.





Photo of an industrial business south of the site.



Photo of single-family dwellings north of 2255 North LaSalle Street.



Photo of single-family dwellings west of the site