

**METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER**

September 10, 2026

Case Number: 2026-ZON-066
Property Address: 931 South East Street
Location: Center Township, Council District #18
Petitioner: AKAL Investments, Inc., by Josh Smith (RG Development, LLC)
Current Zoning: C-5 (RC)

Request: Rezoning of 0.222-acre from the C-5 (RC) district to the C-8 (RC) district to provide for residential development.
Current Land Use: Vacant.
Staff Recommendations: Approval of the rezoning request.
Staff Reviewer: Kathleen Blackham, Senior Planner

PETITION HISTORY

The Hearing Examiner continued these petitions from the August 13, 2026 hearing, to the September 10, 2026 hearing, at the request of staff to provide additional time to confirm the legal description.

STAFF RECOMMENDATION

Staff recommends approval of the rezoning.

PETITION OVERVIEW

This 0.222-acre site, zoned C-5 (RC), is vacant and surrounded by a single-family dwelling to the north, zoned D-8 (RC); a parking lot / commercial uses to the south, zoned C-5 (RC); single-family dwellings to the east, zoned D-8 (RC); and parking garage to the west, across South East Street, zoned C-5 (RC).

REZONING

The request would rezone the site to the D-8 district to provide for residential development. “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.”

“To advance the Livability Principles of this Code, the D-5, D-5II, **D-8**, D9 and D-10 districts implement walkable, compact neighborhoods within a well-connected street network and block structure, using slow neighborhood streets, walkable connectors, and multi-mode thoroughfares. Access to parks and recreation, transit and neighborhood services within walking distance is important. Street trees, landscape and trees along private frontages, and an active amenity zone create comfortable walking environment and add appeal to neighborhoods. These districts require urban public and community facilities and services to be available. These districts may be used in combination to supply critical mass of residents to support nearby commercial and transit investments.”

The purpose of the Walkable Neighborhood design standards and objectives is to advance the Livability Principles of this code, and to promote walkable neighborhoods. Any exceptions to the standards in the Ordinance, or discretionary review processes related to a specific application, shall be judged against these design objectives, in addition to any other criteria in this code for the application.

The Comprehensive Plan recommends village mixed-use typology for the site.

Recommended land uses in this typology include detached housing / attached housing / small-scale multi-family housing / large-scale multi-family housing; assisted living facilities / nursing homes; group homes; bed and breakfast; small-scale offices, retailing, and personal or professional services; small- and large- scale schools, places of worship, neighborhood serving institutions / infrastructure, and other places of assembly; small-scale parks; artisan manufacturing and food production; structured parking; and community farms / gardens.

As proposed, this request would align with the Plan recommendations of village mixed-use.

Site Plan

A site plan, file-dated September 1, 2026, provides for a 3,872-square-foot building, with drive access along South East Street and the north / south alley to the east. It appears there are four entrances, two of which are along the northern facade, with one entrance fronting on South East Street and one entrance fronting on the alley.

The site plan identifies two parking spaces south of the east / west access drive proposed along the northern boundary.

Staff would note that this request relates to rezoning the site only and does not provide approval of the development of the site (site plan), which will be reviewed pursuant to the Regional Center Ordinance provisions and the Regional Center Guidelines.

Planning Analysis

This area of the South East Street corridor was historically residential. This request would support the historical development, support redevelopment efforts in the area and contribute to the current housing needs, with minimal impact on surrounding land uses.

GENERAL INFORMATION

Existing Zoning	C-5 (RC)	
Existing Land Use	Vacant	
Comprehensive Plan	Village Mixed-Use	
Surrounding Context	Zoning	Land Use
North:	D-8 (RC)	Single-family dwelling
South:	C-5 (RC)	Commercial uses / parking lot
East:	D-8 (RC)	Single-family dwellings
West:	C-5 (RC)	Parking garage
Thoroughfare Plan		
South East Street	Primary Arterial	Existing 80-foot right-of-way and proposed 78-foot right-of-way.
Context Area	Compact	
Floodway / Floodway Fringe	No	
Overlay	No	
Wellfield Protection Area	No	
Site Plan	June 24, 2026	
Site Plan (Amended)	September 1, 2026	
Elevations	N/A	
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

The Comprehensive Plan recommends Village Mixed-Use typology. “The Village Mixed-Use 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.

Indianapolis Regional Center Plan 2020 (2004) (Archived).

- This Plan indicates a vacant lot, with parking lot to the south and residential (6-15 units per acre) to the north and east.

Indianapolis Regional Center Guidelines (2008).

- These design guidelines provide a community standard for urban design. They were developed to encourage creativity, interest, and variety, and to build upon local heritage and character. The guidelines are intended to protect the investments of stakeholders by maintaining downtown Indianapolis as an efficient, sustainable, and vital place in which to live, work, learn and spend free time.
- The purpose of these Guidelines is to set standards that will produce a more thoughtful design response to Regional Center development projects. They focus on a wide range of characteristics of the built environment.
- This proposed development would be required to file an approval petition for Regional Center that would require design review in accordance with the Guidelines.

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.

Conditions for All Housing

- Should be within a one-quarter-mile distance (using streets, sidewalks, and/or off-street paths) of a school, playground, library, public greenway, or similar publicly accessible recreational or
- Should be oriented towards the street with a pedestrian connection from the front door(s) to the sidewalk. Driveways/parking areas do not qualify as a pedestrian connection

Attached Housing (defined as duplexes, triplexes, quads, townhouses, row houses, stacked flats, and other, similar legally complete dwellings joined by common walls and typically with each unit on its own lot or part of a condominium.)

- Recommended without additional conditions.

Small-Scale Multi-Family Housing (defined as single or multiple buildings each with five or more legally complete dwelling units in a development of less than two acres and at a height of less than 40 feet.)

- Mixed-Use structures are preferred.
- Parking should be either behind or interior 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

The Infill Housing Guidelines (2021)

- 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 o.

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 describe 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

2026-PLT-035; 931 South East Street, requested approval of a Subdivision Plat, to be known as 931 South Commercial Subdivision, subdividing 0.471-acre into two lots, **pending**.

2026-REG-040; 934 South East Street, requested Regional Center approval for construction of a multi-unit house, **pending**.

VICINITY

2008-ZON-008; 713 and 909 South East Street, 705, 709, 713, 725, 812 and 814 Greer Street, 605, 613, 617, 636, 637, 718, 727, 743, 747 and 751 East McCarty Street, 515, 526, 532, 534, 535 and 607 East Merrill Street, 710, 722, 730, 742 and 747 South Noble Street, 521, 612 and 633 Stevens, 812, 815 and 821 Wright Street and 316 South College Avenue, requested rezoning of 3.326 acres, from the I-3-U (RC) and I-4-U (IHPC) Districts, to the D-8 (RC) and D-8 (IHPC) classifications to legally establish residential uses, **approved**.

2007-ZON-098 / 2007-VAR-007; 819, 825 and 827 South East Street (north of site), requested a rezoning of 0.20 acre, from the I-3-U (RC) District, to the C-3C (RC) classification to provide for corridor commercial and residential uses and a Variance of Development Standards of the Commercial Zoning Ordinance to provide for a 0.5-foot rear transitional yard setback, **approved**.

2007-HOV-032; 917 Greer Street (east of site), requested a variance of development standards of the Dwelling Districts Zoning Ordinance to provide for a 23-foot-tall accessory use structure, **granted**.

2005-ZON-829 / 2005-VAR-829; 726 Noble Street (east of site), requested a rezoning of 0.13 acre from I-3-U (RC) District to the D-8 (RC) classification, and a variance of development standards of the Dwelling Districts Zoning Ordinance to provide for a one-foot side yard setback, **approved**.

2005-UV3-027; 815 and 821 Wright Street (east of site), requested a variance of use of the Industrial Zoning Ordinance to provide for a residential garage, **granted**.

2005-HOV-022; 615 East McCarty Street (north of site), requested a variance of use of the Industrial Zoning Ordinance to provide for a residential garage, **granted**.

2005-HOV-030; 829 Noble Street (east of site), requested a variance of development standards of the Dwelling Districts Zoning Ordinance to provide for a seven-foot aggregate side yard setback, **granted**.

2005-HOV-007; 537 East Merrill (north of site) Street (includes part of subject site), requested a variance of use of the Industrial Zoning Ordinance to legally establish residential uses, **granted**.



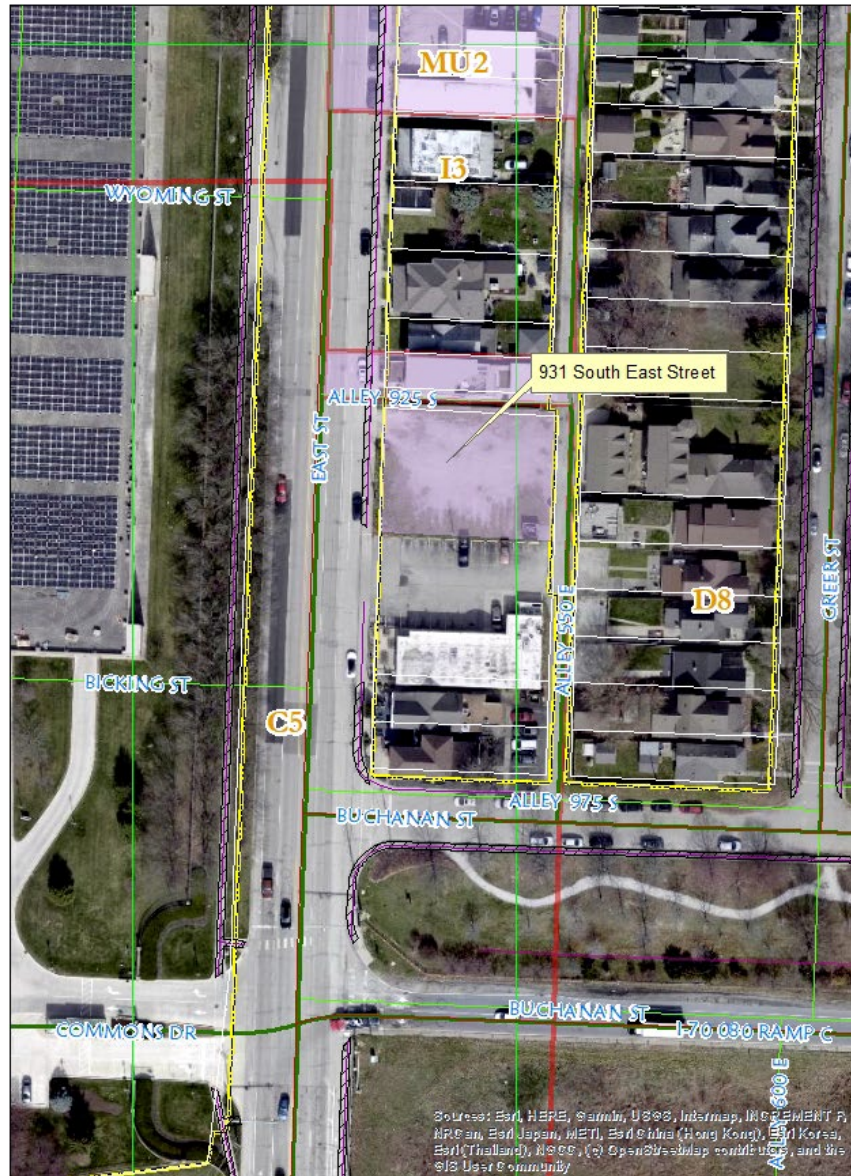
**Department of Metropolitan Development
Division of Planning
Current Planning**

2004-HOV-009; 815 and 821 Wright Street (east of site), requested a variance of use and development standards of the Industrial Zoning Ordinance to legally establish residential uses, **granted**.

2004-UV2-049; 552 East Merrill Street (north of site), requested a variance of use and development standards of the Industrial Zoning Ordinance to legally establish residential uses, **granted**.

2003-UV1-038; 804 Greer Street (east of site), requested a variance of development standards of the Dwelling Districts Zoning Ordinance to provide for a second-story residential dwelling within an accessory use structure with reduced setbacks, **granted**.

EXHIBITS



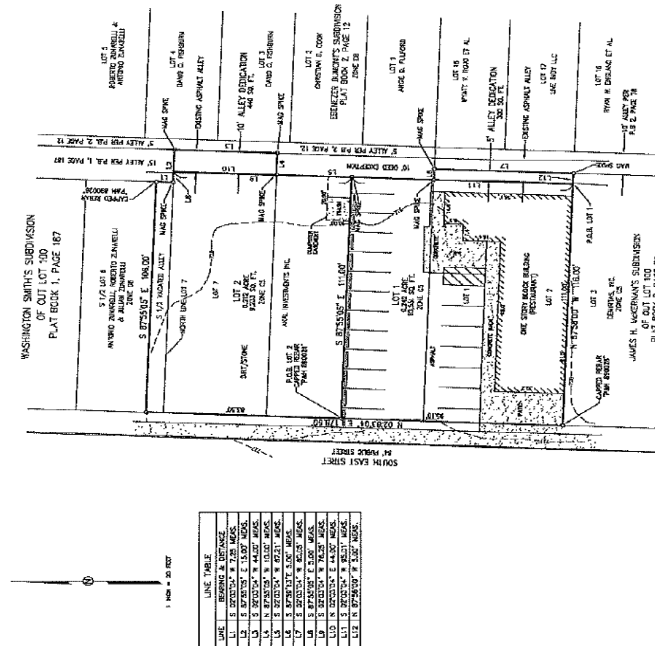
931 South East Street
 0.003006 0.012 0.018 0.024 Miles

331 South East Street

Source: Esri, HERE, Garmin, USGS, Intermap, INCREMENTAL, APF, Can, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri (Thailand), NGCC, (c) OpenStreetMap contributors, and the GIS User Community



931 SOUTH COMMERCIAL SUBDIVISION



LINE TABLE		
LINE	BEARING & DISTANCE	
L1	S 02°03'34" W 7.20' MEAS.	
L2	S 05°03'34" E 15.00' MEAS.	
L3	S 05°03'34" W 44.30' MEAS.	
L4	N 87°58'38" S 10.00' MEAS.	
L5	S 87°58'38" W 69.31' MEAS.	
L6	S 87°58'34" E 5.00' MEAS.	
L7	S 02°03'34" W 82.00' MEAS.	
L8	S 07°04'00" E 51.00' MEAS.	
L9	S 03°03'34" W 74.28' MEAS.	
L10	N 02°03'34" E 44.30' MEAS.	
L11	S 02°03'34" W 95.31' MEAS.	
L12	N 07°04'00" E 5.00' MEAS.	

Source: Court Records, Superior Court, District of Columbia.

Description of Study Unit 1

Number of New List 9

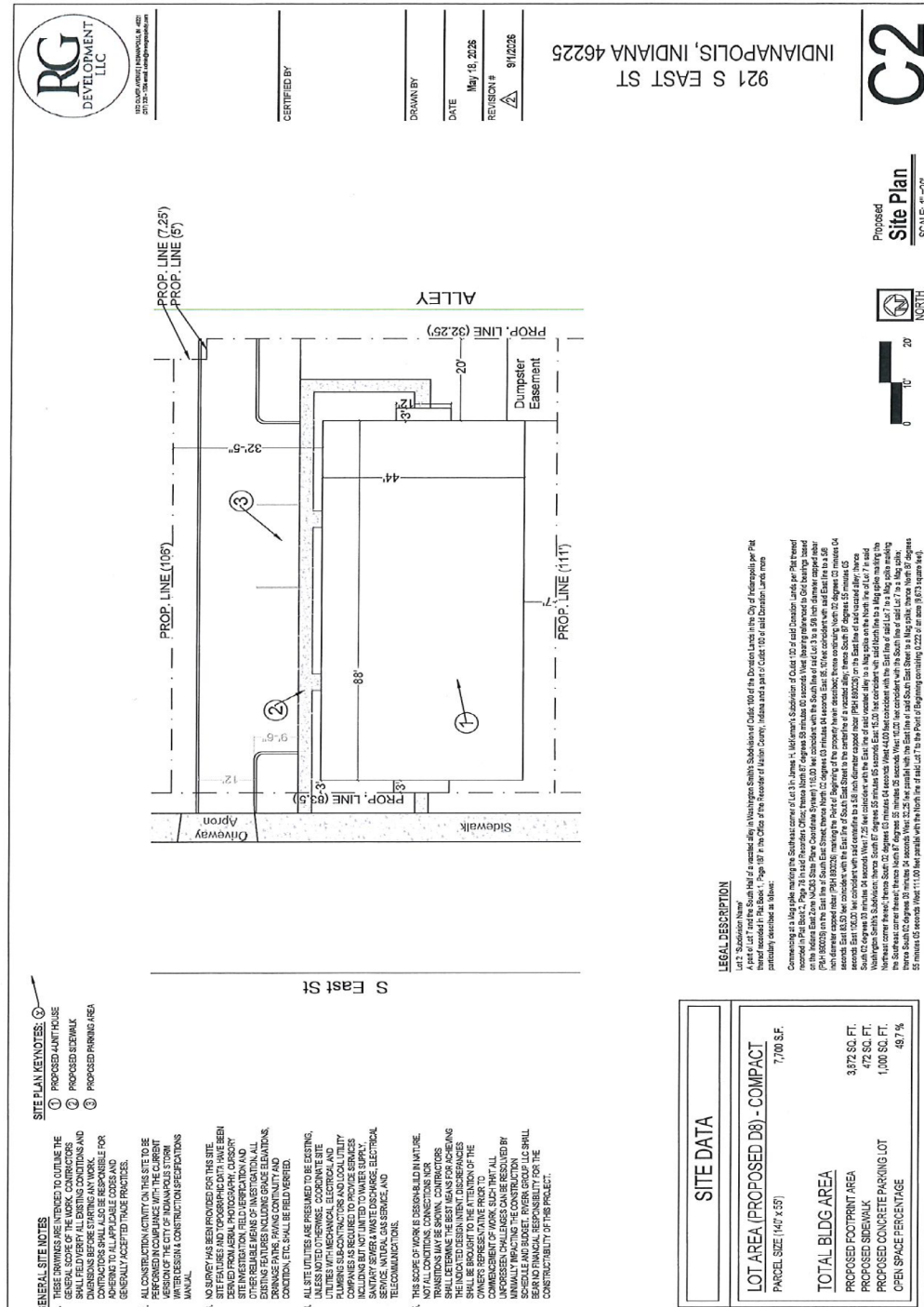
931 SOUTH COMMERCIAL
SUBDIVISION

PRIMARY PLAT

P&H
DEVELOPMENT CORP.

301 S. GARD STREET
HOUSTON, TX 77002
STATE 1
PHONE (713) 575-1333
FAX (713) 575-1376
ATTENTION: SALES
AUGUST 15, 2001

Site Plan September 1, 2026





View looking south along South East Street



View looking north along South East Street



View of site looking east across South East Street



View of site looking east across South East Street



View of site looking northeast



View of site looking northwest



View of site looking west towards South East Street



View from site looking south