

**METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER**

September 10, 2026

Case Number: 2026-ZON-071
Property Address: 610 South Drover Street, 1049 Oliver Avenue, and Birch Avenue
Location: Center Township, Council District #18
Petitioner: 610 Drover, LLC, by Andi Metzel
Current Zoning: C-1 (RC) (FF) and D-5 (RC) (FF)
Request: Rezoning of 1.97 acres from the C-1 (RC) (FF) and D-5 (RC) (FF) districts to the C-3 (RC) (FF) to provide for commercial uses
Current Land Use: Undeveloped land
Staff Recommendations: Approval
Staff Reviewer: Kathleen Blackham, Senior Planner

PETITION HISTORY

This is the first hearing on this petition.

STAFF RECOMMENDATION

Staff recommends approval of this rezoning request.

PETITION OVERVIEW

This 1.97-acre site, C-1 (RC) (FF) and D-5 (RC) (FF), is comprised of four parcels that are adjacent to one another and separated by alleys and Birch Avenue. Three of the parcels are developed with parking lots and one lot is developed with a commercial building (vacant). It is surrounded by industrial uses to the north, across Oliver Avenue, zoned CBDS (RC) (FF); single-family dwellings to the south, zoned D-5 (RC) (FF); religious uses to the east, across South Drover Street, zoned C-1 (RC) (FF); and a single-family dwelling to the west, zoned C-1 (RC) (FF).

REZONING

The request would rezone the site from the C-1 (RC) (FF) and D-5 (RC) (FF) districts to the C-3 (RC) (FF) Neighborhood Commercial District to provide for commercial uses. "The C-3 District is for the development of an extensive range of retail sales and personal, professional and business services required to meet the demands of a fully developed residential neighborhood, regardless of its size. Examples of such types of uses include neighborhood shopping centers, sales of retail convenience or durable goods, shopping establishments, retail and personal and professional service establishments. A It does not allow those businesses that require the outdoor display, sale or storage of merchandise; or

require outdoor operations. In general, to achieve maximum flexibility of permitted land use, the C-3 District makes possible a highly varied grouping of indoor retail and business functions. It does not allow those businesses that require the outdoor display, sale or storage of merchandise; or require outdoor operations. In general, to achieve maximum flexibility of permitted land use, the C-3 District makes possible a highly varied grouping of indoor retail and business functions. At this neighborhood scale of retail, a fine grain of accessibility requisite for all modes of travel must be provided and maintained.

It does not make provision, however, for those businesses that draw customers in significant numbers from well beyond a neighborhood boundary and are, therefore, unusually heavy traffic generators, such as theaters.”

The Comprehensive Plan recommends traditional neighborhood typology for the parcels fronting along Oliver Avenue and South Drover Street. The village mixed-use typology is recommended for the triangular parcel at the southwest corner of the site and small southern portion of the parcel fronting on Oliver Avenue, Birch Avenue and South Drover Street,

Recommended land uses in the traditional neighborhood typology include detached / attached / small- and large-scale 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; and community farms / gardens.

Recommended land uses in the village mixed-use typology include detached / attached / small- and large-scale 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.

Floodway / Floodway Fringe

This site has a secondary zoning classification of a Floodway (FW) and Floodway Fringe (FF). The Floodway (FW) is the channel of a river or stream, and those portions of the floodplains adjoin the channels which are reasonably required to efficiently carry and discharge the peak flood flow of the base 3not required to convey the 100-year frequency flood peak discharge and lies outside of the floodway.

The purpose of the floodway district is to guide development in areas identified as a floodway. The Indiana Department of Natural Resources (IDNR) exercises primary jurisdiction in the floodway district under the authority of IC 14-28-1.

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 (C-3 in this request) are permitted, subject to certain development standards of the Flood Control Secondary Zoning Districts Ordinance and all other applicable City Ordinances.

Planning Analysis

As proposed, this rezoning request would align with both Plan recommendations of traditional neighborhood and village mixed-use. The C-3 district would provide commercial uses and services that would improve access to the those uses that would be beneficial to the surrounding neighborhood.

GENERAL INFORMATION

Existing Zoning	C-1 (RC) (FF) / D-5 (RC) (FF)	
Existing Land Use	Vacant / commercial building (vacant)	
Comprehensive Plan	Traditional Neighborhood / Village Mixed-Use	
Surrounding Context	<u>Zoning</u>	<u>Land Use</u>
	North: CBDS (RC) (FF)	Industrial uses
	South: D-5 (RC) (FF)	Single-family dwellings
	East: C-1 (RC) (FF)	Religious uses
	West: C-1 (RC) (FF)	Single-family dwelling
Thoroughfare Plan		
South Drover Street	Primary Collector	Existing 60-foot right-of-way and proposed 56-foot right-of-way.
Oliver Avenue	Primary Collector	Existing 80-foot right-of-way and proposed 56-foot right-of-way
Birch Avenue	Local Street	Existing 60-foot right-of-way and proposed 48-foot right-of-way
Context Area	Compact	
Floodway / Floodway Fringe	Yes – White River 500-year unregulated floodplain	
Overlay	Yes – Regional Center	
Wellfield Protection Area	No	
Site Plan	July 13, 2026	
Site Plan (Amended)	N/A	
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 Traditional Neighborhood and Village Mixed-Use typologies.

“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.”

“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 non-core commercial for these parcels defined as uses will generally be commercial retail and service uses that are not necessarily linked with one neighborhood and may be used by worker, visitor and resident populations. The following uses would typically be found in this category:
 - Restaurants
 - Hotels and motels
 - Personal services such as dry-cleaning.
 - Retail uses such as grocery and drug stores

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 – Traditional Neighborhood 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.

Small-Scale Offices, Retailing, and Personal or Professional Services (defined as commercial uses with minimal outdoor operations, storage, or display on lots of less than 1.5 acres and a height of less than 35 feet.)

- 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.
- Should be located at intersections and limited to an aggregate of 1 acre per intersection.
- Should be limited to areas and parcels with adequate space for required screening and buffering.
- Automotive uses (such as gas stations and auto repair) and uses requiring a distance of separation of greater than 20 feet under the zoning ordinance (such as liquor stores, adult uses, and drive-through lanes) are excluded.
- Mixed-use structures are preferred.
- Should not include outdoor display of merchandise.

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

Small-Scale Offices, Retailing, and Personal or Professional Services (defined as commercial uses with minimal outdoor operations, storage, or display on lots of less than 1.5 acres and a height of less than 35 feet.)

- Mixed-Use structures are preferred.
- Automotive uses (such as gas stations and auto repair) and uses with drive-through lanes are excluded.
- Should not include outdoor display of merchandise.

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 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

2013-REG-114; 610 Drover Street, requested Regional Center Approval to provide for a freestanding sign re-face and two wall signs on an existing building, **approved**.

VICINITY

2022-CZN-824 / 2022-CPL-824; 208 & 340 South White River Parkway West Drive, 514 South Drover Street And 1228 And 1236 Oliver Avenue (north of site), requested rezoning of 93.23 acres from the CBD-S (RC), C-1 (RC) and C-3 (RC) districts to the CBD-S (RC) district to provide for a mixed-use residential, commercial, industrial and park development and approval of a Subdivision Plat to be known as Reimagining the GM Stamping Plant, dividing 93.23 acres into fifteen lots including the vacation of all remaining streets and alleys in an area bounded by Oliver Avenue, White River Parkway West Drive, Washington Street and Division Street, **approved**.

2017-ZON-075; 201 South Harding Street, 170 and 340 South White River Parkway, West Drive and 514 Drover Street (north of site), requested a rezoning of 103.2 acres from the C-1 (RC) and I-4 (RC) districts, to the CBD-S (RC) classification to provide for a development of three use districts, **approved**.

2014-CZN-835 / 2014-CVR-835; 340 South White River Parkway (north of site), requested a rezoning of 55.24 acres, from the I-4-U (RC) District, to the CBD-S (RC) classification to provide for a consolidated justice center, including county courts, county jail, community corrections, county sheriff, other related municipal public safety functions and other office uses and a variance of use of the Central Business Districts Zoning Ordinance to provide for a county jail, community corrections and related uses and facilities associated with a consolidated justice center (SU-8 uses, correctional and penal institutions not permitted), **denied by City-County Council**.

2014-REG-133 A and B; 340 South White River Parkway, West Drive (north of site), requested demolition of industrial structures, **approved**.

2014-SE2-001; 1428 West Henry Street (north of site), requested Special Exception and variance of development standards of the Industrial Zoning Ordinance to provide for the recycling of commercial and household recyclable materials and miscellaneous ferrous and nonferrous metal materials and to provide for the transporting, sorting, bailing and staging/storage of recyclable materials prior to transporting, with a crane, scale, shipping containers, outdoor ferrous metal pile, office trailer, ATM and a 14-foot tall masonry screen wall, with two signs, with a metal sliding gate along Harding and Henry Streets (maximum 10-foot tall screening fence or wall permitted), and zero-foot west front and south front transitional setbacks along Harding Street and Henry Street, respectively, **approved**.

2010-REG-048; 1428 West Henry Street (north of site), requested Regional Center Approval to provide for use of the site as a recycling facility, with outdoor storage and operation. Included in the approval were two fences, **approved**.



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

2010-SE3-003 and 2010-DV3-023; 1428 West Henry Street (north of site), requested a Special Exception of the Industrial Zoning Ordinance to provide for the recycling of commercial and household recyclable materials, including ferrous and non-ferrous metal scrap; plumbing, steel, metal or copper pipe; electrical wiring, scrap metal from electrical appliances, obsolete machinery and other miscellaneous ferrous and non-ferrous metal materials, and to provide for the transporting, sorting, baling and staging / storage of recyclable materials prior to transporting and a Variance of Development Standards of the Industrial Zoning Ordinance to provide for a zero-foot south front transitional yard along Henry Street (minimum 50-foot front transitional yard setback required), **granted**.

2010-MO3-001; 1428 West Henry Street (north of site), requested a Modification of Conditions related to petition 84-UV3-91, to modify Condition Three to provide for limited outdoor storage and processing of miscellaneous ferrous scrap steel and outdoor operations, **withdrawn**.

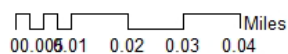
2010-REG-048; 1428 West Henry Street (north of site), requested Regional Center Approval to provide for outdoor operation of a recycling facility, with fencing, **approved**.

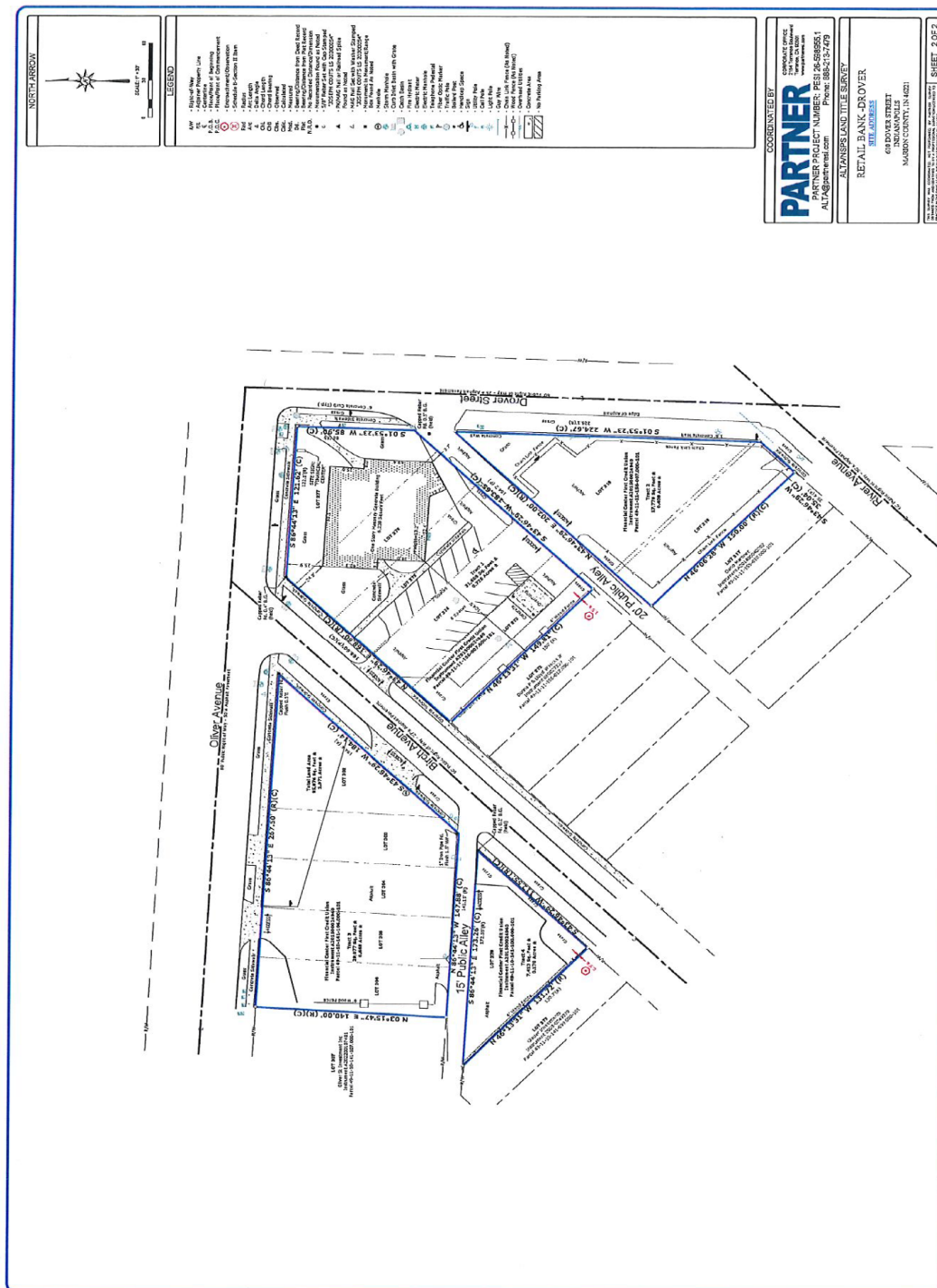
2007-APP-171; 1428 West Henry Street (north of site), requested Regional Center Approval to provide for use of the site as a recycling facility for common household and commercial materials, **approved**.

EXHIBITS



610 South Drover Street, 1049 Oliver Avenue and 634 Birch Avenue







View looking north along South Drover Street



View looking south along South Drover Street



View of site looking northwest across South Drover Street



View of site looking southwest across Oliver Avenue



View from site looking southeast across Birch Avenue



View from western portion of site looking northwest



View from western portion of site looking across Oliver Street



View of site looking northeast across Birch Avenue



View looking northwest across intersection of Birch Avenue and Oliver Avenue



View from site looking north across Oliver Street



View from site looking northeast across intersection of South Drover Street and Oliver Street



View looking east across intersection of Oliver Street and South Drover Street



View from site looking east across South Drover Street