



**METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER**

October 10, 2024

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| Case Number: | 2023-ZON-080 |
| Property Address: | 1651 Spann Avenue (Approximate Address) |
| Location: | Center Township, Council District #18 |
| Petitioner: | Jason Blankenship, by Mark and Kim Crouch |
| Current Zoning: | C-1 |
| Request: | Rezoning of 0.086-acre from the C-1 District to the D-5II District to provide for a detached single-family dwelling. |
| Current Land Use: | Undeveloped |
| Staff Recommendations: | Approval |
| Staff Reviewer: | Marleny Iraheta, Senior Planner |

PETITION HISTORY

This is the first public hearing for this petition.

STAFF RECOMMENDATION

Staff **recommends approval** of the request.

PETITION OVERVIEW

LAND USE

The 0.086-acre subject site is an undeveloped lot in the Spann & Co's Woodlawn Addition Subdivision that falls within the Fountain Square neighborhood.

It is bordered to the north and west by single-family dwellings, zoned C-1, to the east by a school, zoned SU-2, and to the south with a commercial property, zoned C-1.

REZONING

This petition would rezone this site from the C-1 district to the D-5II district.

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

STAFF ANALYSIS

Staff is supportive of the rezoning to the D-5II district because it would allow for residential uses to be permitted in line with the context of the surrounding area and historical residential use of the site per an 1898 Sanborn Map. The dwelling district would also align with the traditional neighborhood recommendation of the Comprehensive Plan.

GENERAL INFORMATION

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|-----------------------------------|--------------------------|--|
| Existing Zoning | C-1 | |
| Existing Land Use | Undeveloped | |
| Comprehensive Plan | Traditional Neighborhood | |
| Surrounding Context | <u>Zoning</u> | <u>Land Use</u> |
| | North: | C-1 Residential (Single-family dwelling) |
| | South: | C-1 Commercial |
| | East: | SU-2 School |
| | West: | C-1 Residential (Single-family dwelling) |
| Thoroughfare Plan | | |
| Spann Avenue | Local Street | 48-foot proposed right-of-way and 60-foot existing right-of-way. |
| State Avenue | Primary Collector Street | 56-foot proposed right-of-way and 60-foot existing right-of-way. |
| Context Area | Compact | |
| Floodway / Floodway Fringe | No | |
| Overlay | No | |
| Wellfield Protection Area | No | |
| Site Plan | N/A | |
| Site Plan (Amended) | N/A | |
| Elevations | N/A | |

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|-----------------------------------|-----|
| 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

- Marion County Land Use Plan Pattern Book (2019)
- Infill Housing Guidelines (2021)

Pattern Book / Land Use Plan

- The Marion County Land Use Plan Pattern Book (2019) recommends traditional neighborhood development for the subject site.
- 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.
- **Conditions for All Housing**
 - A mix of housing types is encouraged.
 - Should be within a one-mile distance (using streets, sidewalks, and/or off-street paths) of a school, playground, library, public greenway, or similar publicly accessible recreational or cultural amenity that is available at no cost to the user.
 - Primary structures should be no more than one and a half times the height of other adjacent primary structures.
 - 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.
 - Developments with densities higher than 15 dwelling units per acre should have design character compatible with adjacent properties. Density intensification should be incremental with higher density housing types located closer to frequent transit lines, greenways or parks.
- **Detached Housing**

- The house should extend beyond the front of the garage. Garages should be loaded from an alley or side street when possible and should be detached if located on the side of the house.
- Secondary units are encouraged.
- Lots should be no larger than one and a half times the adjacent lots.

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

- BUILDING ELEVATIONS AND ARCHITECTURAL ELEMENTS
 - **1. Utilize Foundation Styles and Heights that are Consistent with Nearby Houses:** The height of the foundation affects where doors, porches, and windows are located. Unless there are special circumstances that require additional height, such as the location is in or near a floodplain, the foundation height for new construction should be consistent with nearby buildings.
 - **2. Be Consistent with Surrounding Entry Locations:** Main entries should be visible from the street. Entries should not be hidden, obscured, or missing from the main street elevation (front). The entry should reflect a similar characteristic to those that surround it, such as formal or casual, recessed or flush, narrow or wide.
 - **3. Where Appropriate, Include Porches or Stoops:** Use context to determine if front porches are consistent elements used in the neighborhood. If so, add porches or stoops to new construction.
 - **4. Coordinate the Location and Door Style of Balconies with the Surrounding Neighborhood:** Balconies are common architectural elements in some neighborhoods, but uncommon in others. Balconies along the street should be used when appropriate. When a balcony is used, consider the appropriate door access for the type of balcony. For example, Juliet balconies, which are intended to bring the outside in, make the most sense when French doors are used.
 - **5. Consider Nearby Roof Styles:** The basic outline of a new building should reflect building outlines typical of the area. Roof selection and overall height contribute to the building outline. Select roof shapes that are frequently used in the neighborhood.

- **6. Fenestration Should Relate to the Surrounding Context:** Windows and doors should be arranged on buildings so as not to conflict with the basic fenestration patterns in the neighborhood. The proportion of glass (windows) to solid materials (wood, bricks, and other materials) which is found within the surrounding context should be reflected in new construction. Every elevation (sides and rear) should have windows on each story to help break up the monotony of the façade.
- **7. Materials Used Should Reflect the Context of the Neighborhood:** Introducing new materials that are not used in the existing context should be done in a way where those materials are not the dominant material and make up less than 30% of the overall façade design.
- **8. Consider Unique Neighborhood Features:** In addition to the architectural features mentioned above, consider other common features like chimneys, dormers, gables, and overhanging eaves that shape the character of a neighborhood. When possible, include these features into new construction.

Indy Moves

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

- An on-street bike lane exists along State Avenue from Washington Street to Prospect Street.

ZONING HISTORY

Zoning History - Vicinity

2021-DV2-049; 1643 Spann Avenue (west of site), Variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for a single-family dwelling and detached garage with 5.5 feet between dwellings (10-foot separation required), **granted**.

2021-HOV-010; 1636 East Fletcher Avenue (southwest of site), Variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for the construction of a detached garage with 56% open space (60% open space required), **granted**.

2019-UV1-020; 1652 Spann Avenue (north of site), Variance of use and development standards of the Consolidated Zoning and Subdivision Ordinance to provide for primary and accessory residential uses, including but not limited to an attached garage, with a two-foot west side transitional yard, accessory to a single-family dwelling, with a one-foot front yard along Spann Avenue and a two-foot front yard along State Avenue (10-foot side transitional yard and 10-foot front yards required) and within the clear sight triangle of the abutting streets (not permitted), **granted**.

2017-HOV-005; 1619 Spann Avenue (west of site), Variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for a detached garage, creating an open space of 49%, and to legally establish two-foot side setbacks, two feet between primary buildings, and a 10-foot front setback, for the existing dwelling, **granted**.

2017-HOV-001; 1627 Spann Avenue (west of site), Variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for the construction of a porch, creating an open space of 56%, and to legally establish the setbacks and separation between dwellings, for the existing single-family dwelling, **granted**.

2016-ZON-024; (northwest of site), Rezoning of 0.1 acre from the C-1 District to the D-5 classification, **approved**.

2015-HOV-046; 1648 Spann Avenue (northwest of site), Variance of use of the Commercial Zoning Ordinance to legally establish and provide for primary and accessory single-family residential development, including lower and upper-level deck additions to an existing single-family dwelling, **granted**.

2015-UV3-030; 1702 Spann Avenue (northeast of site), Variance of use of the Consolidated Zoning and Subdivision Ordinance to legally establish and provide for primary residential and accessory uses, including a single-family dwelling and a detached garage, **granted**.

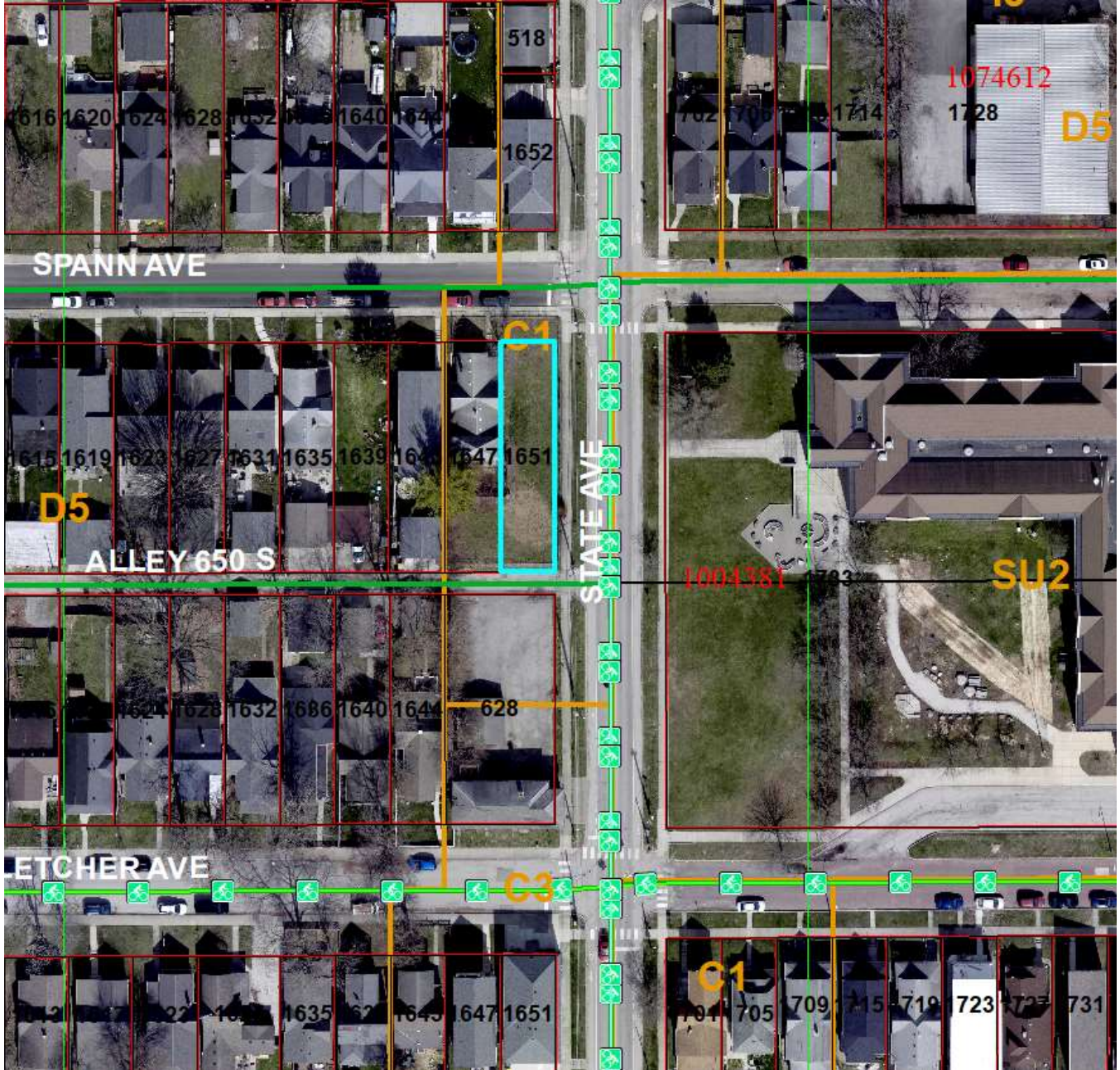
2009-ZON-088; 1922 Fletcher Avenue (east of site), Rezoning of 4.89 acres, from the SU-2, I-3-U, and D-5 Districts to the SU-2 classification to provide for school uses., **approved**.

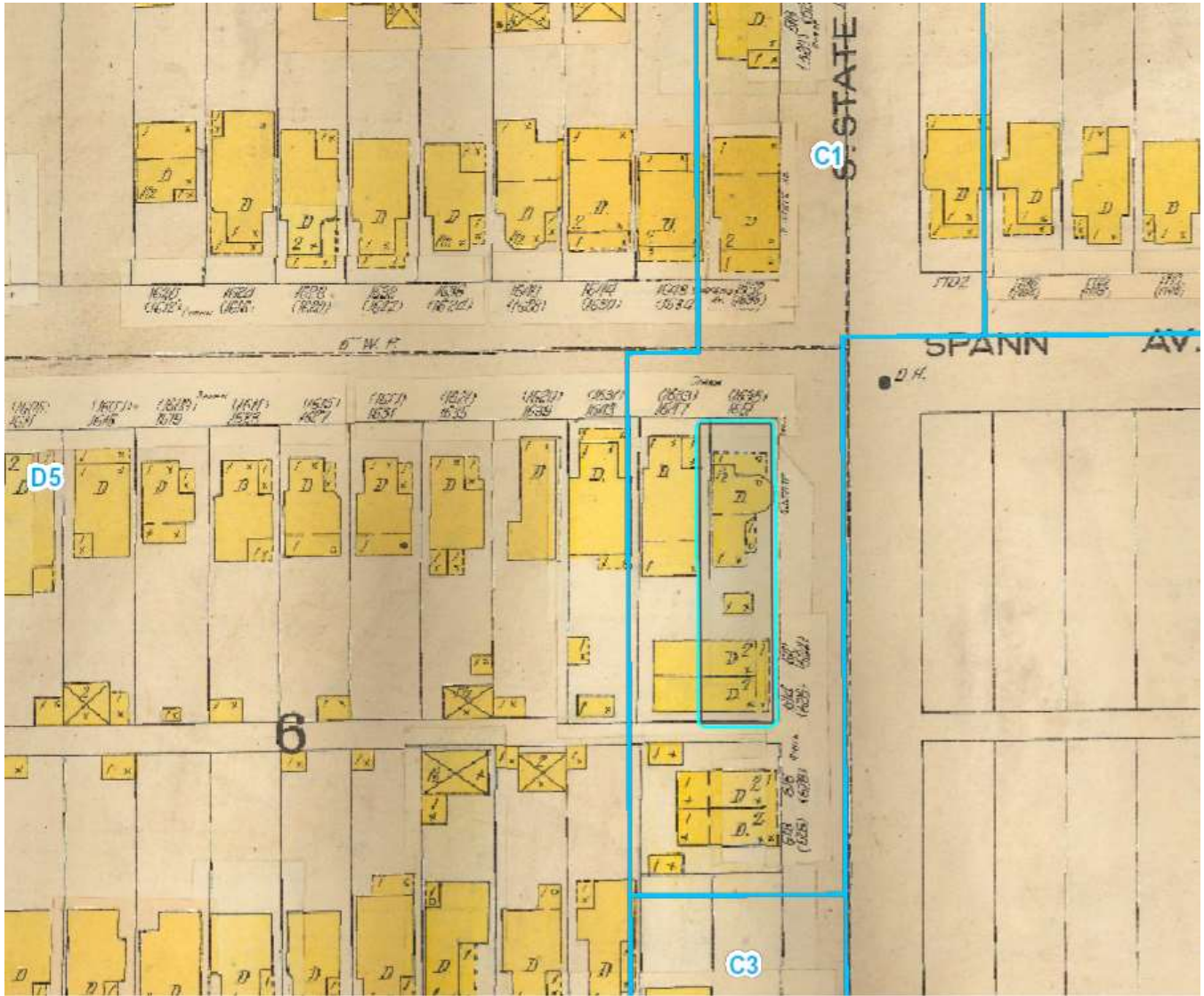


Department of Metropolitan Development
Division of Planning
Current Planning

86-Z-59; 140 East Banta Road (east of site), Rezoning of 20.0 acres, being in the A-2 district, to the D-3 classification to provide for single-family residential development by platting, **approved**.

EXHIBITS





1898 Sanborn Map



Photo of the subject site.



Photo of the subject site looking south.



Photo of the subject site looking north from the alley.



Photo of the commercial property south of the site.



Photo of the school east of the site.



Photo of the single-family dwellings west of the site.



Photo of the single-family dwellings north of the site.