



**METROPOLITAN DEVELOPMENT COMMISSION  
HEARING EXAMINER**

**April 10, 2025**

**Case Number:** 2025-ZON-026  
**Property Address:** 2932 Central Avenue (Approximate Address)  
**Location:** Center Township, Council District #12  
**Petitioner:** College Flats, LLC, by Misha Rabinowitch  
**Current Zoning:** Enter Current Zoning District  
**Request:** Rezoning of 0.154-acre from the C-1 district to the D-8 district to provide for a row house.  
**Current Land Use:** Undeveloped  
**Staff Recommendations:** Approval with a commitment.  
**Staff Reviewer:** Marleny Iraheta, Senior Planner

**PETITION HISTORY**

This is the first public hearing for this petition.

**STAFF RECOMMENDATION**

Staff **recommends approval** of the rezoning subject to the following commitments being reduced to writing on the Commission's Exhibit "B" forms at least three days prior to the MDC hearing:

1. A 39-foot half right-of-way shall be dedicated along the frontage of Central Avenue, as per the request of the Department of Public Works (DPW), Engineering Division. Additional easements shall not be granted to third parties within the area to be dedicated as public right-of-way prior to the acceptance of all grants of right-of-way by the DPW. The right-of-way shall be granted within 60 days of approval and prior to the issuance of an Improvement Location Permit (ILP).

**PETITION OVERVIEW**

**LAND USE**

The 0.154-acre subject site is an undeveloped commercially zoned lot. It is bordered to the south by a utility substation, zoned C-1, single-family dwellings to the west and north, zoned D-5, and undeveloped property to the east, zoned MU-2.



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

## **REZONING**

The request would rezone the property from the C-1 district to the D-8 district for the development of a row house that would not be permitted in the current commercial 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-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 Book.

## **DEPARTMENT OF PUBLIC WORKS**

The Department of Public Works, Traffic Engineering Section, has requested the dedication and conveyance of a 39-foot half right-of-way along Central Avenue. This dedication would also be consistent with the Marion County Thoroughfare Plan.

## **STAFF ANALYSIS**

The property is located midblock with the predominant development in the area being residential uses.

The proposed row house would align with the eight to fifteen residential units per acre development recommendation of the Mapleton-Fall Creek Neighborhood Land Use Plan (2013).

Because Central Avenue is a heavily trafficked throughfare with a mix of zoning districts along this corridor, the D-8 district proposed for residential development would not be out of line with the surrounding zoning districts or residential development pattern along this street.

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

## GENERAL INFORMATION

<b>Existing Zoning</b>	C-1	
<b>Existing Land Use</b>	Undeveloped	
<b>Comprehensive Plan</b>	8 to 15 Residential Units per Acre	
<b>Surrounding Context</b>	<b><u>Zoning</u></b>	<b><u>Land Use</u></b>
North:	D-5	Residential (Single-family dwelling)
South:	C-1	Utility Substation
East:	MU-2	Undeveloped
West:	D-5	Residential (Single-family dwelling)
<b>Thoroughfare Plan</b>		
Central Avenue	Primary Arterial Street	78-foot proposed right-of-way and 60-foot existing right-of-way.
<b>Context Area</b>	Compact	
<b>Floodway / Floodway Fringe</b>	No	
<b>Overlay</b>	Yes	
<b>Wellfield Protection Area</b>	No	
<b>Site Plan</b>	March 11, 2025	
<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

- Mapleton-Fall Creek Neighborhood Land Use Plan (2013)
- Red Line Transit-Oriented Development Strategic Plan (2021)
- Infill Housing Guidelines (2021)

### Pattern Book / Land Use Plan

- Not Applicable to the Site. Please see Mapleton-Fall Creek Neighborhood Land Use Plan (2013) below.

### Red Line / Blue Line / Purple Line TOD Strategic Plan

- The subject site falls within the Red Line Transit-Oriented Development Strategic Plan (2021) but does not fall within the Transit Oriented Development Secondary District.
- The site would be within ½ mile of the 30<sup>th</sup> Street and Meridian Street transit station, which is classified as a district center typology.
- Development around this station should be a dense mixed-use hub for multiple neighborhoods with tall buildings, minimum of three stories at core with no front or side setbacks, multi-family housing with a minimum of 5 units, and structured parking only with active first floor.

### Neighborhood / Area Specific Plan

- The site falls within the Mapleton-Fall Creek Neighborhood Land Use Plan (2013)
- The plan recommends residential development greater than 8.00 and equal to or less than 15.00 units per acre. This density is typically the highest density serviceable in suburban areas. In suburban areas it would typically be a multi-family (apartment or condominium) category. In urban areas, this is the highest density single-family residential category and a common multi-family category. Development at this density is appropriate for all types of mass transit corridors.

### Infill Housing Guidelines

- The Infill Housing Guidelines (2021) would be applicable to the site.
- **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)

- Not Applicable to the Site.

## ZONING HISTORY

### Zoning History - Vicinity

**2019-ZON-019; 2916 Central Avenue** (south of site), Rezoning of 0.12 acre from the C-1 District to the D-5 classification, **approved**.

**2015-CZN-838; 510 East Fall Creek Parkway, North Drive; 2819-2957 (odd) North Central Avenue; 2802-2810 and 2826-2844 (even) Ruckle Street; 512 and 518 East 28th Street; 507 and 508 East 29th Street** (southeast of site), Rezoning of 0.79 acre from the C-1 and C-4 districts to the MU-2 (formerly C-3C) district to provide for commercial and residential development, **approved**.

**2015-ZON-014; 2636 Central Avenue** (north of site), Rezoning of 0.12 acre, from the C-1 District, to the D-5 classification to provide for single-family residential development, **approved**.

**2014-CZN-826; 510 East Fall Creek Parkway, North Drive; 2819-2965 (odd) North Central Avenue; 2802-2844 (even) Ruckle Street; 512 and 518 East 28th Street; 507 and 508 East 29th Street** (east of site), Rezoning of 5.7 acres from the D-8, C-1, C-2 (FW) and C-4 districts to the C-3C (FW) and C-3C districts to provide for a three-story, 32,000-square foot mixed-use building (510), with approximately 12,000 square feet of commercial space and 16 units; two, three-story senior apartment buildings, with 48 units each, and six, 1,600-square foot (per unit) two-family dwellings, **withdrawn**.



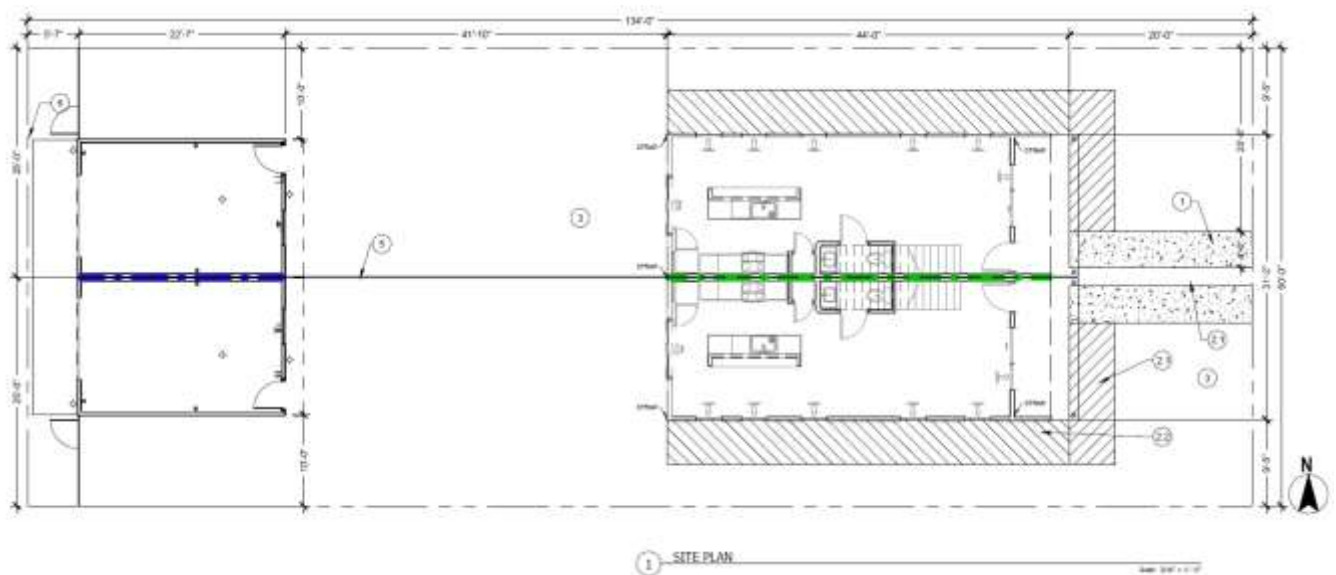






Photo of the subject site looking west.



Photo of the subject site looking east from the alley.





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



Photo of the utility substation south of the site.



Photo of the undeveloped properties east of the site