



Department of Metropolitan Development  
Division of Planning  
Current Planning

METROPOLITAN DEVELOPMENT COMMISSION  
HEARING EXAMINER

June 12, 2025

**Case Number:** 2025-ZON-050  
**Property Address:** 526 and 534 South Keystone Avenue (Approximate Addresses)  
**Location:** Center Township, Council District #18  
**Petitioner:** Miguel Villasol, by Mark and Kim Crouch  
**Current Zoning:** D-5  
**Request:** Rezoning of 0.37-acre from the D-5 district to the D-5II classification to provide for residential uses.  
**Current Land Use:** Single-family dwelling and undeveloped lot  
**Staff Recommendations:** Approval with commitments.  
**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 (3) days prior to the MDC hearing:

1. A 24-foot half right-of-way shall be dedicated along the frontage of Keystone 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).
2. A 24-foot half right-of-way shall be dedicated along the frontage of Spann 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 0.37-acre subject site is comprised of two (2) parcels located in the Christian Park neighborhood. The site is surrounded by single-family dwellings west, east, and south of the site, zoned D-5, and a commercial property to the north split zoned D-5 and C-3.

### **REZONING**

The grant of the request would rezone the site from the D-5 district to the D-5II district to provide for residential uses. Per the conceptual site plan, it appears that rowhouses would be proposed.

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 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.

### **DEPARTMENT OF PUBLIC WORKS**

The Department of Public Works, Traffic Engineering Section, has requested the dedication and conveyance of a 24-foot half right-of-way along Keystone Avenue and 24-foot half right-of-way along Span Avenue. This dedication would also be consistent with the Marion County Thoroughfare Plan.

### **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 a 1915 Sanborn Map. The dwelling district would also align with the Traditional Neighborhood recommendation of the Comprehensive Plan that contemplates a variety of housing types.

The petitioner was notified that the conceptual site plan, if pursued, would require a side setback variance for the corner lot. Further review of the site plan indicated that the front setback range of 10 to 19.9 feet would need to be met as well. All development of the site would need to meet TABLE 742.103.03 and TABLE 744-701-2 for Terrace Frontage design standards. Staff would not recommend approval of variances from the Design Standards.

## GENERAL INFORMATION

<b>Existing Zoning</b>	D-5	
<b>Existing Land Use</b>	Single-family dwelling and undeveloped lot	
<b>Comprehensive Plan</b>	Traditional Neighborhood	
<b>Surrounding Context</b>	<b><u>Zoning</u></b>	<b><u>Land Use</u></b>
North:	D-5	Commercial
South:	D-5	Residential (Single-family dwelling)
East:	D-5	Residential (Single-family dwellings)
West:	D-5	Residential (Single-family dwelling)
<b>Thoroughfare Plan</b>		
Keystone Avenue	Local Street	48-foot proposed right-of-way and 44-foot existing right-of-way.
Spann Avenue	Local Street	48-foot proposed right-of-way and 40-foot existing 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>	May 5, 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

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

### Pattern Book / Land Use Plan

- The Comprehensive Plan recommends Traditional Neighborhood development of the 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 dwelling 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)

- Not Applicable to the Site.



## ZONING HISTORY

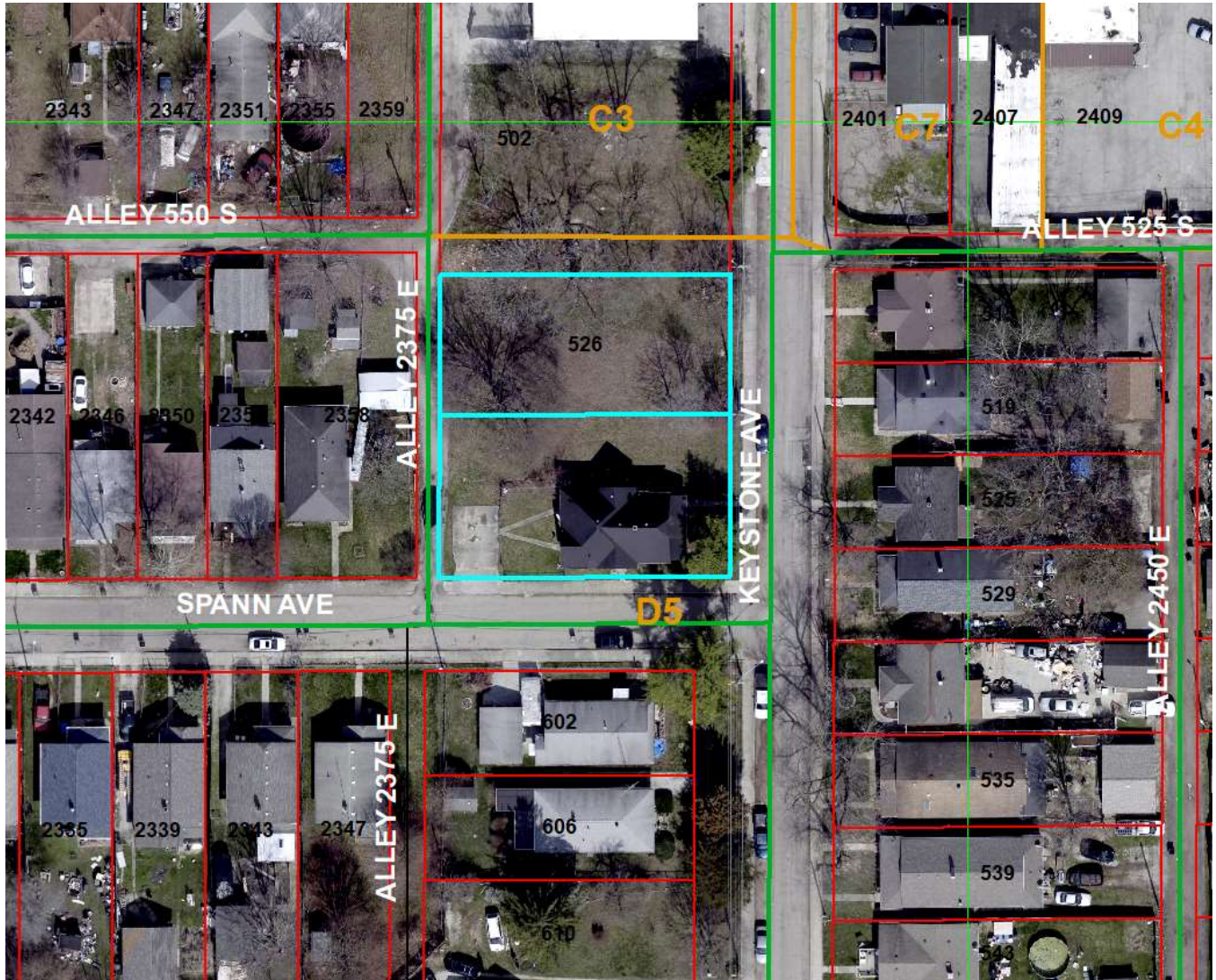
### Zoning History – Vicinity

**2024-ZON-037; 2362 English Avenue** (north of the site), Rezoning of 0.112-acre from the C-3 district to the D-5II district to provide for residential uses, **approved**.

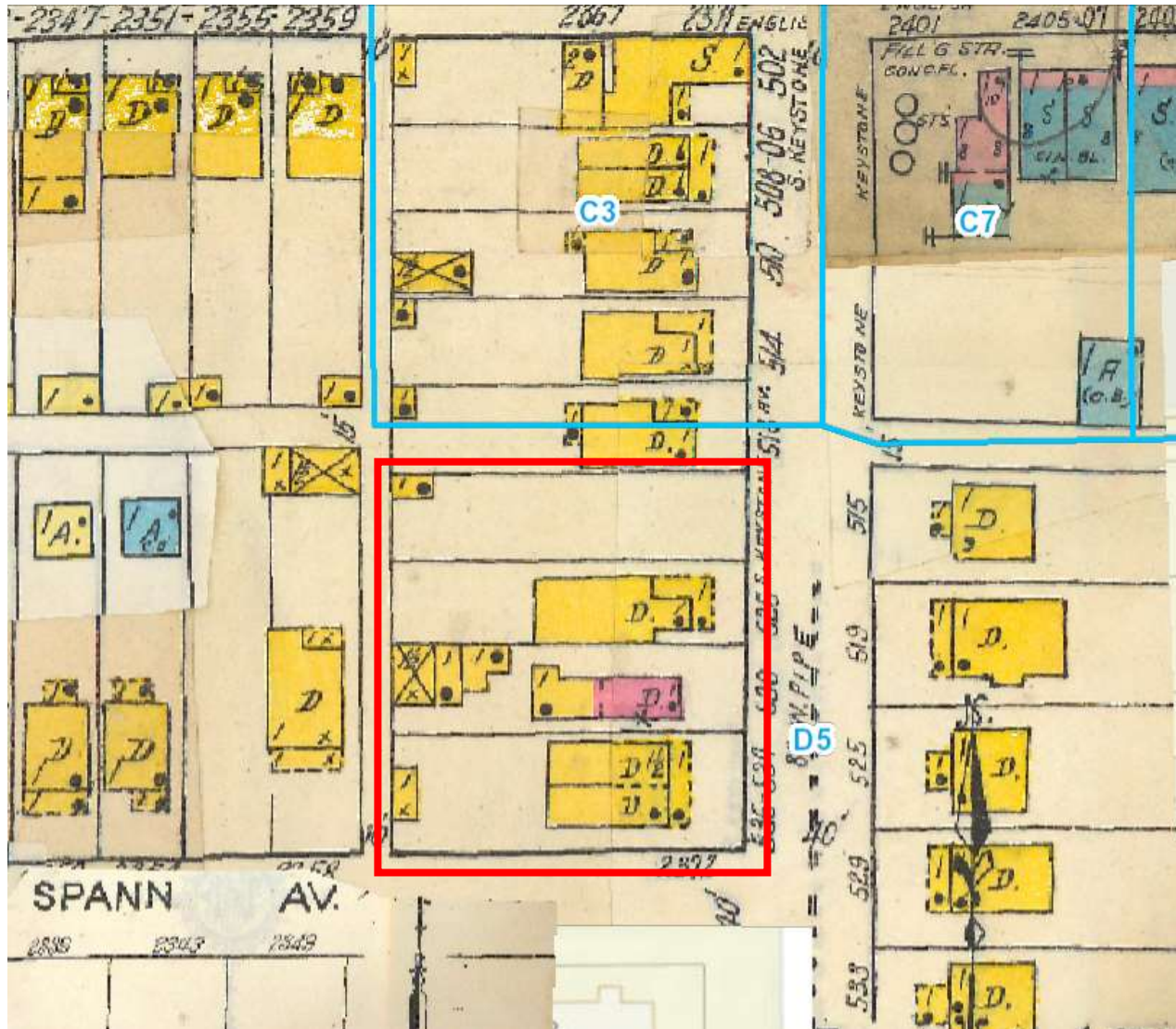
**95-Z-157; 2409 and 2411 English Avenue** (northeast of the site), Rezoning of 0.6 acre, being in the C-7 District, to the C-4 classification to conform existing commercial uses, **approved**.



EXHIBITS









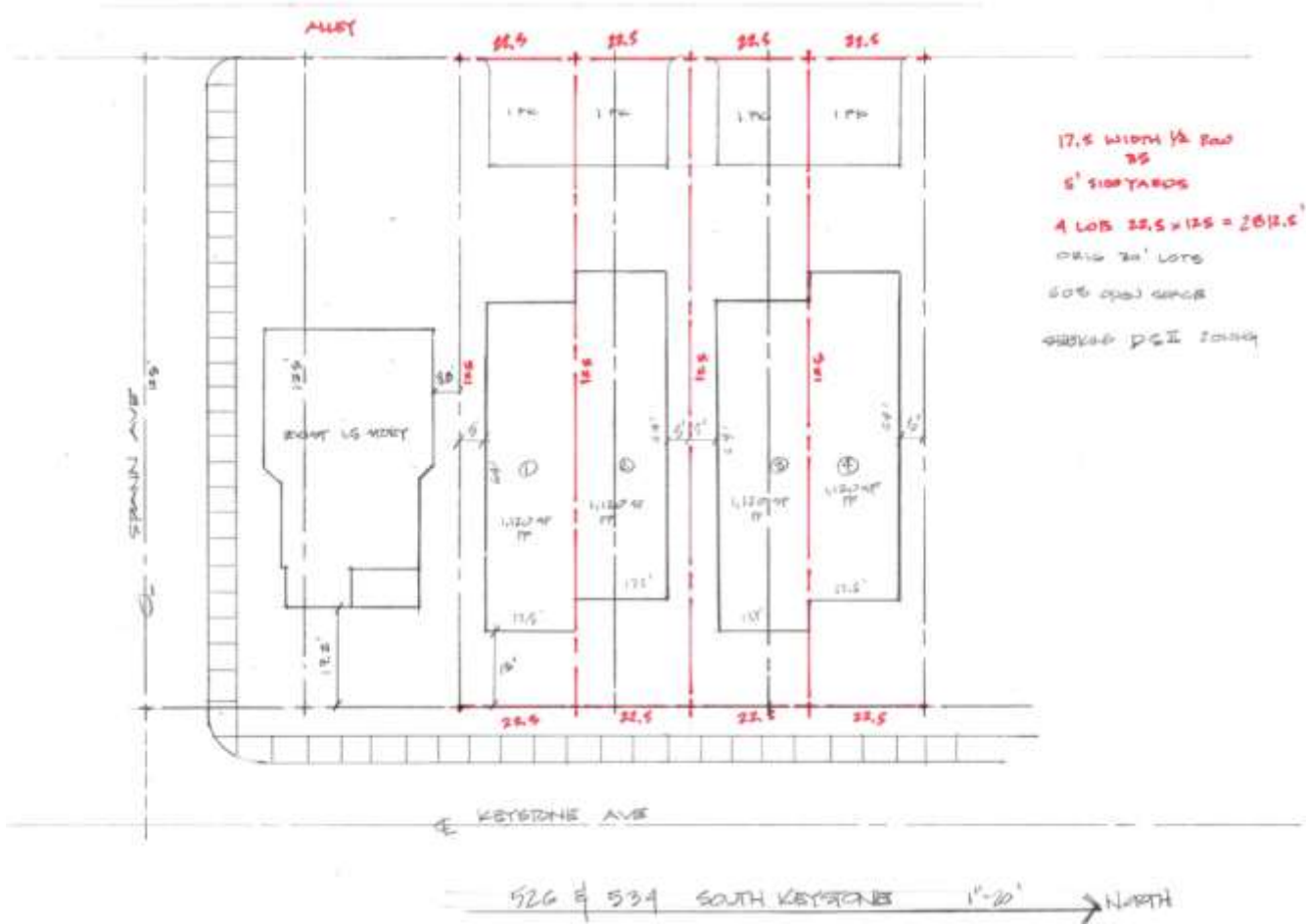




Photo of the subject site at 534 South Keystone Avenue.



Photo of the subject site at 526 South Keystone Avenue.





Portion of the commercial property north of the subject site.



The remainder of the commercial property north with a commercial building.





Single-family dwellings east of the site.



Photo of single-family dwellings south of the site.





Single-family dwelling west of the site.



Photo of the rear yard of the two subject sites looking northeast along the rear alley.