

STAFF REPORT

Department of Metropolitan Development Division of Planning Current Planning Section

Case Number: 2023-ZON-082
Address: 1102 and 1138 Roosevelt Avenue (Approximate Addresses)
Location: Center Township, Council District #17
Petitioner: Roosevelt Landsite, LLC, by Russell L. Brown
Request: Rezoning of 6.60 acres from the I-4 district to the C-S district to provide for a mixed-use development including multi-family dwellings, neighborhood retail uses and a parking garage.

This petition was continued from the September 14, 2023 hearing, to the September 28, 2023 hearing, and to the October 12, 2023 hearing, at the request of staff to provide time for further discussions with the petitioner's representative.

RECOMMENDATIONS

Staff **recommends approval** of this request.

The commitments below relate to infrastructure improvements requested by the Department of Public Works but there are ongoing discussions between the petitioner and their representative with the Department of Public Works. Consequently, the commitments will likely be amended and finalized prior to the hearing.

1. The site and improved areas within the site shall be maintained in a reasonably neat and orderly manner during and after development of the site with appropriate areas and containers / receptables provided for the proper disposal of trash and other waste.
2. The following infrastructure improvements requested by the Department of Public Works (DPW) shall be constructed to DPW standards and subject to DPW technical review.
 - a. Commerce Avenue and Roosevelt Avenue – The following intersection improvements shall be completed prior to occupancy of new residential units:
 - Install traffic control signal, including pedestrian signal components and pavement markings.
 - Restripe pavement to provide a NB left-turn lane on Commerce Avenue to WB Roosevelt Avenue, without roadway widening.
 - Coordinate improvements with DPW Project GT-25-003 / Gretchen Zortman for potential overlap in scope/schedule.
 - b. 10th Street and Lewis Street – The following intersection improvements shall be completed prior to occupancy of new residential units:
 - Install EB left-turn lane on 10th Street to NB Lewis Street, including median modification to allow the EB left-turn lane to cross over and abut the WB travel lane.
 - Provide one EB thru lane, one WB thru lane, one EB left-turn lane at Lewis Street, one WB left-turn lane at Bellefontaine Street by utilizing pavement markings and curb modifications between Bellefontaine Street and Massachusetts Avenue. Excess pavement may be converted into on-street parking or turn lanes.

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- c. 16th Street and Lewis Street - The following intersection improvements; shall be completed prior to occupancy of new residential units, including:
 - Coordinate with DPW corridor study SY-25-090/Gretchen Zortman.
 - Restrict the intersection to not allow NB left turns from Lewis Street to WB 16th Street by utilizing curbs and/or bollards and signs/markings.
- d. Lewis Street
 - Any remaining portions of Lewis Street to complete a 50-foot ROW of Lewis Street from 10th Street to 13th Street shall be dedicated prior to the issuance of an Improvement Location Permit (ILP).
 - Lewis Street from 10th Street to 13th Street, shall be reconstructed in accordance with DPW Local Street Standards prior to occupancy of new residential units.
- e. Roosevelt Avenue
 - Vacate or dedicate sections of Roosevelt Avenue to provide for a 50-foot ROW between public street intersections and eliminate any dead ends of remaining right-of-way, prior to the issuance of an ILP.
 - i. If dedicated, prior to occupancy of new residential units: rehabilitate Roosevelt Avenue formerly private section to meet DPW Local Street standards.
 - ii. If vacated, designs to be included in the ILP submittal: repair roadway as needed to serve development's needs.
- f. Monon Trail
 - Connections to the Monon Trail shall be prohibited unless reviewed and approved by the Department of Public Works, Greenways Section or its equivalent agency in accordance with the terms set forth by Hoosier Heritage Port Authority.

SUMMARY OF ISSUES

The following issues were considered in formulating the recommendation:

LAND USE

- ◇ This 6.60-acre site, zoned I-4, is comprised of two parcels developed with industrial buildings and an associated parking lot. It is surrounded by industrial uses to the north, zoned I-3 and I-4; industrial uses to the south, across Roosevelt Avenue, zoned I-4; industrial uses to the east, zoned I-4; and undeveloped land to the west, zoned I-4.

REZONING

- ◇ This request would rezone the site from the I-4 District to the C-S classification. "The C-S District is designed to permit, within a single zoning district, multi-use commercial complexes or land use combinations of commercial and noncommercial uses, or single-use commercial projects. The primary objective of this district is to encourage development which achieves a high degree of excellence in planning, design or function, and can be intermixed, grouped or otherwise uniquely located with maximum cohesiveness and compatibility. The district provides flexibility and procedural economy by permitting the broadest range of land use choices within a single district, while maintaining adequate land use controls. The C-S District can include high-rise or low-rise developments, can be applied to large or small land areas appropriately located throughout the metropolitan area, and can be useful in areas of urban renewal or redevelopment."

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- ◇ 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.”
- ◇ The Pattern Book lays out a land use classification system that guides the orderly development of the county, protects the character of neighborhoods, and serves as a policy guide for development or redevelopment of a site.
- ◇ The following elements of the Pattern Book apply to this site:

Conditions for All Land Use Types

- 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

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 cultural amenity that is available at no cost to the user.
- 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.

Multifamily Housing (defined multifamily housing single or multiple buildings each with five or more legally complete dwelling units in a development of more than two acres and at a height greater than 40 feet).

- Should be located along an arterial or collector street.
- Mixed-Use structures are preferred.
- Parking should be either behind or interior to the development.

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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

Environmental Public Nuisances

- ◇ The purpose of the Revised Code of the Consolidated City and County, Sec.575 (Environmental Public Nuisances) is to protect public safety, health and welfare and enhance the environment for the people of the city by making it unlawful for property owners and occupants to allow an environmental public nuisance to exist.
- ◇ All owners, occupants, or other persons in control of any private property within the city shall be required to keep the private property free from environmental nuisances.
- ◇ Environmental public nuisance means:
 1. Vegetation on private or governmental property that is abandoned, neglected, disregarded or not cut, mown, or otherwise removed and that has attained a height of twelve (12) inches or more;
 2. Vegetation, trees or woody growth on private property that, due to its proximity to any governmental property, right-of-way or easement, interferes with the public safety or lawful use of the governmental property, right-of-way or easement or that has been allowed to become a health or safety hazard;
 3. A drainage or stormwater management facility as defined in Chapter 561 of this Code on private or governmental property, which facility has not been maintained as required by that chapter; or
 4. Property that has accumulated litter or waste products, unless specifically authorized under existing laws and regulations, or that has otherwise been allowed to become a health or safety hazard.
- ◇ Staff would request a commitment that emphasizes the importance of maintaining the site in a neat and orderly manner at all times and provide containers and receptacles for proper disposal of trash and other waste.

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Traffic Impact Study

- ◇ The parameter used to evaluate traffic operation conditions is referred to as the level-of-service (LOS). There are six LOS (A through F) categories, which relate to driving conditions from best to worst, respectively. LOS directly relates to driver discomfort, frustration, fuel consumption and lost travel time. Traffic operating conditions at intersections are considered to be acceptable if found to operate at LOS D or better.
- ◇ Capacity analysis occurs for three different scenarios:
 - Scenario One - Year 2023 Existing Traffic – This analysis scenario was based on existing (2022) traffic volumes and used to determine operating Level of Service (LOS) of current roadway geometrics
 - Scenario Two - Year 2023 Projected Traffic – This analysis scenario added the estimated traffic generated by the proposed development to the 2022 existing traffic volumes.
 - Scenario Three - Year 2023 Projected Traffic with full access at Lewis Street – This analysis scenario redistributed the existing traffic and the estimated traffic generated by the proposed development to determine the impact of a full access intersection at Lewis Street & 10th Street.
- ◇ Recommendations:
 - Access drives associated with the proposed North Mass development should comply with the City of Indianapolis's construction standards.
 - The intersection of Commerce Avenue & Roosevelt Avenue & Ludlow Avenue has at least one movement operating at an unacceptable LOS with existing traffic. With the addition of Phase 1 development traffic, this location meets the Peak Hour Signal Warrant. It is recommended that this location be considered for a signal upon the completion of Phase 1 of the North Mass development.
 - Due to the proximity to the signal at Commerce Avenue & Massachusetts Avenue, these two signals would require coordination to maximize the efficiency of both signals.
 - If the below access change at Lewis Street & 10th Street is implemented, this intersection is anticipated to still meet the Peak Hour Signal Warrant with the full development buildout traffic.
 - If it is desired to provide full access for Lewis Street at 10th Street, a preliminary intersection layout should be designed to verify the reconstruction is feasible before proceeding further, due to the existing railroad bridge pier in the median immediately adjacent to the intersection.
 - If full access is provided for Lewis Street at 10th Street, the intersection should be signalized and coordinated with the adjacent intersection of 10th Street & Massachusetts Avenue / Dorman Street. If possible, the two intersections should function as one with one signal controller.
 - Providing full access at this location allows for traffic from the south to access the development without crossing at-grade railroad tracks.

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- The proposed modified Lewis access scenario that includes a Left-In Right-Out at the intersections of both 10th Street & Lewis Street and 16th Street & Lewis Street and a signal at the intersection of Commerce Avenue & Roosevelt Avenue provides improved access for the site while maintaining acceptable operations.
 - This scenario requires the addition of only one signal and less roadway / intersection reconstruction than the full access option above.
 - As stated above, due to the proximity to the signal at Commerce Avenue & Massachusetts Avenue, these two signals will require coordination to maximize the efficiency of both signals.

Department of Public Works

- ◇ After review of the TIS, the following commitments have been requested from the Department of Public Works (DPW), in lieu of the proposed TIS recommendations above related to infrastructure improvements.

All improvements are to be constructed to DPW standards and subject to DPW technical review.

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 - b. Restripe pavement to provide a NB left-turn lane on Commerce Avenue to WB Roosevelt Avenue, without roadway widening.
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 - a. Coordinate with DPW corridor study SY-25-090/Gretchen Zortman.
 - b. Restrict the intersection to not allow NB left turns from Lewis Street to WB 16th Street by utilizing curbs and/or bollards and signs/markings.
4. Lewis Street
 - a. Any remaining portions of Lewis Street to complete a 50-foot ROW of Lewis Street from 10th Street to 13th Street shall be dedicated prior to the issuance of an Improvement Location Permit (ILP).
 - b. Lewis Street from 10th Street to 13th Street, shall be reconstructed in accordance with DPW Local Street Standards prior to occupancy of new residential units.

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5. Roosevelt Avenue

- a. Vacate or dedicate sections of Roosevelt Avenue to provide for a 50-foot ROW between public street intersections and eliminate any dead ends of remaining right-of-way, prior to the issuance of an ILP.
 - i. If dedicated, prior to occupancy of new residential units: rehabilitate Roosevelt Avenue formerly private section to meet DPW Local Street standards.
 - ii. If vacated, designs to be included in the ILP submittal: repair roadway as needed to serve development's needs.

6. Monon Trail

- a. Connections to the Monon Trail shall be prohibited unless reviewed and approved by the Department of Public Works, Greenways Section or its equivalent agency in accordance with the terms set forth by Hoosier Heritage Port Authority.

C-S Statement

- ◇ The C-S Statement, file-dated August 10, 2023, describes the mixed-use development that would consist of approximately 298 multi-family units within a four-story structure that would include up to 10 three-story townhomes. Approximately 7,000 square feet of neighborhood retail would be located on the first floor.
- ◇ A four-story, plus a deck, parking garage would provide approximately 600 parking spaces that would serve this proposed development as well as other redevelopment projects in the area.
- ◇ The C-S Statement indicates that the overall structure of the development would have a roof height of approximately 55 feet, with some roof portions being as high as 65 feet above grade.
- ◇ The conceptual site plan and elevations would require Administrator Approval of final documents. Additionally, a final landscape plan that would include the Green Factor and a photometric plan would need to be submitted for Administrator Approval.

Site Plan

- ◇ The site plan, file-dated August 10, 2023, provides for multi-family development along Lewis Street and Roosevelt Avenue, with approximately 7,000 square feet of retail proposed along the Roosevelt Avenue frontage.
- ◇ The parking garage would be located at the northeast portion of the site, with the entrance and exit located on East 13th Street.
- ◇ Three courtyards / amenity spaces would be provided that would include a pool area, dog park, club house, and a sculptural park.

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Planning Analysis

- ◇ The request would be consistent with the Comprehensive Plan recommendation of village mixed-use typology and supportive of redevelopment activities in the immediate area. Staff, therefore, recommends approval of the rezoning request.
- ◇ Staff would note this request would be a return to the historical residential uses in the area, albeit a denser residential use to respond to the current needs of the community and surrounding land uses.
- ◇ Staff, however, is concerned with the amount of parking and the lack of detail regarding the proposed shared parking arrangement. Based on conceptual documents and the required parking, in accordance with the Ordinance, a minimum for 271 parking spaces would be appropriate for this proposed development. The remaining 329 parking spaces seems excessive without more information and details.
- ◇ Staff is also concerned with the architectural character of the parking garage because of proposed mass of the structure and visibility from the Interstate 70. Additionally, no information or details have been provided regarding the design of the parking garage and the proposed exterior materials. Staff believes that masonry should be considered as the primary exterior material, but the City Architect would have final approval of the elevations, including exterior materials.

GENERAL INFORMATION

EXISTING ZONING AND LAND USE

I-3 Industrial uses

SURROUNDING ZONING AND LAND USE

North -	I-3 / I-4	Industrial uses
South -	I-4	Industrial uses
East -	I-4	Industrial uses
West -	I-4	Undeveloped land

COMPREHENSIVE PLAN

The Comprehensive Land Use Plan for Indianapolis and Marion County (2018) recommends village mixed-use typology.
Marion County Land Use Pattern Book (2019).
Infill Housing Guidelines (2021)

THOROUGHFARE PLAN

This portion of Roosevelt Avenue is designated in the Marion County Thoroughfare Plan as a private street, with an existing 60-foot right-of-way.
This portion of East 13th Street is designated in the Marion County Thoroughfare Plan as a local street with a 60-foot existing right-of-way and a 48-foot proposed right-of-way.

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CONTEXT AREA	This site is located within the compact context area.
OVERLAY	This site is located within the unregulated 500-year floodplain.
C-S STATEMENT	File-dated August 10 2023
SITE PLAN	File-dated August 10, 2023
RENDERINGS	File-dated August 10, 2023
TRAFFIC IMPACT STUDY	File-dated May 26, 2023

ZONING HISTORY

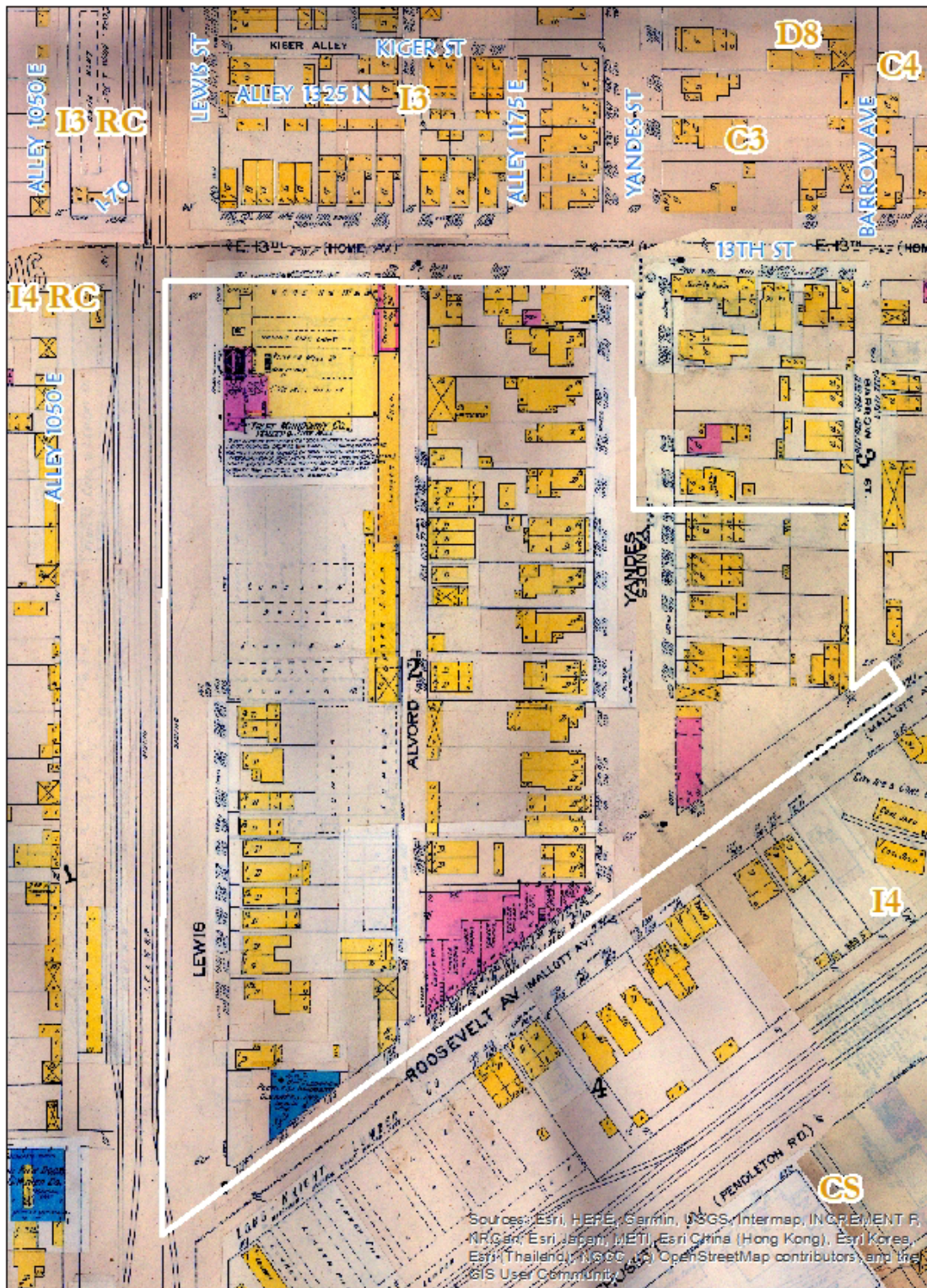
84-VAC18 (Instrument # 84-94114); requested vacation of part of Lewis Street from the north right-of-way line of vacated Roosevelt Avenue to the south right-of-way line of East 13th Street, **approved**.

81-VAC-5 (Instrument #81-26585); requested vacation of Parcel 1- Part of Roosevelt Avenue from the east right-of-way line of Lewis Street to a point 642.4 feet northeast, Parcel 2-Part of Yandes Street from the south right-of-way line of East 13th Street to the north right-of-way line of Roosevelt Avenue and Parcel 3-Part of Roosevelt Avenue from the north right-of-way line of Roosevelt Avenue extended southwesterly to the west right-of-way line of Lewis Street to a point 258 feet south, **approved**.

80-VAC-37 (Instrument #81-22400); requested vacation of the first alley east of Yandes Street (aka Barrow Street) from the north right-of-way line of Roosevelt Avenue to the south right-of-way line of 13th Street, **approved**.

kb

1898 Sanborn Map



1102 and 1138 Roosevelt Avenue



0 0.006 0.01 0.02 0.03 0.04 Miles

Connect
A mixed-use development
1102 and 1138 Roosevelt Avenue (the "Property")
CS Statement

Permitted Uses:

Connect is proposed be a transformative mixed use development which is part of a significant redevelopment of the near northside Mass Avenue corridor. Upon completion of construction, Connect will have approximately 298 multi-family units, including up to ten (10) three story brownstones facing the nearby Monon Trail incorporated into the site plan. Connect will be home to approximately 7,000 square feet of neighborhood supporting retail on Roosevelt Avenue and will have a parking garage with approximately 600 parking spaces, which is sized to support the Connect and other nearby redevelopment opportunities.

The conceptual site plan is attached to the CS Statement as Exhibit A and provides a floor-by-floor concept of the details of the development. The Connect will have three courtyard areas, inclusive of a pool area and dog park. The front entry will address Roosevelt Avenue inclusive of green space to house a statement entryway. The proposed structured parking will enter and exit on 13th Street, shifting resident parking needs away from the nearby Monon Trail and the pedestrian focused Roosevelt Avenue entrance and retail space.

Under the proposed CS zoning the uses on the Property shall include structured parking, multifamily development, neighborhood serving retail uses, including but not limited to restaurants, coffee shops and other service industry uses.

Design standards/landscaping/site plan:

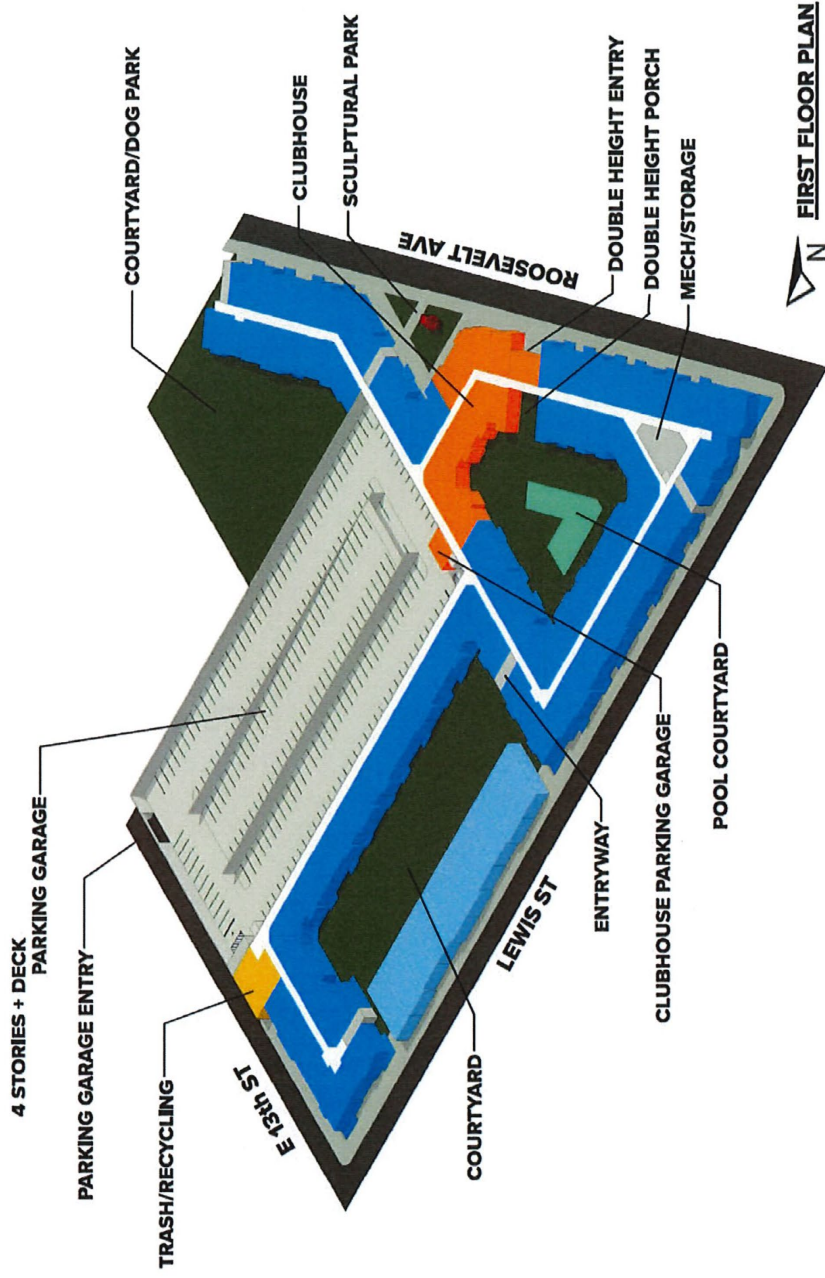
The petitioner has attached a proposed conceptual site plan for the Property. The final site plan and landscape design will be subject to administrator's review and approval.

The petitioner has provided conceptual elevations for various façades four story multi-family structure and the brownstones attached as Exhibit B to the CS statement. These are intended to show conceptual design aesthetic which will be included as part of the development of the Property. The overall structure will have a mean roof height of approximately 55' feet with some elevated roof portions being as high as 65' above grade.

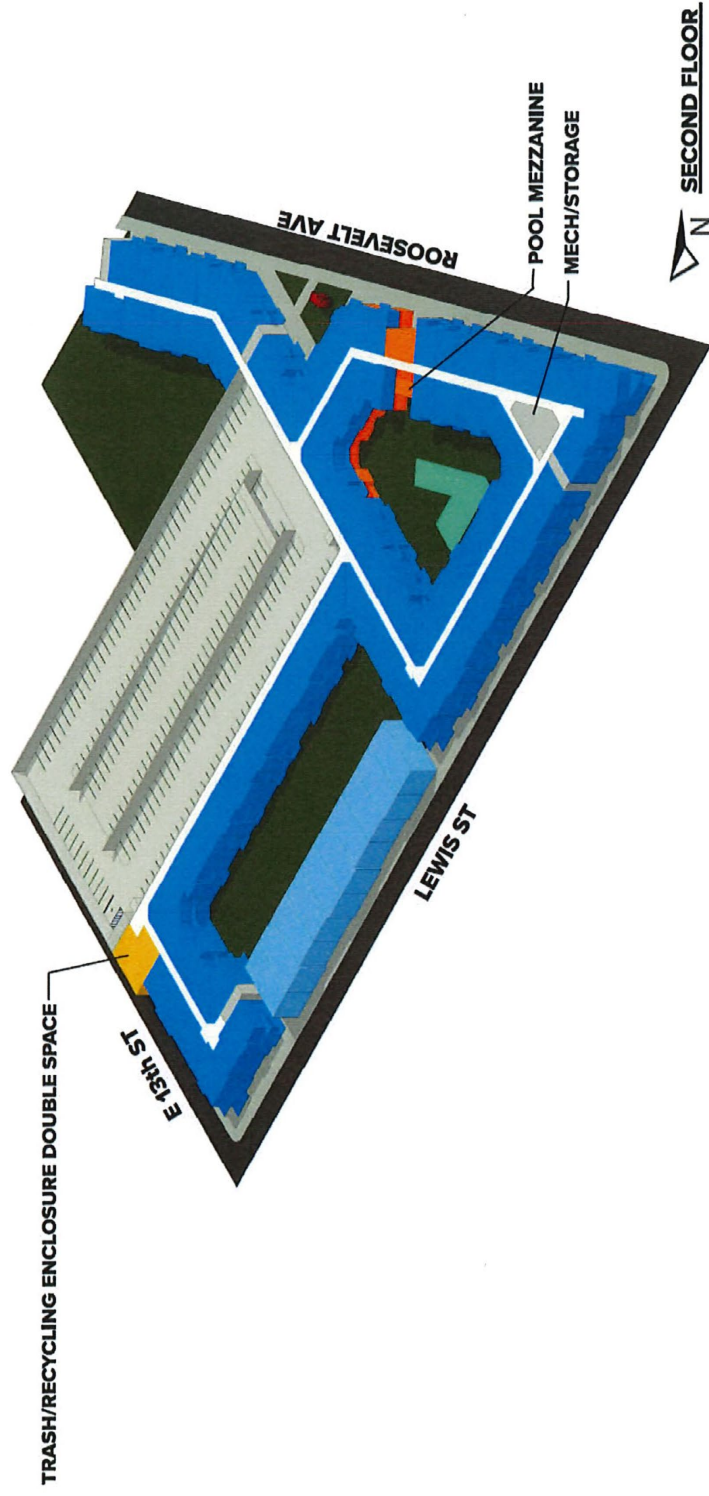
Parking:

As noted above structured parking will be developed as part of Connect. The parking structure will be four stories with deck parking, comprising approximately 600 total parking spaces. At grade parking will be provided in limited areas at the perimeter of the site.

The Plan.



The Plan.



N
SECOND FLOOR



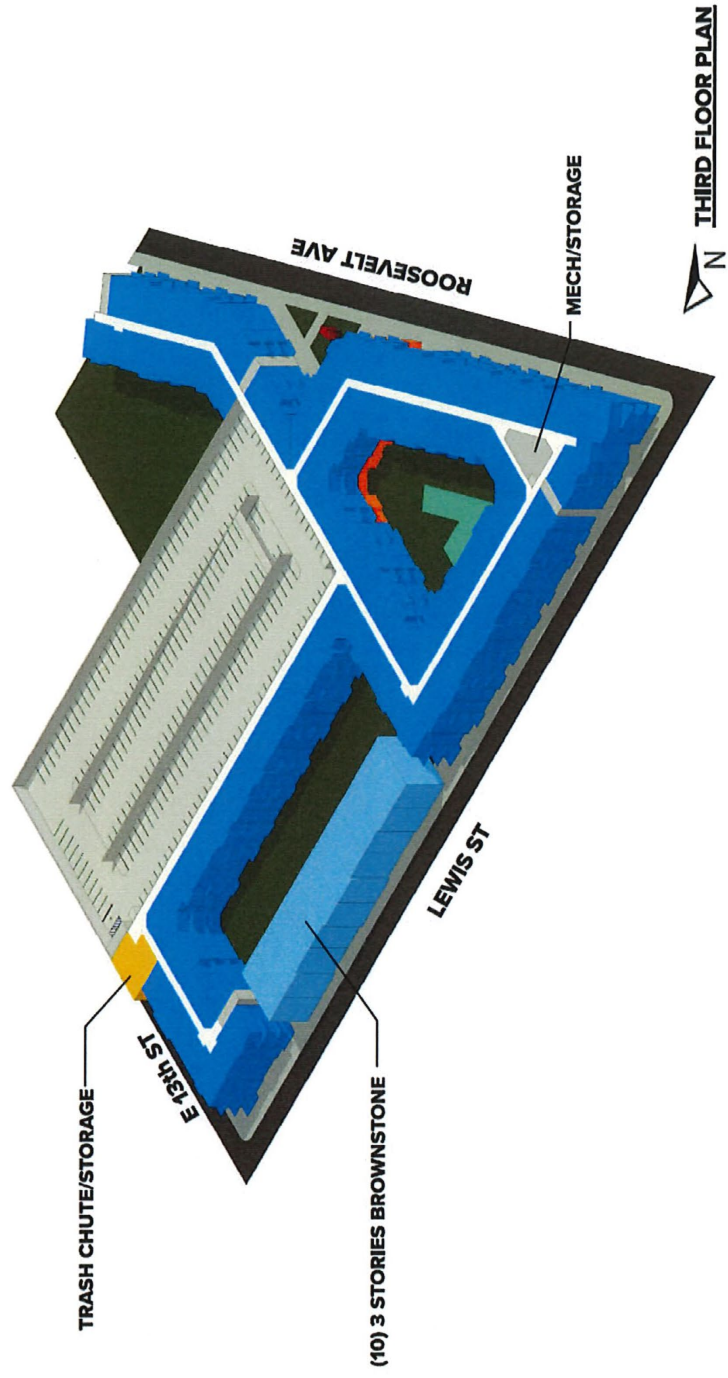
NOMA Development
SITE PLAN PRESENTATION

12
2021



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The Plan.



The Plan.

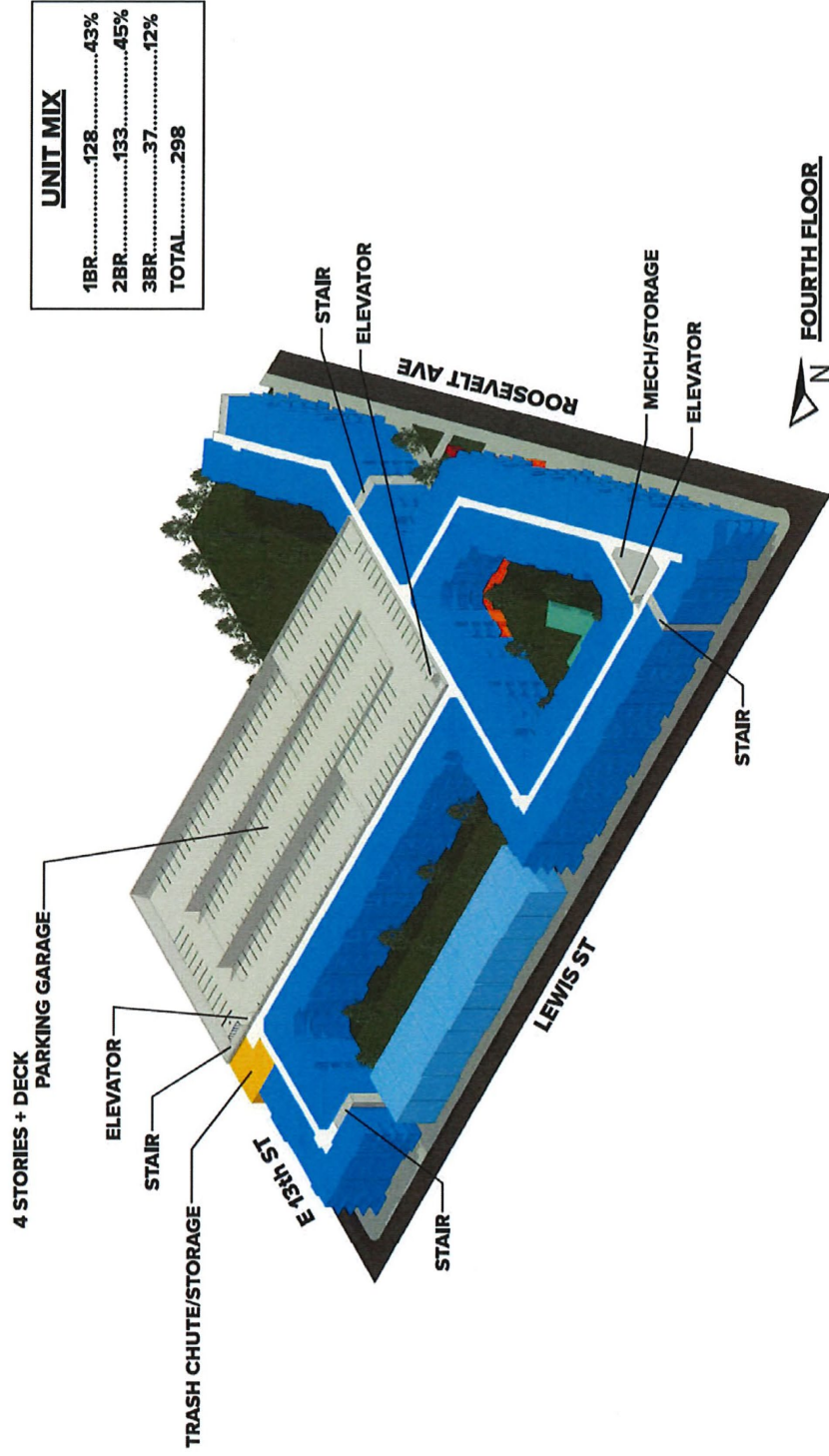


EXHIBIT B TO CONNECT CS STATEMENT

Facades Facing Roosevelt





BROWNSTONES





View looking east along Roosevelt Avenue



View looking west along Roosevelt Avenue



View looking north along Lewis Street



View looking south along Lewis Street towards East 10th Street



View looking south along Lewis Street from northern portion of the site



View looking north at northern terminus of Lewis Street



View of site looking east across Lewis Street



View of site looking southeast across Lewis Street



View of site looking north across Roosevelt Avenue



View of site looking northwest along Roosevelt Avenue



View of site looking northwest across Roosevelt Avenue



View of site looking north across Roosevelt Avenue



View looking east along East 13th Street



View looking west along East 13th Street



View of site looking south across East 13th Street



View of site looking south across East 13th Street



View of site looking south across East 13th Street



View of site looking south across East 13th Street / vacated Lewis Street



View from site looking north across East 13th Street / I-70



View looking northeast along East 13th Street / I-70



View from site looking northeast across East 13th Street towards I-70



View from site looking north across East 13th Street / Yandes Avenue