

**METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER**

December 18, 2025

Case Number: 2025-CZN-853 / 2025-CPL-853

Property Address: 5023, 5047 and 5101 Madison Avenue, 1257 and 1265 East Thompson Road

Location: Perry Township, Council District #23

Petitioner: Indiana Members Credit Union, by Michael Rabinowitch

Current Zoning: C-1 (TOD) / C-5 (TOD)

Request: Rezoning of 0.22-acre from the C-1 (TOD) district to the C-5 (TOD) district to provide for an expansion of an existing used vehicle sales lot.
Approval of a Subdivision Plat, to be known as Stanton Madison Avenue and Howland Place Subdivision, dividing 11.05 acres into six lots.

Current Land Use: Commercial uses

Staff Recommendations: Approval of the rezoning request and platting requests.

Staff Reviewer: Kathleen Blackham, Senior Planner

PETITION HISTORY

This is the first hearing on these petitions.

STAFF RECOMMENDATION

Staff recommends that the Hearing Examiner approve and find that the plat, file dated November 4, 2025, complies with the standards of the Subdivision regulations, subject to the following conditions:

1. That the applicant provides a bond as required by Section 741-210, of the Consolidated Zoning and Subdivision Ordinance.
2. Subject to the Standards and Specifications of Citizens Energy Group, Sanitation Section.
3. Subject to the Standards and Specifications of the Department of Public Works, Drainage Section.
4. Subject to the Standards and Specifications of the Department of Public Works, Transportation Section.
5. That addresses and street names, as approved by the Department of Metropolitan Development, be affixed to the final plat prior to recording.
6. That the Enforcement Covenant (Section 741-701, of the Consolidated Zoning and Subdivision Ordinance) be affixed to the final plat prior to recording.
7. That the Site Distance Covenant (Section 741-702, of the Consolidated Zoning and Subdivision Ordinance) be affixed to the final plat prior to recording.

8. That the Sanitary Sewer Covenant (Section 741-704, of the Consolidated Zoning and Subdivision Ordinance) be affixed to the final plat prior to recording.
9. That the Storm Drainage Covenant (Section 741-703, of the Consolidated Zoning and Subdivision Ordinance) be affixed to the final plat prior to recording.
10. That the plat restrictions and covenants, done in accordance with the rezoning commitments, be submitted prior to recording the final plat.
11. That all the standards related to secondary plat approval listed in Sections 741-207 and 741-208 of the Consolidated Zoning and Subdivision Ordinance be met prior to recording the final plat.
12. That the plat shall be recorded within two (2) years after the date of conditional approval by the Hearing Examiner.

PETITION OVERVIEW

This 11.05-acre site, zoned C-1 (TOD) and C-5 (TOD), is developed with commercial uses. It is surrounded by commercial uses and single-family dwellings to the north, across East Thompson Road, zoned C-5 (TOD), C-3 (TOD), C-1 (TOD), and D-3 (TOD) respectively; a funeral home to the south, zoned C-3 (TOD); railroad right-of-way to the east, zoned C-1 (TOD); and commercial uses and a single-family dwelling to the west, across Madison Avenue, zoned C-3 (TOD), C-1 (TOD), and D-3 (TOD), respectively.

PLAT

Site Plan

This request would divide 11.05 acres into six lots for commercial development, specifically general commercial (C-5) and office commercial (C-1). Lot 1 would provide for the C-5 (used car lot), Lot 2 would provide for the credit union, with the remaining four lots providing for four office buildings.

There are four existing access drives along Madison Avenue. The northernmost drive would serve Lot 1, two access drives would serve Lot 2, and the fourth southernmost drive would serve the four office buildings.

Streets and Traffic

No new streets are proposed as part of this petition.

Waivers

None requested. Sidewalks exist for most of the frontage along Madison Avenue. However, an extension of the sidewalk will be required south of the southern access drive, to the south property line. See Exhibit B.

REZONING

The request would rezone a small portion of the site (0.22-acre) to the C-5 (general commercial) district to expand the existing used vehicle sales operation. "The C-5 District is designed to provide areas for those retail sales and service functions whose operations are typically characterized by automobiles, outdoor display, or sales of merchandise; by major repair of motor vehicles; by outdoor commercial amusement and recreational activities; or by activities or operations conducted in buildings or structures not completely enclosed. The types of uses found in this district tend to be outdoor functions, brightly lit, noisy, etc. Therefore, to provide a location where such uses can operate in harmony with the vicinity, the C-5 district should be located on select heavy commercial thoroughfares and should avoid locating adjacent to protected districts." See Exhibit A.

The Comprehensive Plan recommends community commercial typology for the northwest corner of the site and office commercial typology for the site for the remainder of the site.

Recommended land uses in the community commercial typology include small- and large- 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; and small-scale parks.

Recommended land uses in the commercial office typology include large-scale offices; small-scale offices, retailing, and personal or professional services; small-scale schools, places of worship, neighborhood serving institutions / infrastructure, and other places of assembly; and small-scale parks.

As proposed, the rezoning request would not be consistent with the Plan recommendation of community commercial. Community commercial typology is contemplated to be consistent with the C-3 (neighborhood commercial) or the C-4 (community-regional) zoning districts, depending upon the location and the surrounding land uses. Staff, however, supports this request because the area to be rezoned is small and contiguous to an existing C-5 district and use that would have minimal impact on surrounding land uses. Additionally, the proposed plat would prevent further expansion of the C-5 district, leaving the remainder of the site as C-1 for commercial office uses.

Overlays

This site is also located within an overlay, specifically the Transit Oriented Development (TOD). "Overlays are used in places where the land uses that are allowed in a typology need to be adjusted. They may be needed because an area is environmentally sensitive, near an airport, or because a certain type of development should be promoted. Overlays can add uses, remove uses, or modify the conditions that are applied to uses in a typology."

The Transit-Oriented Development (TOD) overlay is intended for areas within walking distance of a transit station. The purpose of this overlay is to promote pedestrian connectivity and a higher density than the surrounding area.

This site is located within the transit-oriented overlay with the nearest proposed transits stops located at the intersections of Madison Avenue and Hanna Avenue and Madison Avenue and County Line Road and beyond the ½ mile walk shed.

Modifications

The Pattern Book also provides guidance related to overlays and whether an overlay adds, modifies, or removes the recommended land uses within the base typology.

GENERAL INFORMATION

Existing Zoning	C-5 (TOD) / C-1 (TOD)	
Existing Land Use	Automobile vehicle sales / office park	
Comprehensive Plan	Community Commercial / Office Commercial	
Surrounding Context	<u>Zoning</u>	<u>Land Use</u>
North:	C-5 (TOD) / C-3 (TOD) / C-1 (TOD) / D-3 (TOD)	Commercial uses / single-family dwellings
South:	C-3 (TOD)	Funeral home
East:	C-1 (TOD)	Railroad right-of-way
West:	C-3 (TOD) / C-1 (TOD) / D-3 (TOD)	Commercial uses / single-family dwelling
Thoroughfare Plan		
Madison Avenue	Secondary Arterial	Existing 80-foot right-of-way and proposed 48-foot right-of-way.
East Thompson Road	Primary Arterial	Existing 108-foot right-of-way and proposed 112-foot right-of-way.
Context Area	Metro	
Floodway / Floodway Fringe	No	
Overlay	Yes. Transit-Oriented Development (TOD)	
Wellfield Protection Area	No	
Site Plan	November 4, 2025	
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 Community Commercial (northwest corner) and Office Commercial typologies (remainder of the site).

The Community Commercial typology provides for low-intensity commercial, and office uses that serve nearby neighborhoods. These uses are usually in freestanding buildings or small, integrated centers. Examples include small-scale shops, personal services, professional and business services, grocery stores, drug stores, restaurants, and public gathering spaces.

The Office Commercial typology provides for single and multi-tenant office buildings. It is often a buffer between higher intensity land uses and lower intensity land uses. Office commercial development can range from a small freestanding office to a major employment center. This typology is intended to facilitate establishments such as medical and dental facilities, education services, insurance, real estate, financial institutions, design firms, legal services, and hair and body care salons.

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 – Community Commercial 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.

Modified Uses within the Transit-Oriented Development (TOD) overlay would include the following:

- Development should be supportive of pedestrian activity (e.g. compact, connected to a pedestrian system, no more than one third of the frontage used for parking.) in the small- and personal or professional services and large-scale schools, places of worship, neighborhood serving institutions/infrastructure, and other places of assembly; and small-scale parks.
- Bollards or other vehicular barriers should be present in small-scale parks.

Conditions for All Land Use Types – Office Commercial 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.
- Master-planned developments in excess of 2 acres should include pedestrian amenities for passive and active recreation internal to the development.

Large-Scale Offices – Office Commercial Typology

- Pedestrian connections between buildings should be provided
- Street connections to perimeter roads should be provided

Modified Uses within the Transit-Oriented Development (TOD) overlay would include the following:

- Development should be supportive of pedestrian activity (e.g. compact, connected to a pedestrian system, no more than one third of the frontage used for parking.) in the large-scale offices and small- and large-scale offices
- Bollards or other vehicular barriers should be present in small-scale parks.

Red Line / Blue Line / Purple Line TOD Strategic Plan

The Red Line Transit-Oriented Development Strategic Plan (2021).

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

2008-ZON-012; 1223, 1229, 1243, 1251 and 1257 East Thompson Road, requested rezoning of 1.2 acres, from the D-3 district, to the C-1 classification to provide for office-buffer uses, **approved**.

2002-ZON-853 / 2002-VAR-853; 1257 East Thompson Road, requested rezoning of 3.92 acres from D-3, C-1 and C-3 to the C-2 district and a variance of development standards to provide for outdoor display and sales of automobiles, **approved and granted**.

2002-ZON-086; 5039-5059 Madison Avenue, requested rezoning of 2.0 acres from the D-3 and D-3 districts to the C-5 classification to provide for automobile sales and leasing, **withdrawn**.

93-Z-7; 1219 East Thompson Road (north of site), requested rezoning of 0.468 acre from C-3 and C-5 districts to the C-5 classification to provide for commercial uses, **approved**.

Aerial of Site

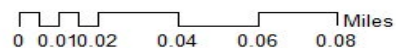
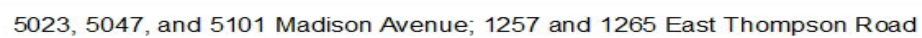


EXHIBIT A

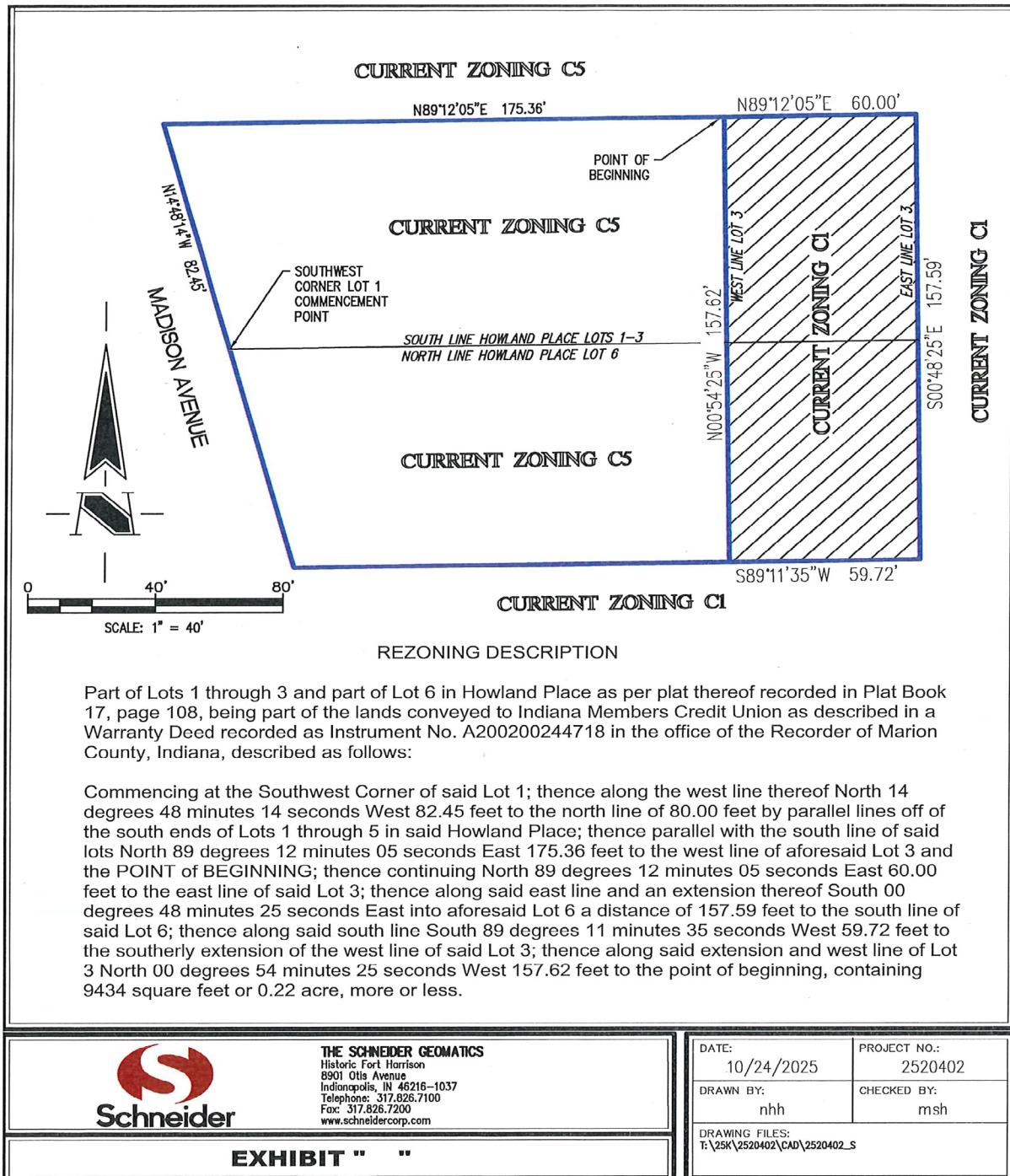
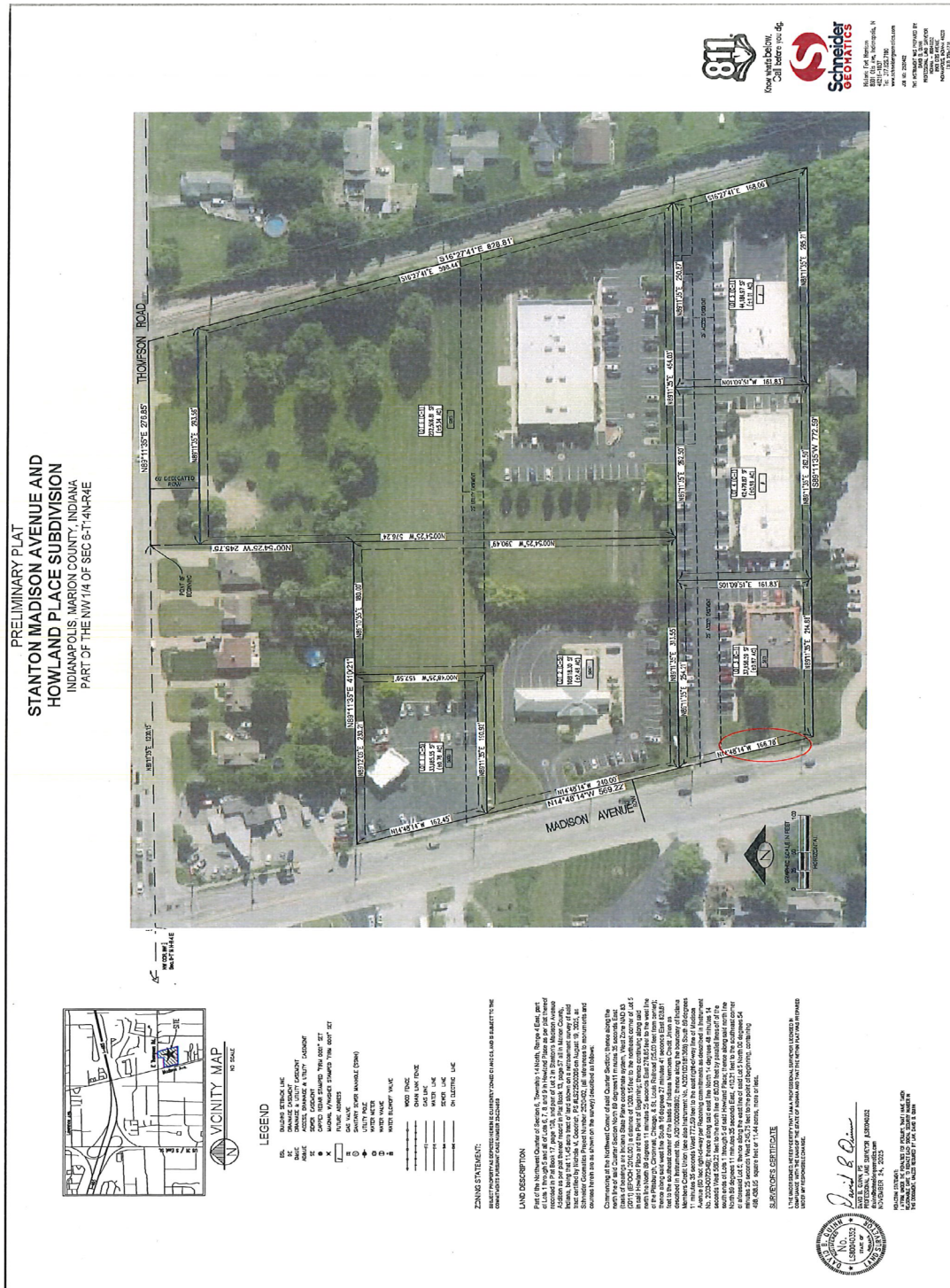


EXHIBIT B





View from site looking north



View from site looking north



View from site looking northeast



View from site looking southeast



View from site looking west along southern drive and parking lot



View from site looking south



View from site looking west



View from site looking northwest towards East Thompson Road



View from site looking north towards Thompson Road



View from site looking northeast towards East Thompson Road



View from site looking northwest



View of car lot looking northwest



View of commercial car lot looking north