

**METROPOLITAN DEVELOPMENT COMMISSION  
HEARING EXAMINER**

**December 18, 2025**

**Case Number:** 2025-ZON-131  
**Property Address:** 1255 Roosevelt Avenue  
**Location:** Center Township, Council District #13  
**Petitioner:** 1255 Roosevelt Partners, LLC, by Tyler Ochs  
**Current Zoning:** I-4 (FF)  
**Request:** Rezoning of 3.66 acres from the I-4 (FF) district to the C-S (FF) district to provide for indoor recreational uses including a pickleball facility, a bar / tavern, and all I-4 uses.  
**Current Land Use:** Vacant industrial uses  
**Staff Recommendations:** Denial.  
**Staff Reviewer:** Kathleen Blackham, Senior Planner

**PETITION HISTORY**

This the first hearing on this petition.

**STAFF RECOMMENDATION**

Denial. If approved, staff would request that approval of the request be 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:

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 / receptacles provided for the proper disposal of trash and other waste.

**PETITION OVERVIEW**

This 3.66-acre site, zoned I-4 (FF), is developed with an industrial building that is currently vacant. It is surrounded by vacant land to the north, across Roosevelt Avenue, zoned C-3; a railroad and Massachusetts Avenue rights-of-way to the south, zoned I-4 (FF) and C-S (FF); mixed-uses to the east, zoned C-S; and industrial uses to the west, zoned I-4 (FF).

## **REZONING**

The request would rezone the site to the C-S (Special Commercial) district to provide for indoor recreational uses, a bar / tavern and I-4 uses. "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."

The Comprehensive Plan recommends village mixed-use typology for the site.

Recommended land uses in this typology include detached housing / attached housing / small-scale multi-family housing / large-scale multi-family housing; assisted living facilities / nursing home; group homes; bed and breakfast; small- 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; artisan manufacturing and food production; structured parking; and community farms / gardens.

### **C-S Statement**

The C-S Statement file-dated November 17, 2025, briefly describes the current conditions and zoning.

The Statement also lists the following permitted uses: all permitted uses in the I-4 district, indoor recreation and entertainment, bar / tavern, and all accessory uses permitted in the I-4 district.

### **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.

### Planning Analysis

The request would not be consistent with the Plan recommendation of village mixed-use. The proposed pickleball facility could potentially be a recommended land use related to large-scale “place of assembly,” if appropriately designed and integrated to the surrounding land uses, but the heavy industrial uses (I-4) that accompanies this request would be wholly unacceptable uses in this typology.

Admittedly, the site is currently zoned I-4 but recent redevelopment in the area has been eliminating industrial uses and providing development more consistent with the village-mixed use typology that supports pedestrian activities and pedestrian-scaled buildings and amenities.

Staff would support the rezoning to the C-S district to provide for a pickleball court, bar / tavern and I-1 uses, which would allow for light industrial uses that could (if properly designed) integrate and be harmonious with the village mixed-use typology and support on-going development efforts in the area.

### GENERAL INFORMATION

<b>Existing Zoning</b>	I-4 (FF)	
<b>Existing Land Use</b>	Industrial building (vacant)	
<b>Comprehensive Plan</b>	Community Commercial / Suburban Neighborhood	
<b>Surrounding Context</b>	<b>Zoning</b>	<b>Land Use</b>
North:	C-3 (FF)	Vacant land
South:	I-4 (FF) / C-S (FF)	Railroad / Massachusetts Avenue rights-of-way
East:	C-S (FF)	Mixed-Use
West:	I-4 (FF)	Industrial uses

Thoroughfare Plan		
Roosevelt Avenue	Local Street	Existing 58-foot right-of-way and proposed 48-foot right-of-way.
Columbia Avenue	Local Street	Existing 46-56-foot right-of-way and proposed 48-foot right-of-way.
Massachusetts Avenue	Primary Collector	Existing 37-foot right-of-way and proposed 56-foot right-of-way.
<b>Context Area</b>	Compact	
<b>Floodway / Floodway Fringe</b>	Yes – Unregulated 500-year floodplain of Pogues Run	
<b>Overlay</b>	No	
<b>Wellfield Protection Area</b>	No	
<b>Site Plan</b>	November 17, 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>	November 17, 2025	

## COMPREHENSIVE PLAN ANALYSIS

### Comprehensive Plan

The Comprehensive Plan recommends Village Mixed-Use typology. 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.

### **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 –Village-Mixed Use 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.
- In master-planned developments, block lengths of less than 500 feet, or pedestrian cut-throughs for longer blocks, are encouraged.
- Where possible, contributing historic buildings should be preserved or incorporated into new development

*Large-Scale Schools, Places of Worship, Community- Serving Institutions/Infrastructure, and Other Places of Assembly (defined as Schools, places of worship, and other places of assembly that are generally more than five acres in size. Particularly large centers of education such as township high schools and universities would not be included in this definition and are considered to be regional special uses.*

- Should be located along an arterial or collector street.
- If proposed within one-half mile along an adjoining street of an existing or approved residential development, then connecting, continuous pedestrian infrastructure between the proposed site and the residential development (sidewalk, greenway, or off-street path) should be in place or provided.
- Should be located within one-half mile of a bus or rapid transit stop.
- Schools should not be within 1000 feet of a highway, freeway, or expressway.

### **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**

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

**2023-ZON-082; 1102 and 1138 Roosevelt Avenue (west of site)**, requested 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, **approved**.

**2022-ZON-127; 1302 Columbia Avenue (north of site)**, requested rezoning of 0.803 acre from the I-3 district to the C-4 district to provide for a garden center, brewery, distillery, and restaurant, **approved**.

**2022-ZON-115; 1255 and 1351 Roosevelt Avenue (east of site)**, requested rezoning of 2.26 acres from the I-4 district to the C-S district to provide for a mixed-use development with retail, office, and restaurant uses (including outdoor seating, **approved**.

**2019-CZN-859 / 2019-CVR-859 / 2019-CVC-859; 1328, 1336, 1340, 1402, 1406, 1409, 1411, 1430, 1436, 1443 and 1446 Roosevelt Avenue; 1402, 1406, 1410, 1414, 1420, 1422, 1423, 1427, 1431 and 1435 Dr. A J Brown Avenue; 1406 and 1410 Arsenal Avenue; 1420 Newman Avenue (east of site)**, requested rezoning of six acres from the D-8, C-3 and C-S district to the C-S district to provide for a mixed-use development with retail, office, indoor recreation, restaurant and/or industrial uses permitted by the I-1 and I-2 districts; variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for 254 parking spaces (including 54, eight by 16-foot small car spaces); and vacation of a portion of Dr. A J Brown Avenue, being 60 feet wide, from the southeast corner of Lot 36 of Ingram Fletchers Addition, being the north right-of-way line of Roosevelt Avenue, 247.37 feet to the northeast corner of Lot 30 of said Addition being the south right-of-way line of Interstate 70, and a vacation of a portion of a north-south alley, being 15 feet wide, from the southeast corner of Lot 39 of said Addition, being the north right-of-way line of Roosevelt Avenue, to a point 170.42 at the northeast corner of Lot 43, being the south right-of-way line of Interstate 70, both with a waiver of the assessment of benefits **approved, granted and approved**.

**2018-CZN-802 / 2018-CVR-802; 1302 and 1320 Columbia Avenue (east of site)**, requested rezoning of 0.81 acre from the D-8 and C-3 districts to the I-4 classification and variances of development standards of the Consolidated Zoning and Subdivision Ordinance to legally establish the existing building and provide for a proposed building, parking and outdoor storage, with zero-foot front and side transitional yards without landscaping and front and side yards without landscaping, **approved and granted**.

**2017-CZN-843 / 2017-CVC-843; 1402, 1406, 1409, 1411, 1430, 1436, 1443 and 1446 Roosevelt Avenue 1423 and 1427 Dr. A.J. Brown Avenue and 1420 Newman Street (east of site)**, requested rezoning of 4.14 acres from the I-4 and C-3 Districts to the C-S classification to provide for a mixed-use development, including office, light industrial, restaurant, charter school and/or recreational uses; and vacation of Vacation of first alley south of Roosevelt Avenue, being 15 feet wide, from the west right-of-way line of Newman Street, to a point 360 feet to the southwest at the east right-of-way line of Dr. A.J. Brown Avenue and Vacation of Dr. AJ Brown Avenue, being 60 feet wide, from the south right-of-way line of Roosevelt Avenue, to a point 178.6 feet south to the northwest, **approved**.



**2016-VAC-004; 1211 Roosevelt Avenue (west of site)**, requested vacation of a 16-foot wide alley, beginning at the northwest corner of Lot One of Ingram Fletcher's Subdivision of Block 3 in E.T. and S.K. Fletcher's Addition to the City of Indianapolis, as recorded in Plat Book 3, Page 115 in the Office of the Recorder of Marion County, Indiana, also being at the south right-of-way line of Roosevelt Avenue; thence 140 feet to the southwest corner of said Lot One, also being at the north right-of-way line of the CCC and St. Louis Railroad, with a waiver of the assessment of benefits, **granted**.

**2016-UV1-013; 1102 and 1133 Roosevelt Avenue (west of site)**, a variance of use of the Consolidated Zoning and Subdivision Ordinance to provide for a Pre-K – 12 school, **denied**.

**2014-DV1-056; 1225 Roosevelt Avenue (west of site)**, requested a variance of development standards of the Industrial Zoning Ordinance to provide for a 60 by 140-foot building addition, with an approximately eight-foot front setback from the private street, Roosevelt Avenue, **granted**.

**2012-SE3-001; 1256 Roosevelt Avenue (west of site)**, requested a special exception of the Industrial Zoning Ordinance to provide for a wrecker service / impound lot, with the storage of inoperable vehicles and a variance of development standards of the Industrial Zoning Ordinance to legally establish a 12-foot-tall concrete block wall in the required front yard, **granted**.

**2002-ZON-109; 1317 Columbia Avenue (north of site)**, requested rezoning of 0.15 acre from D-8 to the C-3 to provide for commercial development, **approved**.

**98-SE1-3; 1102 Roosevelt Avenue (west of site)**, requested a special exception of the Industrial Zoning Ordinance to provide for 36,000 square feet of an existing 151,945 square foot building to be utilized for commercial office use, **granted**.

**96-HOV-45; 1203 Roosevelt Avenue (west of site)**, requested a variance of development standards of the Industrial Zoning Ordinance to provide for an armored car facility with zero feet of public street frontage and a zero-foot side yard setback along the north and south property line, **granted**.

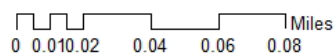
**89-HOV-97; 1125 Brookside Avenue (south of site)**, requested a variance of development standards of the Industrial Zoning Ordinance to permit the addition of a new loading dock area to an existing factory / warehouse within the required front yard, without the required maneuvering area and with a 100 feet wide drive, **granted**.

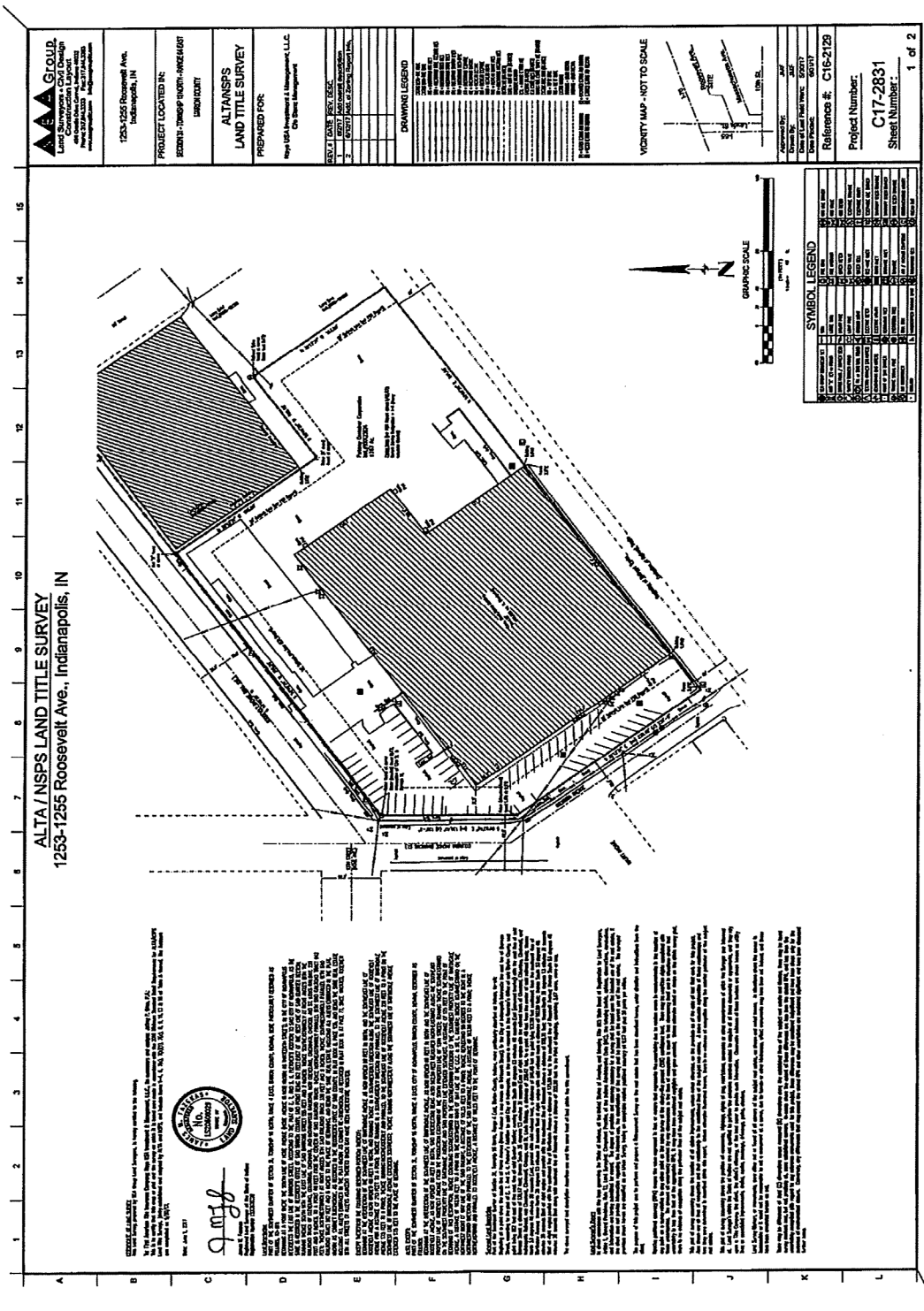
**89-UV3-51; 969 Dorman Street (south of site)**, requested a variance of use of the Industrial Zoning Ordinance to permit outdoor storage and incidental maintenance of school buses, **granted**.

**81-VAC-5**, Vacation of parts of Roosevelt Avenue and Yandes Street, **granted**.

**84-VAC-18**, Vacation of parts of Lewis Street, **granted**.



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C-S Statement

Introduction: Petitioner, 1255 Roosevelt Partners, LLC, seeks to rezone approximately 3.66 acres of property commonly known as 1255 Roosevelt Avenue, Indianapolis, Indiana ("Property") in allow for indoor recreational use (pickleball) in an industrial zone while maintaining industrial uses in other portions of the building. Currently, an industrial building already exists on the Property.

Zoning: The Property is currently zoned I-4. Indoor recreation is not currently permitted in an I-4.

Proposed Permitted Primary Uses of the Property as described and defined in the Ordinance:

1. All permitted uses in an I-4 zoning district.
2. Indoor Recreation & Entertainment
3. Bar/Tavern

Permitted Accessory Uses of the Property as described and defined in the Ordinance:

1. All Accessory Uses permitted in an I-4 zoning district.

Development Standards:

Petitioner hereby incorporates the Lot and Building Dimensions for properties in the C-S zoning district set forth in Chapter 744; Art. II, Section 01.C, Table 744-201-3 of the Ordinance. Please note, the building already exists and there will be no further development related to the building itself.





View looking north along Columbia Avenue



View looking north along Columbia Avenue





View looking south along Columbia Avenue



View looking west along Roosevelt Avenue





View looking east along Roosevelt Avenue



View of site looking east across Columbia Avenue





View of site looking southeast across intersection of Columbia Avenue and Roosevelt Avenue



View of site looking south across Roosevelt Avenue





View of site looking west along northern boundary



View from site looking west across Roosevelt Avenue





View from site looking northwest across intersection of Columbia Avenue and Roosevelt Avenue



View of site looking southeast across Roosevelt Avenue



View from site looking west along Roosevelt Avenue