



**METROPOLITAN DEVELOPMENT COMMISSION  
HEARING EXAMINER**

**December 18, 2025**

**Case Number:** 2025-CZN-852 / 2025-CVR-852

**Property Address:** 2522 North Butler Avenue and 5200 East 25<sup>th</sup> Street (Approximate Addresses)

**Location:** Warren Township, Council District #9

**Petitioner:** Eastside Coverage I70, LLC, by Joseph D. Calderon

**Current Zoning:** D-4 and I-2

**Request:** Rezoning of 1.61 acres from the D-4 district to the I-2 district to provide for light industrial uses.

**Current Land Use:** Variance of Development Standards of the Consolidated Zoning and Subdivision Ordinance to provide for outdoor storage comprising of 91,869 square feet at 2522 North Butler (maximum of 16,978.5 square feet of outdoor storage, or 25% of square footage of all buildings permitted), and to provide for outdoor storage zero-foot from a protected district (minimum 500-foot separation from a protected district permitted).

**Staff Recommendations:** Outdoor Storage and Single-Family Dwelling

**Staff Reviewer:** Approval

**Staff Reviewer:** Marleny Iraheta, Senior Planner

**PETITION HISTORY**

This is the first public hearing for this petition.

**Amendment:** The variance request would need to be amended at the hearing to only request a zero-foot separation for outdoor storage from a Protected District since the proposed outdoor storage would meet the 25% limitation per an amended site plan submitted to Staff.

**STAFF RECOMMENDATION**

Staff **recommends approval** of the request once amended.

**PETITION OVERVIEW**

**LAND USE**

The subject site includes the I-2 property at 5200 East 25<sup>th</sup> Street and D-4 property at 2522 North Butler Avenue.

The 1.61-acre subject site to be rezoned is developed with a single-family dwelling, detached garage, and consists of outdoor storage operations at the southern portion of the site.

The overall site is surrounded by industrial uses to the west and south, zoned I-2, industrial and undeveloped residential lots to the north, single-family dwellings and an undeveloped industrial lot to the east, zoned D-4 and I-2.

## **VARIANCE OF DEVELOPMENT STANDARDS**

The initially submitted site plan required multiple variances for setbacks, but the petitioner confirmed they would amend the site plan to meet the required setbacks.

The amended site plan submitted on December 3, 2025, would meet the outdoor storage limitation of 25% of square footage of all buildings and the 30-foot north and east transitional yards, 20-foot south and east front yards, and 10-foot west side setback.

The only remaining variance request would be the zero-foot separation for outdoor storage from a Protected District since it is not permitted within 500 feet of a Protected District per Table 743-306-2 of the Ordinance.

Staff notified the petitioner that the I-2 district has a 3.5-foot-tall fence height limitation in the front yard. A Variance of Development Standards would need to be sought for the current proposal, per the amended site plan.

## **REZONING**

The request would rezone the site from the D-4 district to the I-2 district to provide for light industrial uses on site.

The D-4 district is intended for low- or medium-intensity single-family and two-family residential development. Land in this district needs good thoroughfare access, relatively flat topography, and nearby community and neighborhood services and facilities with pedestrian linkages. Provisions for recreational facilities serving the neighborhood within walking distance are vitally important. Trees fulfill an important cooling and drainage role for the individual lots in this district. The D-4 district has a typical density of 4.2 units per gross acre. This district fulfills the low-density residential classification of the Comprehensive General Land Use Plan. All public utilities and facilities must be present. Development plans, which may include the use of clustering, should incorporate, and promote environmental and aesthetic considerations, working within the constraints and advantages presented by existing site conditions, including vegetation, topography, drainage, and wildlife.

The I-2 district is for those industries that present minimal risk and typically do not create objectionable characteristics (such as dirt, noise, glare, heat, odor, etc.) that extend beyond the lot lines. Outdoor operations and storage are completely screened if adjacent to protected districts and are limited throughout the district to a percentage of the total operation. Wherever possible, this district is located between a protected district and a heavier industrial area to serve as a buffer. For application to the older

industrial districts within the central city, standards specifically accommodate the use of shallow industrial lots.

## STAFF ANALYSIS

The grant of the requests would permit the development of the site for light industrial uses within the I-2 district with outdoor storage to be located zero feet from the property line of a Protected District.

Staff determined that the requests would be supportable because the outdoor storage was reduced to meet 25% limitation which would result in an appropriate I-2 business. Furthermore, the proposal would align with the Comprehensive Plan recommendation for Light Industrial development and would adhere to the Industrial Reserve overlay.

The Comprehensive Plan notes that Light Industrial Uses are removed as recommended land use where they would be adjacent to a living or mixed-use typology. The four residential lots to the east, zoned D-4, are recommended for Light Industrial development so the recommendation for Light Industrial Uses would stand.

However, one residential lot to the north, zoned D-4, is recommended for Suburban Neighborhood Development, which would remove the Light Industrial Use recommendation to the north. Because there exists a 50-foot right-of-way for 26<sup>th</sup> Street along the northern property boundary that currently remains unimproved and the 30-foot transitional yard would be met, staff determined that the residential lot north of the site would have sufficient buffering from the proposed development.

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

If the petitioner were to seek an eight-foot fence within the front yard, then they would need to amend this request to include the additional variance or seek a variance at a later time.

## GENERAL INFORMATION

<b>Existing Zoning</b>	D-4 and I-2	
<b>Existing Land Use</b>	Outdoor Storage and Single-Family Dwelling,	
<b>Comprehensive Plan</b>	Light Industrial	
<b>Surrounding Context</b>	<b>Zoning</b>	<b>Land Use</b>
North:	D-4/ I-2	Residential / Industrial
South:	I-2	Industrial
East:	D-4 / I-2	Residential (Single-family dwellings / Undeveloped
West:	I-2	Industrial
<b>Thoroughfare Plan</b>		
25 <sup>th</sup> Street	Local Street	48-foot proposed right-of-way and 70-foot existing right-of-way.
Butler Avenue	Local Street	

Emerson Avenue	Local Street	48-foot proposed right-of-way and 50-foot existing right-of-way.
		48-foot proposed right-of-way and 50-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>	November 10, 2025	
<b>Site Plan (Amended)</b>	December 3, 2025	
<b>Elevations</b>	December 3, 2025	
<b>Elevations (Amended)</b>	N/A	
<b>Landscape Plan</b>	N/A	
<b>Findings of Fact</b>	November 10, 2025	
<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)

### Pattern Book / Land Use Plan

- The Comprehensive Plan recommends Light Industrial development of the site.
- The Light Industrial typology provides for industrial, production, distribution, and repair uses conducted within enclosed structures and unlikely to create emissions of light, odor, noise, or vibrations. This typology is characterized by freestanding buildings or groups of buildings, often within industrial parks. Typical uses include warehousing, self-storage, assembly of parts, laboratories, wholesaling, and printing. Industrial or truck traffic should be separated from local/residential traffic.
- **Light Industrial Uses**
  - Industrial truck traffic should not utilize local, residential streets.
  - Streets internal to industrial development must feed onto an arterial street.
  - Removed as a recommended land use where they would be adjacent to a living or mixed-use typology.
- **Heavy Commercial Uses**
  - Removed as a recommended land use where they would be adjacent to a living typology.

- **Small-Scale Offices, Retailing, and Personal or Professional Services**
  - Should be subordinate to and serving the primary uses of production, warehousing, and offices.
  - Should be adjacent to interstate interchanges if present. If no interchange is present, should be located along arterial streets at the edge of the light industrial typology.
  - Should be located and served in such a way that the use will not interfere with industrial traffic or loading.
- **Wind or Solar Farms**
  - Recommended without additional conditions.
- The site falls within the Industrial Reserve overlay, which is intended for areas that are prime for industrial development due to factors such as large parcel size, proximity to compatible uses, and/or interstate access.
- This overlay removes the Small-Scale Offices, Retailing, and Personal or Professional Services recommendation and Heavy Commercial Uses.
- The proposed I-2 rezoning would align with the Comprehensive recommendation for Light Industrial development within the Industrial Reserve overlay because the residentially zoned properties to the east do not fall within a living typology recommendation and are instead recommended for Light Industrial development as well.

#### **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)

- Not Applicable to the Site.

## ZONING HISTORY

### Zoning History – Site

**96-UV2-36; 5206 North Emerson Avenue** (subject site), Variance of Use of the Industrial Zoning Ordinance to legally establish an automobile body repair facility (not permitted) within an industrial park, **granted**.

**94-UV3-63; 5206 North Emerson Avenue** (subject site), Variance of Use of the Industrial Zoning Ordinance to provide for an automotive repair facility, occupying 4,520 square feet of an existing building, **denied**.

### Zoning History – Vicinity

**2006-VAR-809 / 2006-VAR-809A; 2553 Emerson Access** (north of site), Special Exception of the Industrial Zoning Ordinance to provide for retail sales of plants and landscaping related products, and Variance of Development Standards of the Industrial Zoning Ordinance to provide for 14,120 square feet of outdoor display area or 205.71 percent of the enclosed building area (maximum 1,716 square feet of outdoor display area or 25 percent of the enclosed building permitted), with a zero-foot rear transitional yard (minimum 30-foot transitional yard required), without landscaping in the north and south side yards (landscaping required) and with a gravel off-street parking area (parking areas required to be hard surfaced), **withdrawn**.

**2004-UV2-026; 2553 Emerson Access** (north of site), Variance of Use of the Industrial Zoning Ordinance to provide for an automobile storage lot for inoperable automobiles (not permitted), **granted**.

**2000-DV3-018; 2551 Emerson Access** (north of site), Variance of Development Standards of the Wireless Communication Zoning Ordinance to provide for a 15-foot height extension to an existing 135-foot tall monopole tower (maximum 51.5 feet tall, or 25-feet higher than the maximum building height allowed by district, permitted, when located within 300 feet of a Protected District), with a rear transitional yard of 34.5 feet (133-foot rear transitional yard for a 150-foot tall tower required, or one foot for each additional one foot increase in height above 47 feet), **granted**.

**98-UV1-52; 2501 North Emerson Avenue** (west of site), Variance of Use of the Industrial Zoning Ordinance to provide for the operation of a solid, medical waste disposal facility (not permitted), **denied**.

**97-Z-125; 2601-2607 North Emerson Avenue** (northwest of site), Rezoning of 0.42 acre, being in the I-2-U district, to the C-4 classification, to provide for commercial uses, **approved**.

**96-Z-153; 2551 North Emerson Avenue** (northwest of site), Rezoning of 1.54 acres, being in the C-4 and I-2-U districts, to the C-4 classification, to provide for commercial uses, **approved**.

**86-UV3-53; 2509 North Emerson Avenue** (west of site), Variance of Use and Development Standards of the Industrial Zoning Ordinance to provide for the construction of a building to be used for tire sales and service and to provide for the building to be located within the required front setback, **granted**.

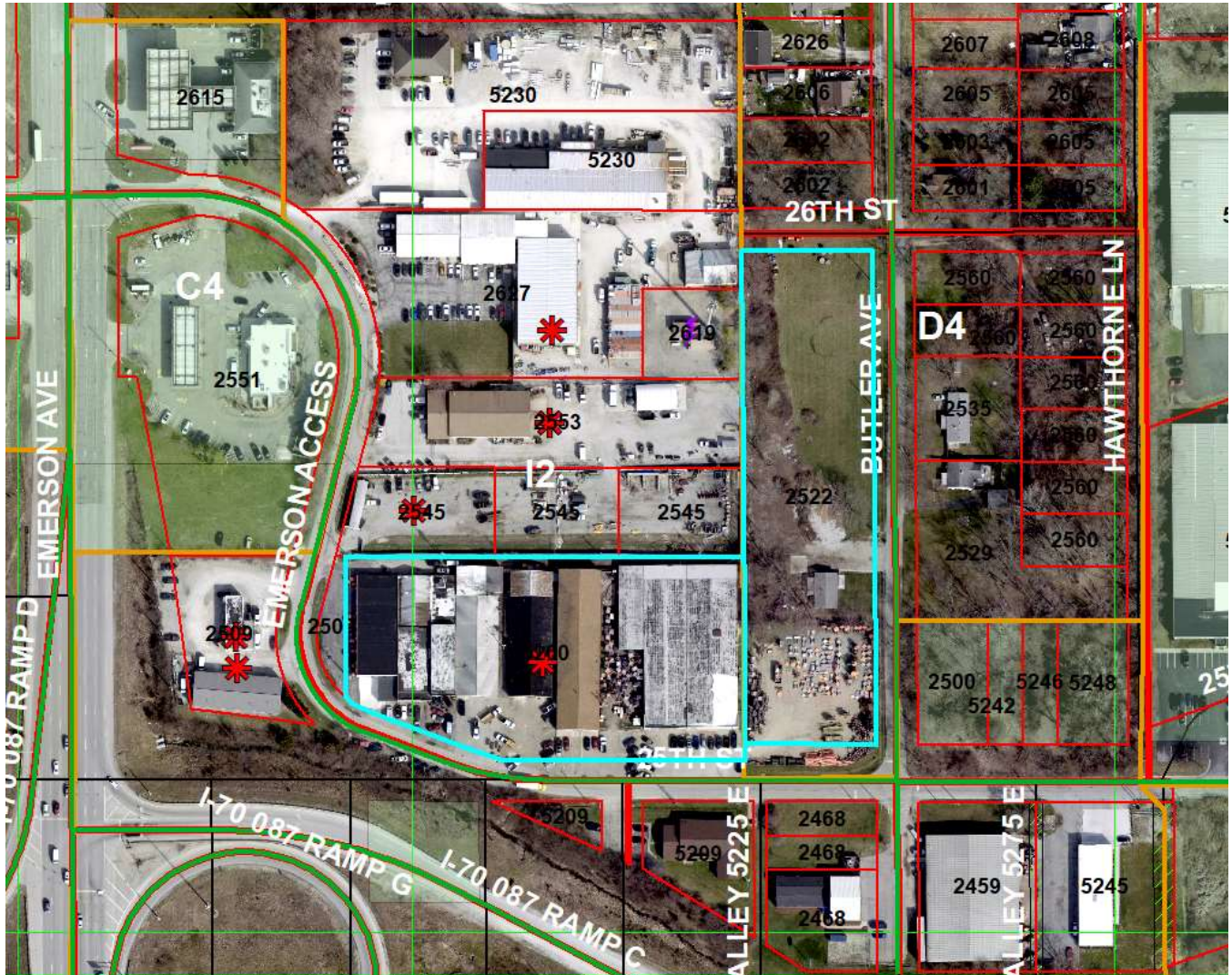


**Department of Metropolitan Development  
Division of Planning  
Current Planning**

**69-Z-227; East side of Emerson Avenue, 591 feet north of East 25<sup>th</sup> Street** (northwest of site), Rezoning of 0.90 acre, being in I-2-U district to C-4 classification to provide for a gasoline service station, **approved.**



EXHIBITS

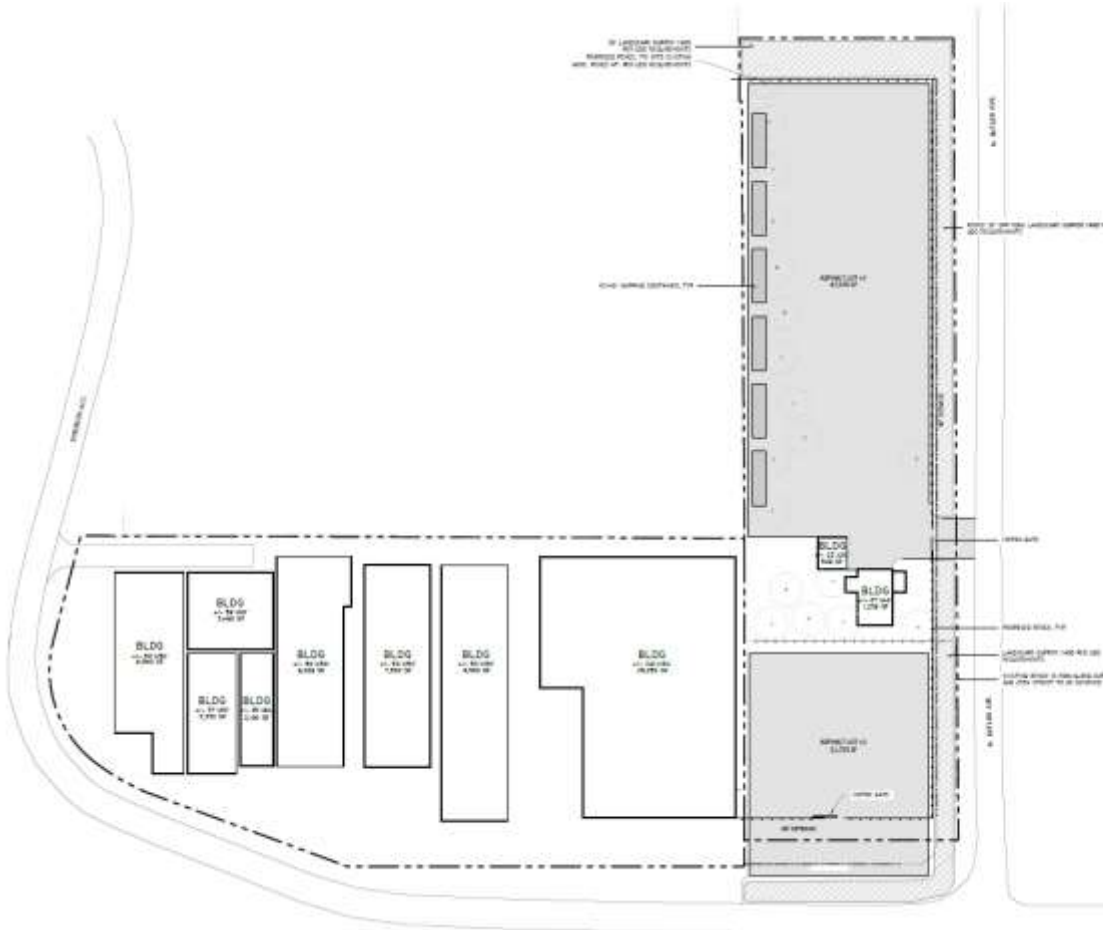


AERIAL MAP





SITE PLAN



PROJECT NO. 1000-0000  
 1000-0000-0000  
 1000-0000-0000

PROJECT  
 5200 E 25th St.  
 Indianapolis, IN 46220

NFC

NO.	DATE	REVISION

CHECKED BY: [Signature]  
 PREPARED BY: [Signature]  
 DATE: 11/11/11  
 SHEET TITLE: Site Improvements Plan



L1.2

[illegible]

PROPOSED RENDERINGS





PROPOSED RENDERINGS (Continued)





PROPOSED RENDERINGS (Continued)





Department of Metropolitan Development  
Division of Planning  
Current Planning

Petition Number \_\_\_\_\_

METROPOLITAN DEVELOPMENT COMMISSION  
HEARING EXAMINER  
METROPOLITAN BOARD OF ZONING APPEALS, Division \_\_\_\_\_  
OF MARION COUNTY, INDIANA

PETITION FOR VARIANCE OF DEVELOPMENT STANDARDS

FINDINGS OF FACT

1. The grant will not be injurious to the public health, safety, morals, and general welfare of the community because:

The storage will be adequately screened by a combination of a transitional yard and fencing, and will not interfere with any clear site triangle.

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2. The use or value of the area adjacent to the property included in the variance will not be affected in a substantially adverse manner because:

The storage will be adequately screened by a combination of a transitional yard and fencing, and will not interfere with access or visibility to or from any adjacent property.

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3. The strict application of the terms of the zoning ordinance will result in practical difficulties in the use of the property because:

The subject property is located in an industrial area in an older and compact portion of the City, making it extremely difficult to meet the 500 foot distance separation; likewise, industrial buildings in compact areas tend to be smaller, resulting in difficulty in meeting the 25% limit.

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DECISION

IT IS THEREFORE the decision of this body that this VARIANCE petition is APPROVED.

Adopted this \_\_\_\_\_ day of \_\_\_\_\_, 20 \_\_\_\_

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Photo of the western property boundary at the building façade for 5200 East 25<sup>th</sup> Street.



Photo of the southwestern section of 5200 East 25<sup>th</sup> Street.





Photo of 5200 East 25<sup>th</sup> Street looking east along 25<sup>th</sup> Street.



Photo of 2522 North Butler Avenue looking west along 25<sup>th</sup> Street.



Photo of the southeast corner of 2522 North Butler Avenue looking north.



Photo looking north along Butler Avenue and undeveloped industrial property to the east.





Photo of the residential building to remain at 2522 North Butler Avenue.



Photo of 2522 North Butler Avenue looking west.



Photo of 2522 North Butler Avenue looking southwest along Butler Avenue.



Undeveloped industrial property east of the site.





Photo of two single-family dwellings east of the site.



Photo of an HVAC contractor business and industrial sewing contractor business to the south.



Photo of an auto upholster business and door supplier west of 5200 East 25th Street.



Photo of a landscape business north of 5200 East 25<sup>th</sup> Street.