

STAFF REPORT

Department of Metropolitan Development Division of Planning Current Planning Section

Case Number: 2023-ZON-030
Address: 50 North Tibbs Avenue (*Approximate Address*)
Location: Wayne Township, Council District #16
Petitioner: City of Indianapolis – Department of Metropolitan Development, by Jeffrey York
Request: Rezoning of 12.07 acres from the I-2 and D-P (TOD) Districts to the D-10 (TOD) District to provide for a multi-family residential development.

RECOMMENDATIONS

Staff **recommends approval** of the request, subject to the following commitment being reduced to writing on the Commission's Exhibit "B" forms at least three days prior to the MDC hearing:

The final site plan, landscape plan and elevations shall be submitted for Administrator Approval prior to the issuance of an Improvement Location Permit (ILP).

SUMMARY OF ISSUES

The following issues were considered in formulating the recommendation:

LAND USE ISSUES

- ◇ This 12.07-acre site zoned I-2 is developed with former State of Indiana, Department of Transportation buildings. The site is surrounded with an athletic field and a Charter School to the north and east, which are within the Central Greens development, zoned D-P, automobile-related commercial uses to the south, zoned C-5, and a mobile home community to the west, zoned D-11.

REZONING

- ◇ This request would rezone the site from the I-2 district to the D-10 classification provide for multi-family development uses. "The D-10 district is intended for high density housing formats, in moderate- or large-scale multi-unit building types. This district can be used at transitions and urban centers and corridors, including the high-density residential recommendations of the Comprehensive Plan, and the City Neighborhood and Urban Mixed-Use Typologies of the Land Use Pattern Book."
- ◇ The Comprehensive Plan recommends Special Use development, in recognition of the former use of the site, a State-owned garage facility. The request to D-10 would not be responsive with the Plan, however, the existing I-2 zoning, is wholly inappropriate for this site, which is near a large City-initiated development, Central Greens. The Central Greens site is also a formerly State-owned site, formerly known as Central State, that the City acquired several years ago.

(Continued)

STAFF REPORT 2023-ZON-030 (Continued)

- ◇ The Comprehensive Plan consists of two components that include the Pattern Book 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

- 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.

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.
- 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.

Large-scale multifamily housing (defined as 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.)

- Developments of more than 30 housing units must have access to at least one arterial street of 3 or more continuous travel lanes between the intersections of two intersecting arterial streets.
- Should be located along an arterial street.
- In predominantly platted, single-family neighborhoods, site should be at least as wide as it is deep.
- Parking should be either behind or interior to the development.
- Individual building height, massing, and footprint should gradually transition from adjacent developments. Specifically, buildings located adjacent to existing residential developments should be no more than one and a half times the height and no more than twice the average footprint of the existing adjacent residential buildings.

(Continued)

STAFF REPORT 2023-ZON-030 (Continued)

TRANSIT-ORIENTED DEVELOPMENT OVERLAY

- ◇ The site is within the Transit-Oriented Development Overlay secondary district. Specifically, the Blue Line Strategic Plan identifies the site within Segment 2, or Near West area. For primarily residential zones, the Blue Line Strategic Plan places this site in 'Walkable Neighborhood', where residential is the primary use, but is within one to two blocks of commercial nodes. This is the case for this site. The Blue Line Strategic Plan recommends a residential density over 12 units per acre and buildings between two and four stories.

Site Plan

- ◇ The site plan, file-dated April 13, 2023, provides for 176, one, two- and three- bedroom dwelling units, in ten buildings, with 204 parking spaces. The density of this development would be 14.58 units per acre.
- ◇ Staff understands that the site plan is conceptual, however, the plan indicates several resident amenities, such as a dog park, picnic area, playground area, and a green open space area. Sidewalks are proposed along a portion of Tibbs Avenue.
- ◇ No required bicycle parking is shown on the site plan.

Planning Analysis

- ◇ As proposed, this request would be an acceptable deviation with the Comprehensive Plan recommendation of special use, as well as surrounding land uses that consist of multi-family dwellings, a charter school, and a large residential development within Central Greens. The request would meet one of the goals of the Blue Line Strategic Plan, which is to substantially increase residential density near transit.
- ◇ Staff is concerned that the site plan may not fully meet the required D-10 standards, including the Walkable Neighborhood Design Standards, therefore, would request that a commitment that the site plan, landscape plan and elevations be submitted, for Administrator's Approval, prior to obtaining an Improvement Location Permit.

GENERAL INFORMATION

EXISTING ZONING AND LAND USE

I-2	Former State of Indiana garages
-----	---------------------------------

SURROUNDING ZONING AND LAND USE

North -	D-P	Athletic fields / charter school
South -	C-5	Automobile-related commercial uses
East -	D-P	Charter school / Central Greens
West -	D-11 / I-2	Mobile home community

COMPREHENSIVE LAND USE PLAN	The Comprehensive Land Use Plan for Indianapolis and Marion County (2018) recommends special use.
-----------------------------	---

(Continued)

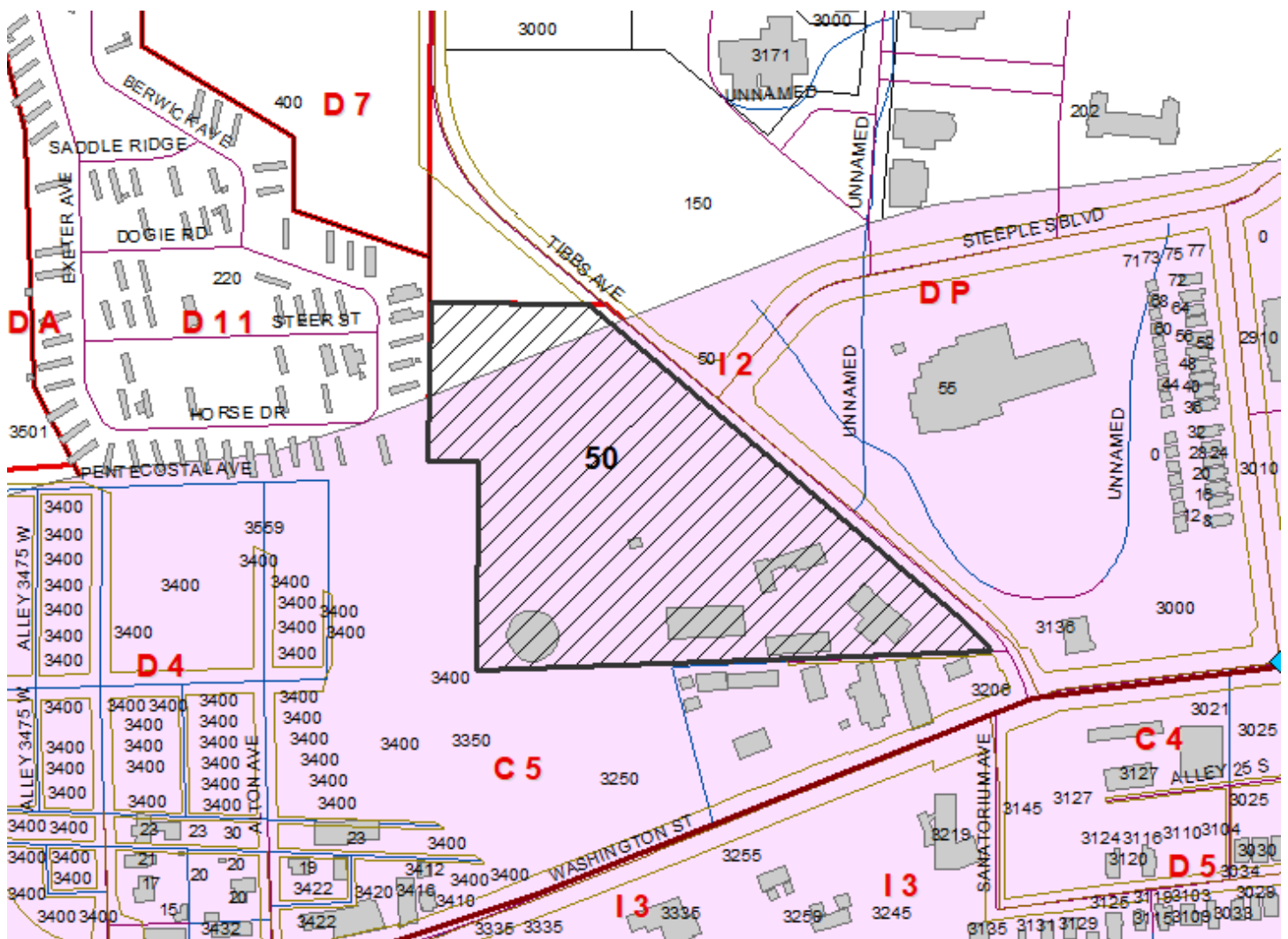
STAFF REPORT 2023-ZON-030 (Continued)

THOROUGHFARE PLAN	This portion of Tibbs Avenue is designated in the Marion County Thoroughfare Plan as a primary collector with an existing proposed 56-foot right-of-way.
CONTEXT AREA	This site is located within the compact context area.
TRANSIT-ORIENTED DEVELOPMENT OVERLAY	This site is located within the Blue-Line Transit-Oriented Development overlay, however, the proposed D-10 district would be exempt from TOD use and development standards.
SITE PLAN	File-dated April 13, 2023
ELEVATIONS	None

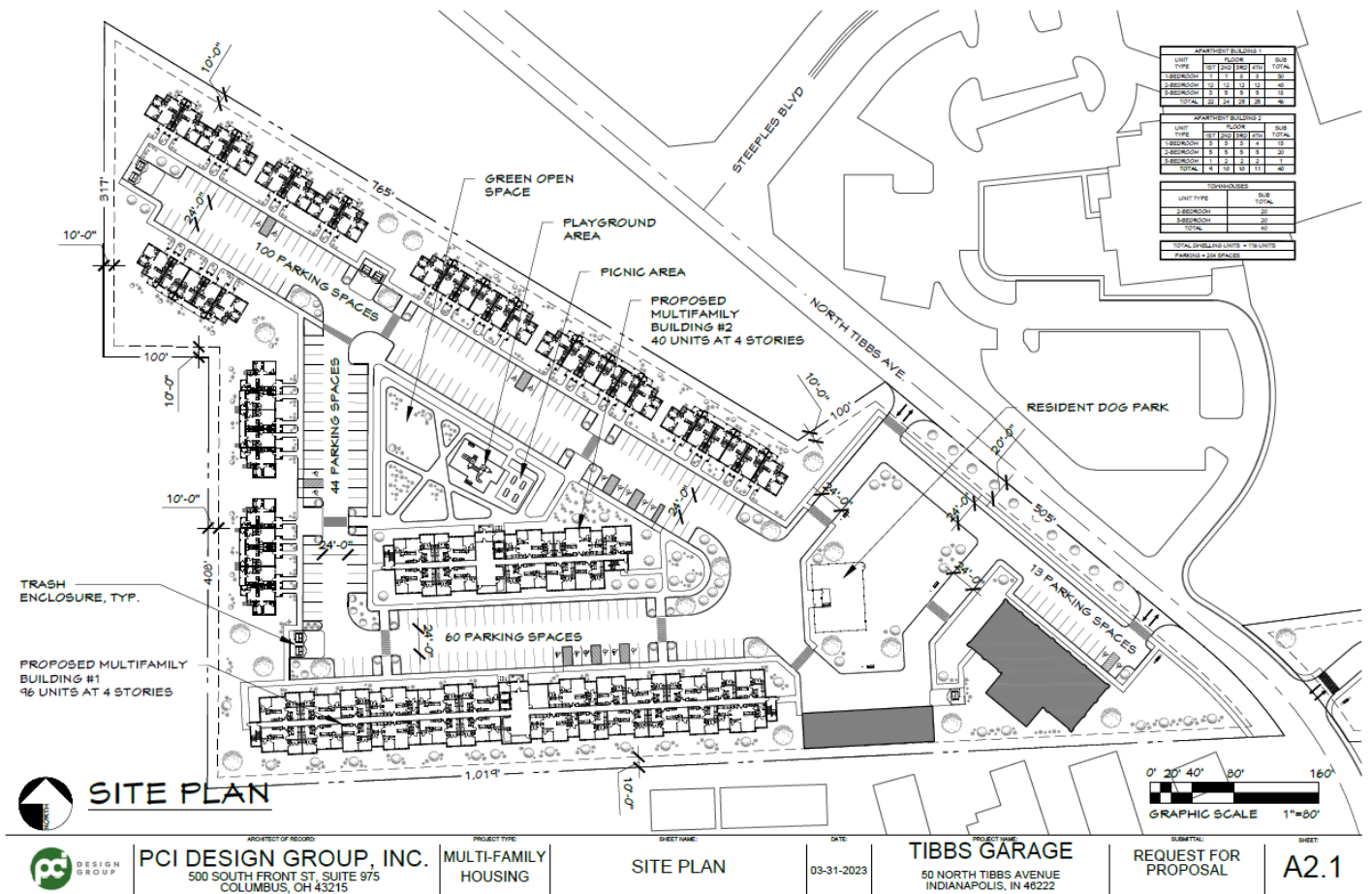
ZONING HISTORY

2007-ZON-134; 3000 West Washington Street, requested a rezoning of 149.94 acres, from the HD-1, HD-2, PK-1, and SU-9 districts to the D-P district, to provide for a mixed-use development, including residential, commercial, cultural, and recreational uses, **approved**.

JY



Zoning map – also identifies the majority of the site within the Transit-Oriented Development Overlay zone



Proposed site plan (top); view of site from across Tibbs Avenue, looking west



View of site from across Tibbs Avenue (top); and Tibbs Avenue (site is to the left)



Views of existing buildings on the subject site



Views of existing buildings on the subject site



View of northern portion of the site (top); view of charter school east of the site