

**METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER**

August 13, 2026

Case Number: 2026-ZON-064
Property Address: 1004 South Keystone Street (*Approximate Address*)
Location: Center Township, Council District #18
Petitioner: RET Holdings II LLC, by Madelynn Turner
Current Zoning: I-3
Request: Rezoning of 0.11-acre from the I-3 district to the D-5 district to legally establish an existing single-family dwelling and for construction of a detached accessory building.
Current Land Use: Undeveloped
Staff Recommendation: Staff recommends **approval** of the request.
Staff Reviewer: Michael Weigel, Principal Planner I

PETITION HISTORY

This is the first public hearing for this petition.

STAFF RECOMMENDATION

Staff recommends **approval** of the request.

PETITION OVERVIEW

LAND USE

1004 South Keystone Avenue is a 0.11-acre parcel with a width of approximately 32 feet. It is located at the southwest corner of the intersection of Keystone to the east and Woodlawn Avenue to the north. The property is currently developed with a single-family residence that was initially constructed in 1925 per the property card. Surrounding land uses are residential to the west and south, and heavy commercial in nature to the north and east. The property is currently zoned I-3 for industrial usage, despite the existing residence on the property (a legally non-conforming use).

REZONING

Approval of this petition would rezone the property from the I-3 designation to the D-5 zoning district to allow for continued residential use as well as for potential future construction of a detached accessory garage and carriage house (permitted within the D-5 zoning district, though subject to dimensional standards per the Indianapolis Zoning Ordinance).

Per the Ordinance, the I-3 district is an intermediate district for industries that present moderate risks to the general public. Wherever practical, this district should be away from protected districts and buffered by intervening lighter industrial districts. Where this district abuts protected districts, setbacks are large and enclosure of activities and storage is required.

Per the Ordinance, the D-5 district is intended for medium and large-lot housing formats, primarily for detached houses, but may incorporate small-scale multi-unit building types in new strategic locations. This district can be used for new, walkable suburban neighborhoods or for infill situations in established urban areas, including both low density and medium density residential recommendations of the Comprehensive Plan.

STAFF ANALYSIS

Staff would note that application documents and a previous structural permit application for this property indicated the addition of a rear-yard detached structure that would contain a rear-loaded detached garage and secondary dwelling unit on the second floor. Additionally, in 2025 a gravel driveway was added to the western portion of the property with direct access from Woodlawn Avenue (without a driveway permit). Approval of this petition would not grant permission for the non-conforming driveway to remain in its current layout. It also would not exempt any future garage construction from relevant Ordinance regulations on height, corner side setbacks, or clear-sight triangle encroachment.

The Comprehensive Plan Pattern Book recommendation for this property and adjacent land to the south is for Traditional Neighborhood uses (see Comprehensive Plan Analysis below). This would align with the legally established, legally non-conforming single-family residential land use at the property. Additionally, the size of this property would make industrial use unlikely, and adjacent land uses to the south and west are also residential. For these reasons, staff recommends **approval** of the rezoning request from I-3 to D-5 to allow for residential uses.

GENERAL INFORMATION

Existing Zoning	I-3	
Existing Land Use	Residential	
Comprehensive Plan	Traditional Neighborhood	
Surrounding Context	Zoning	Surrounding Context
North:	I-3	North: Commercial
South:	I-3	South: Residential
East:	I-3	East: Commercial
West:	D-5	West: Residential
Thoroughfare Plan		
Keystone Avenue	Primary Arterial	48-foot existing right-of-way and 56-foot proposed right-of-way
Woodlawn Avenue	Local Street	51-foot existing right-of-way and 48-foot proposed right-of-way
Context Area	Compact	

Floodway / Floodway Fringe	No
Overlay	No
Wellfield Protection Area	No
Site Plan	06/23/2026
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

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

- Marion County Land Use Plan Pattern Book

Pattern Book / Land Use Plan

- The Traditional Neighborhood typology includes a full spectrum of housing types, ranging from single family homes to large-scale multifamily housing. The development pattern of this typology should be compact and well-connected, with access to individual parcels by an alley when practical. Building form should promote the social connectivity of the neighborhood, with clearly defined public, semi-public, and private spaces. Infill development should continue the existing visual pattern, rhythm, or orientation of surrounding buildings when possible. A wide range of neighborhood serving businesses, institutions, and amenities should be present. Ideally, most daily needs are within walking distance. This typology usually has a residential density of 5 to 15 dwelling units per acre, but a higher density is recommended if the development is within a quarter mile of a frequent transit line, greenway, or park.

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 Request.

ZONING HISTORY

ZONING HISTORY – SITE

N/A

ZONING HISTORY – VICINITY

2022CZN844 ; 2545 East Pleasant Run Parkway NDR (east of site), Rezoning of 17.92 acres from the I-4 (FF) district to the SU-9 (FF) district to provide for Marion County Forensic Laboratory and Coroner's office, **approved**.

2022DV2019 ; 914 Saint Peter Street (northwest of site), Variance of Development Standards of the Consolidated Zoning and Subdivision Ordinance to provide for a duplex on a 40-foot wide, 5,000-square foot lot (60-foot lot width, 7,200 square feet required), with 55% open space (60% required), **approved**.

2019DV3019 ; 1048 Saint Peter Street (southwest of site), Variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for a detached garage creating an open space of 47% (60% required), **approved**.

2018DV2045 ; 2314 Woodlawn Avenue (west of site), Variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for a dwelling addition to a single-family dwelling, with a two-foot north side setback and six feet between primary dwellings, a 13-foot front setback, and creating 48% open space (three-foot side setback, 10 feet between dwellings, 18-foot front setback and 60% open space), **approved**.

2018DV3004 ; 1017 Saint Paul Street (southwest of site), Variance of development standards of the Consolidated Zoning and Subdivision Ordinance to legally establish a two-family dwelling, with an 11-foot front setback, seven feet between primary dwellings, and 44% open space on a 5,000-square foot, 40-foot wide lot (18-foot front setback, ten feet between dwellings, 60% open space, 7,200-square foot lots, 70-foot lot width), **approved**.

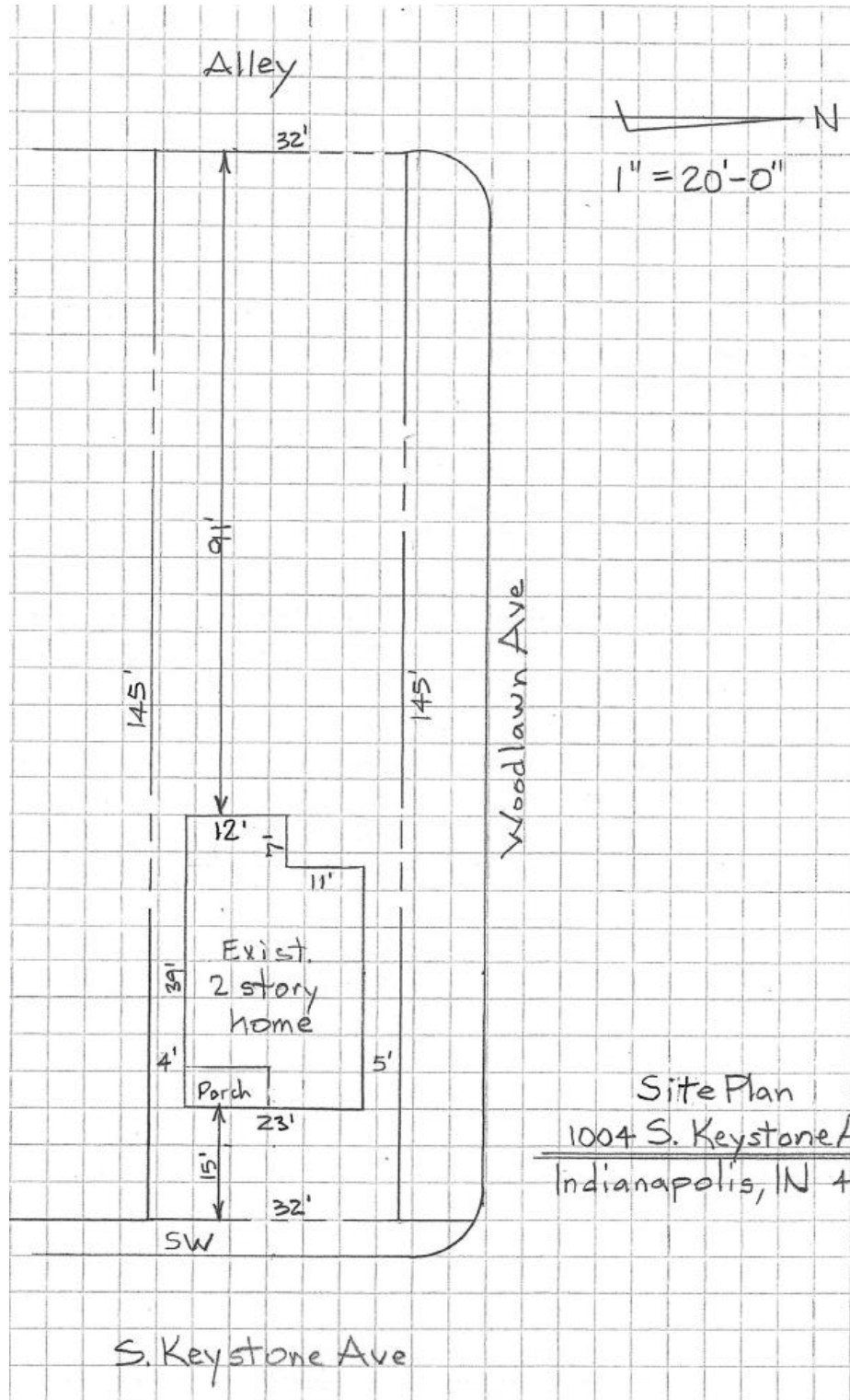
2010CVR805 ; 1035 South Keystone Avenue (east of site), Special Exception and variance of development standards of the Industrial Zoning Ordinance to provide for an automobile crushing business with **(a)** a 10-foot tall wood privacy fence, a storage area for crushed automobiles and vehicle parking, with a one-foot setback, without landscaping, from Keystone Avenue (100-foot front setback from the centerline of Keystone Avenue, with landscaping, required); and **(b)** with existing buildings with one and five-foot south side setbacks, without landscaping (20-foot side setback, with landscaping required), **approved**.

EXHIBITS

2026-ZON-064 ; Aerial Map



2026-ZON-064 ; Site Plan



2026-ZON-064 ; Photographs



Photo 1: Subject Site Viewed from Northeast



Photo 2: Subject Site Viewed from North

2026-ZON-064 ; Photographs (continued)



Photo 3: Subject Site Viewed from Northwest



Photo 4: Subject Site Viewed from West

2026-ZON-064 ; Photographs (continued)



Photo 5: Adjacent Property to Northwest



Photo 6: Adjacent Property to North

2026-ZON-064 ; Photographs (continued)



Photo 7: Adjacent Property to East



Photo 8: Adjacent Property to South