

## STAFF REPORT

Department of Metropolitan Development  
Division of Planning  
Current Planning Section

**Case Number:** 2022-ZON-121  
**Address:** 1347 and 1361 Madison Avenue and 215 Parkway Avenue (*Approximate Address*)  
**Location:** Center Township, Council District #16  
**Petitioner:** Midwest Floor Restore, by William W. Gooden and Elizabeth Bentz Williams  
**Request:** Rezoning of 0.85 acre from the I-4 and D-5 districts to the MU-2 district.

### **RECOMMENDATIONS**

Staff **recommends approval** of the request, 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:

1. Development of the site shall be in substantial compliance with the site plan, filed-dated October 5, 2022, and the Development Plan, file-dated October 25, 2022.
2. 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 / receptables provided for the proper disposal of trash and other waste.

### **SUMMARY OF ISSUES**

The following issues were considered in formulating the recommendation:

#### **LAND USE ISSUES**

- ◇ This 0.85-acre site, zoned I-4 and D-5, is comprised of three parcels developed with an office building, industrial building, dwelling and a parking lot. It is surrounded by a dental office and religious uses to the north, across Parkway Avenue, zoned I-3 and D-5, respectively; a financial institution and associated parking to the south, zoned I-3 and D-5, respectively; and religious uses and single-family dwellings to the east, across South Alabama Street, zoned D-5; and the Madison Avenue right-of-way to the west, zoned I-3.

(Continued)

## **STAFF REPORT 2022-ZON-121 (Continued)**

### **REZONING**

- ◇ This request would rezone the site from I-3 and D-5 Districts to the MU-2 (FF)(W-5) classification to provide for multi-family development uses. “The MU-2 District is intended to accommodate a mix of residential uses, offices, personal services, retail, and eating & drinking businesses that typically do not draw customers from beyond their neighborhood boundaries and do not generate substantial vehicle traffic. The corridor development pattern of the MU-2 district is neighborhood-focused; supportive of safe, vibrant pedestrian activity; and offers additional housing options. Application of the MU-2 district is for use in older urban commercial areas that are located adjacent to established residential neighborhoods extending along segments of primary and secondary thoroughfares. It can also be used in newer areas to replicate those building patterns found in older parts of the city. In order to perform its neighborhood focus, floor areas are restricted, auto-related uses minimized, and building details and other similar amenities are scaled to the pedestrian.”
- ◇ 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.”
- ◇ 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.
- Where possible, contributing historic buildings should be preserved or incorporated into new development.

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## **STAFF REPORT 2022-ZON-121 (Continued)**

### *Conditions for All Housing*

- Should be within a one-quarter-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.
- Should be oriented towards the street with a pedestrian connection from the front door(s) to the sidewalk. Driveways/parking areas do not qualify as a pedestrian connection.

*Small-Scale Multi-Family Housing (defined as single or multiple buildings each with five or more legally complete dwelling units in a development of less than two acres and at a height of less than 40 feet.)*

- Mixed-Use structures are preferred.
- Parking should be either behind or interior to the development.

*Small-Scale Offices, Retailing, and Personal or Professional Services (defined as commercial uses with minimal outdoor operations, storage, or display on lots of less than 1.5 acres and a height of less than 35 feet).*

- Mixed-Use structures are preferred.
- Automotive uses (such as gas stations and auto repair) and uses with drive-through lanes are excluded.
- Should not include outdoor display of merchandise

### **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;

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**STAFF REPORT 2022-ZON-121 (Continued)**

- 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**

- ◇ As proposed, this request would be consistent with the Comprehensive Plan recommendation of village mixed-use and result in a more appropriate zoning consistent with current and historical use of the site.
- ◇ The existing and proposed uses would be conducted within existing on-site structures. Building expansions or additions are not contemplated at this time.
- ◇ The existing flooring business would remain with interior expansions consisting primarily of office uses, with an accessory indoor recreational facility. The existing dwelling would be converted to four living units. Parking for this site would be behind the buildings that front on Madison Avenue.
- ◇ Neither the existing industrial zoning or the residentially zoned parking lot is appropriate for the area and adjacent residential neighborhood to the east.

**GENERAL INFORMATION**

**EXISTING ZONING AND LAND USE**

I-4 / D-5	Office use / commercial uses / parking lot / residential
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**SURROUNDING ZONING AND LAND USE**

North -	I-4	Commercial office use
South -	I-4	Financial institution
East -	D-5	Religious uses / single-family dwelling
West -	I-3	Madison Avenue right-of-way

**COMPREHENSIVE LAND USE PLAN**

The Comprehensive Land Use Plan for Indianapolis and Marion County (2018) recommends village mixed-use typology.

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## **STAFF REPORT 2022-ZON-121 (Continued)**

### **THOROUGHFARE PLAN**

This portion of Madison Avenue is designated in the Marion County Thoroughfare Plan as an expressway with an existing 112-foot right-of-way

This portion of Parkway Avenue is designated in the Marion County Thoroughfare Plan as a local street with an existing 62-foot right-of-way and a proposed 48-foot right-of-way.

This portion of South Alabama Street is designated in the Marion County Thoroughfare Plan as a local street with an existing 50-foot right-of-way and a proposed 48-foot right-of-way.

### **CONTEXT AREA**

This site is located within the compact context area.

### **OVERLAY**

This site is not located within an overlay

### **SITE PLAN**

File-dated October 5, 2022

**PROPOSED DEVELOPMENT PLAN** File-dated October 25, 2022

## **ZONING HISTORY**

**90-UV1-119; 1343-1347 Madison Avenue**, requested a variance of use of the Industrial Zoning Ordinance to permit an existing building to be used as a church office, reading room and lending library, **granted**.

### **VICINITY**

**84-UV3-127; 215 – 217 East Orange Street (north of site)**, requested a variance of use of the Dwelling Districts Zoning Ordinance to provide for a parking lot for use by an existing dental office, **granted**.

**74-UV2-136; 218 East Orange Street (north of site)**, requested a variance of use to permit construction and operation of a machine shop, **granted**.

**66-V1-55; 1353-57 Madison Avenue (north of site)**, requested a variance of use to permit construction and operation of a dental office, **granted**.

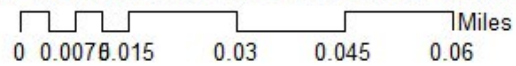
**64-V-233; 215 East Orange Street (north of site)**, requested a variance of use to permit construction and operation of an auto repair business, **denied**.

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1347 and 1367 Madison Avenue and 215 Parkway Avenue





PROJECT

RE-ZONE  
1347-1361 MADISON AVE  
INDIANAPOLIS IN  
46225

**ZONING**  
CERTIFIED BY

NOT FOR CONSTRUCTION

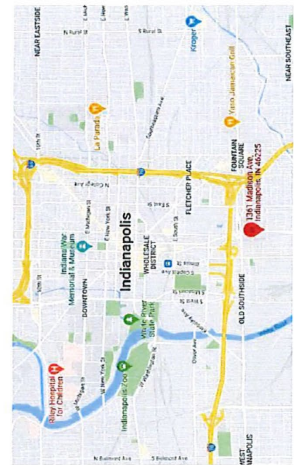
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9-KEY TITLE  
CONCEPTUAL  
SITE PLAN

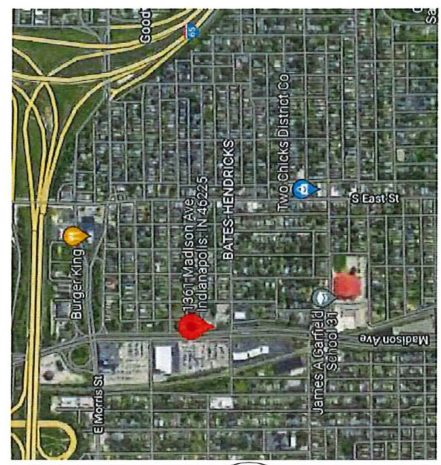
DATE SEPT 28, 2022

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## CONTEXT MAP

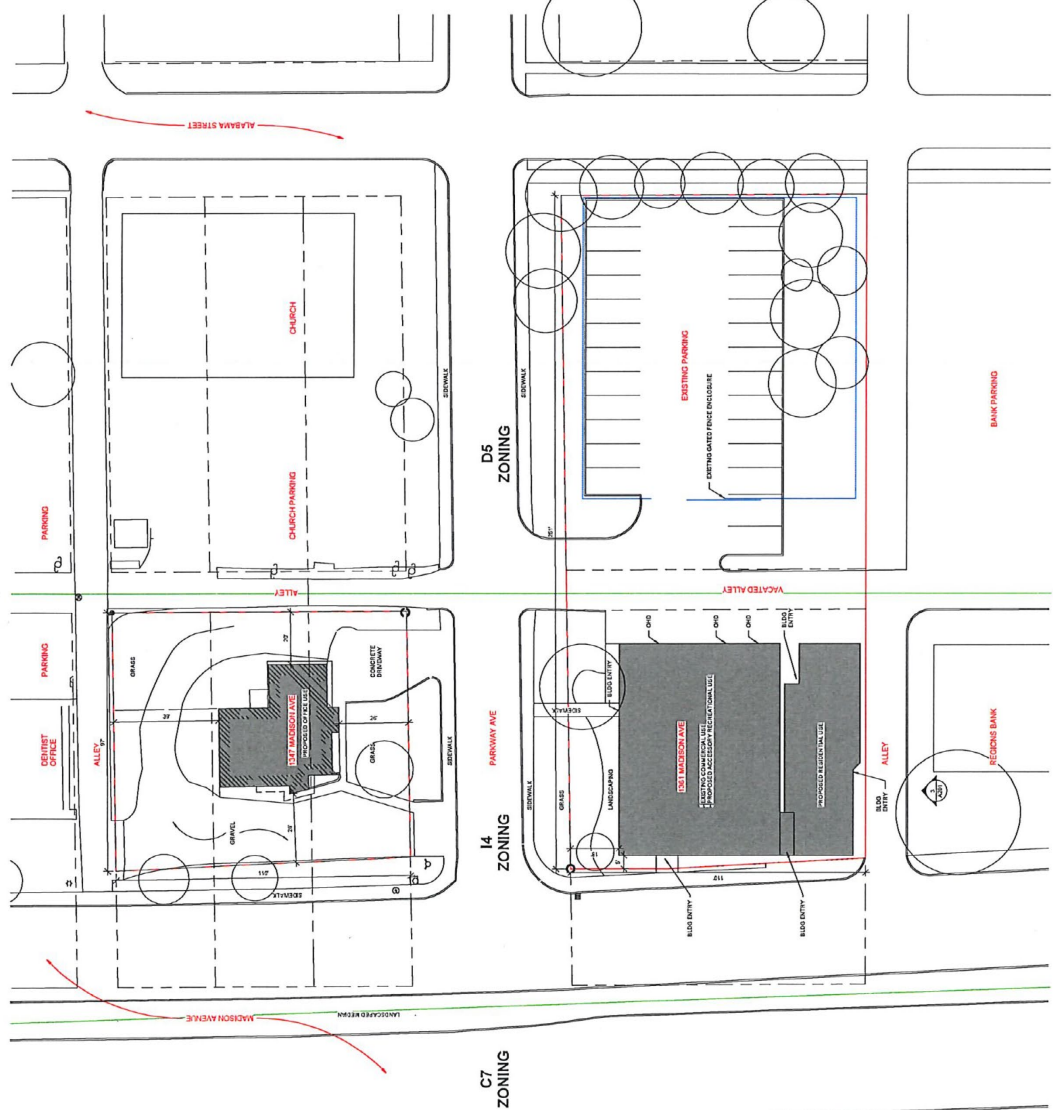


### VICINITY MAP

## ADJACENT ZONING NOTES:

OTHER MEANS BY ZONING CLASSIFICATIONS ALONG THE MADISON CORRIDOR, OTHER THAN 14 INCLUDE:

- SOUTHWEST - MU-2 MIXED-USE APARTMENTS WITH OFF-ROAD FLOOR RETAIL USES
- NORTHWEST - C3 COMMERCIAL & CITY-OCCUPIED BUILDINGS
- NORTHWEST - C7 AUTOMOBILE CENTER
- NORTH - PM-1 HENDRICKS PARK



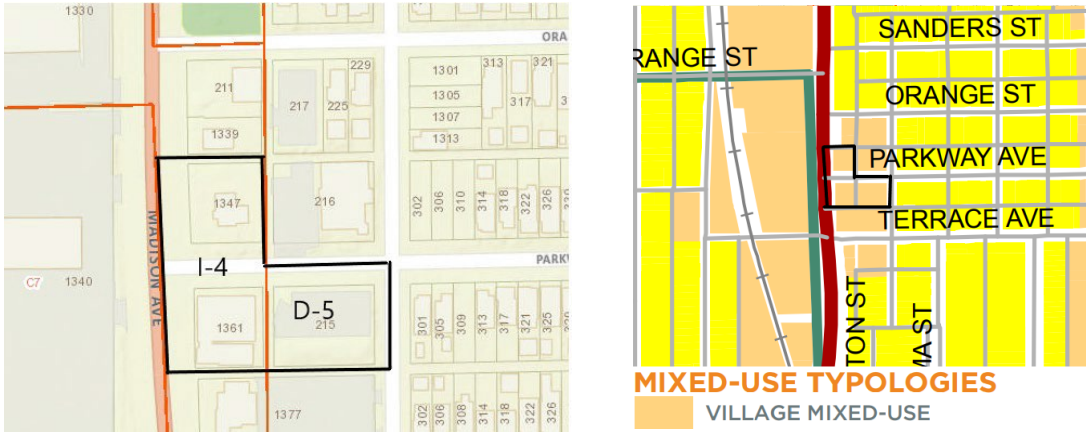
1 CONCEPTUAL SITE PLAN  
1/16" = 1'-0"

### CONCEPT

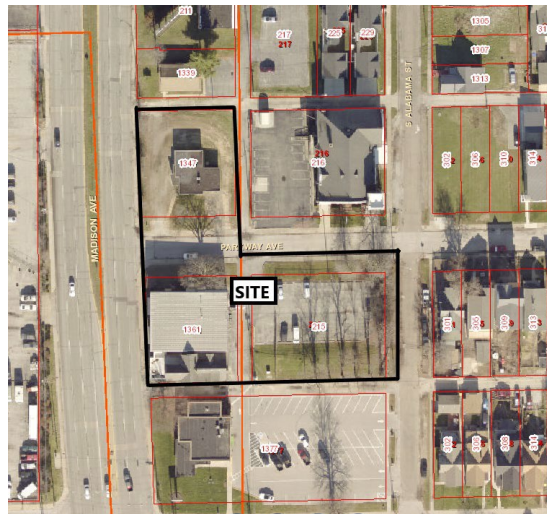
## Detailed Description

**Explanation and Details:** Based on staff's subsequent questions 10-19-22, after receiving information of staff's support 9-26-22, following our inquiry, prior to filing rezoning petition. Please consider the following:

- Property is zoned I-4 along Madison Ave and the existing parking is zoned D-5.
- In 1990 and 1992 permanent variances were granted for:
  - o 215 Parkview - the existing parking lot,
  - o 1347 Madison – for church office and library
  - o 1361 Madison – commercial and janitorial services



- The Comprehensive Plan recommends Village Mixed Use and that corresponds directly to the MU-2 Zoning District
- All structures are existing



## History / Background:

Midwest Floor Restore has long made the 1361 buildings home, housing their materials and equipment in the rear of the main building, with their showroom up front. For a number of years, the business operations offices were located in the residential-type building to the south on 1361.

Some time ago, the offices were moved to the upper level of the building, above the garage area, largely vacating the south building. As the business model has changed, there is no longer a need for an active showroom and the need for additional offices has grown.

To accommodate the business's needs and make best use of these buildings, Midwest Floor Restore has purchased the small, one-story building across the street at 1347. It's in this building, once renovated, the business operation's office will be located. In the buildings on 1361, the continued use of the garage as it stands today, will remain. The showroom is to become an accessory recreational use (pickleball court) and the upper level will more than likely be office, storage and lounge area. The residential building to the south will be reclassified as a class 1 structure in order to accommodate four living units. Ample parking is on site, to the east on 1361, as well as in the gravel driveway areas on 1347.

All of these uses are allowed in the Village Mixed Use (of MU-2) zoning category which is recommended in the City's Comprehensive Land Use Plan for these parcels.

- Site plan (Attached and filed with petition) indicates:
  - o Proposed office use for northern lot 1347 Madison
  - o Existing parking on 215 Parkview
  - o Residential, office use and proposed accessory recreational use on 1361 Madison





View looking south along Madison Avenue



View looking south along Madison Avenue





View looking north along Madison Avenue



View of site looking east across Madison Avenue





View of site looking east across Madison Avenue



View of site looking east across Madison Avenue





View of site looking east across Madison Avenue



View of site looking northeast across Madison Avenue





View of southern portion of site looking west



View of parking lot looking north





View of parking lot looking north



View of parking looking north across Alabama Street





View of southern portion of site looking southwest



View of parking lot looking west across Parkway Avenue





View of site looking south across Parkway Avenue



View of site looking south across Parkway Avenue





View of northern portion of site looking north across Parkway Avenue



View of north portion of site looking north





View of northern portion of site looking south



View from site looking northeast across Parkway Avenue





View from site parking lot looking east across South Alabama Street



View from site parking lot looking south at adjacent land uses