



**METROPOLITAN DEVELOPMENT COMMISSION  
HEARING EXAMINER**

December 12, 2024

**Case Number:** 2024-ZON-133  
**Property Address:** 629 & 655 West Hampton Drive (Approximate Address)  
**Location:** Washington Township, Council District #7  
**Petitioner:** Butler University, by Brian J. Tuohy  
**Current Zoning:** UQ-1  
**Request:** Rezoning of 2.37 acres from the UQ-1 district to the C-S district to renovate Ross Hall Dormitory into a 105-room hotel, restaurant, and University related uses as outlined in the C-S Statement.  
**Current Land Use:** Vacant Dormitory  
**Staff Recommendations:** Approval  
**Staff Reviewer:** Marleny Iraheta, Senior Planner

**PETITION HISTORY**

This is the first public hearing for this petition.

**STAFF RECOMMENDATION**

Staff **recommends approval** of the requests.

**PETITION OVERVIEW**

**LAND USE**

An error was made with the Legal Notice as it indicated a rezoning of 3.67 acres. The request was corrected in this report to reflect a rezoning of 2.37 acres.

The subject site is developed with a vacant university dormitory building and parking lot. It is located within a private university campus and is surrounded by single-family dwellings to the south, zoned D-5, campus police department and single-family dwelling to the east, zoned D-5, student housing center to the north, zoned UQ-1, and fraternal organization and parking lot to the west, zoned UQ-1.

**REZONING**

The UQ-1 District allows for a variety of uses as listed in Table 742-108-4: Permitted Uses in University Quarter Districts, including residential uses, public, institutional, religious, and civic uses, and commercial and industrial uses.

The Special Commercial district (C-S) is established for the following purposes:

1. To encourage:
  - i. A more creative approach in land planning.
  - ii. Superior site and structural design and development.
  - iii. An efficient and desirable use of open space.
2. To provide for a use of land with high functional value.
3. To assure compatibility of land uses, both within the C-S district and with adjacent areas.
4. To permit special consideration of property with outstanding features, including, but not limited to, historical, architectural or social significance, unusual topography, landscape amenities, and other special land characteristics.
5. To provide maximum adaptability and flexibility in zoning and development controls to meet the changing and diverse needs of the metropolitan area.

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.

Development site plans should incorporate and promote environmental considerations, working within the constraints and advantages presented by existing site considerations, including vegetation, topography, drainage and wildlife.

## **STAFF ANALYSIS**

The grant of the request would allow for the rezoning of the subject site to the C-S district to allow for the following uses:

- Hotel with restaurants, meeting space and outdoor amenities
- Parking Garage
- Fraternity or Sorority
- UQ-1 Permitted Uses
- UQ-2 Permitted Uses
- University related offices
- Surface Parking Lot

The proposal would include the interior renovation of an existing dormitory while maintaining the exterior to provide for a hotel with 105 rooms, restaurants, meeting space, and outdoor amenities.



It was noted that the windows require replacement, and it is unknown whether the doors would require replacement at this time. The Indianapolis Historic Preservation Commission (IHPC) staff has offered their services in assisting the petitioner with identifying appropriate replacement window that will be compatible with this historically significant building if guidance is requested.

The petitioner provided parking calculations that ensure the parking requirements would be met which would in turn alleviate parking within the surrounding residential neighborhood.

Due to the variety of potential uses that could be incorporated within the existing building per the Development Statement, staff determined that the C-S district is appropriate to accommodate all uses proposed.

Additionally, the proposed development would align with the institution-oriented mixed use and regional special use recommendation of the Comprehensive Plan that contemplates all the anticipated uses to be permitted.

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

**GENERAL INFORMATION**

<b>Existing Zoning</b>	UQ-1		
<b>Existing Land Use</b>	Vacant Dormitory		
<b>Comprehensive Plan</b>	Institution-Oriented Mixed-Use and Regional Special Use		
<b>Surrounding Context</b>	<b><u>Zoning</u></b>	<b><u>Land Use</u></b>	
	North:	UQ-1	Student Housing Center
	South:	D-5	Residential (Single-family dwellings)
	East:	D-5	Campus Police Department / Residential
	West:	UQ-1	Fraternal Organization / Parking Lot
<b>Thoroughfare Plan</b>			
Hampton Drive	Primary Collector Street	66-foot proposed right-of-way and 125-foot existing right-of-way.	
Sunset Avenue	Local Street	48-foot proposed right-of-way and 48-foot existing right-of-way.	
44 <sup>th</sup> Street	Local Street	48-foot proposed right-of-way and 48-foot existing right-of-way.	
<b>Context Area</b>	Compact		
<b>Floodway / Floodway Fringe</b>	No		
<b>Overlay</b>	No		
<b>Wellfield Protection Area</b>	No		
<b>Site Plan</b>	November 11, 2024.		
<b>Site Plan (Amended)</b>	N/A		

<b>Elevations</b>	November 11, 2024.
<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 25, 2024.

**COMPREHENSIVE PLAN ANALYSIS**

**Comprehensive Plan**

- Marion County Land Use Plan Pattern Book (2019)
- Indy Moves Transportation Integration Plan (2018)

**Pattern Book / Land Use Plan**

- The Marion County Land Use Plan Pattern Book (2019) recommends Institution-Oriented Mixed-Use development and Regional Special Use development for the subject site.
- The Institution-Oriented Mixed-Use (Campus) typology contains a mix of land uses within and surrounding a significant regional institution campus, such as a university or hospital. This typology is meant to promote development that is permeable to pedestrians and integrates into its surrounding context. Uses in this typology will often be thematically or economically linked to the anchor institution. Residential areas of this typology have a density of 8 to 15 dwelling units per acre.
- **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.
  - Master-planned developments in excess of 2 acres should include pedestrian amenities for passive and active recreation internal to the development.
- **Conditions for All Housing**
  - Should be within a one-half-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.
- **Boutique Hotels**
  - Unless the development requires fewer than 10 spaces, at least 50% of required parking should be provided in structured parking (private or shared).
- **Hotels, Motels, or Hostels**
  - Unless the development requires fewer than 10 spaces, at least 50% of required parking should be provided in structured parking (private or shared).
  - Should be located along an arterial or collector street.

- **Small-Scale Retailing and Personal or Professional Services**
  - 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. Automotive uses (such as gas stations and auto repair) and uses requiring a distance of separation of greater than 20 feet under the zoning ordinance (such as liquor stores, adult uses, and drive-through lanes) are excluded when adjacent to residential areas or the dense cores of institution campuses. Should not include outdoor display of merchandise.
- **Large-Scale Retailing and Personal or Professional Services**
  - 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.
- **Small-Scale Schools, Places of Worship, Neighborhood-Serving Institutions/Infrastructure, and Other Places of Assembly**
  - 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.
  - Schools should not be within 1000 feet of a highway, freeway, or expressway.
- **Large-Scale Schools, Places of Worship, Community-Serving Institutions/Infrastructure, and Other Places of Assembly**
  - 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.
  - Schools should not be within 1000 feet of a highway, freeway, or expressway.
- **Structured Parking**
  - Only recommended as a primary use when functionally connected to an anchor institution.
- The Regional Special Use is one of the non-typology land uses which are stand-alone land uses mapped outside of the typology system due to their scale or the nature of their use.
- This category provides for public, semi-public and private land uses that serve a specific institutional purpose for a significant portion of the county. Examples are large-scale, generally stable institutional uses such as cemeteries, hospitals, universities, high schools, government complexes, large museums, the Indiana State Fairgrounds, and the Indianapolis Motor Speedway. Long Range Planning staff should provide guidance regarding any property use changes in this typology. Partial property changes should remain thematically or economically supportive of the special use while also being contextually sensitive to adjacent existing development and land use plans. Redevelopment, use changes, or other significant changes to the entire property must be



informed by a planning study conducted by Department of Metropolitan Development to determine Land Use Plan recommendations.

**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 Indy Moves Transportation Integration Plan (2018) proposes complete street updates for a multi-use off-street path along Hampton Drive from Berkley Road to Sunset Avenue

## ZONING HISTORY

### ZONING HISTORY – VICINITY

**2024-CZN-801 / 2024-CVR-801; 526 Blue Ridge Road**, Rezoning of 0.32 acres from the D-5 District to the UQ-2 District to provide for a residence for the university president and Variance of Development Standards of the Consolidated Zoning and Subdivision Ordinance to provide for a 10-foot north rear yard setback (20-foot rear setback required) without a primary entry on the front façade (required), **approved and granted**.

**2023-DV2-010; 526 Blue Ridge Road**, Variance of Development Standards of the Consolidated Zoning and Subdivision Ordinance to provide for the construction of a 43-foot 10-inch-tall single-family dwelling (maximum 35-foot height permitted) with a 10-foot rear yard setback (20-foot rear setback required) without a primary entry on the front façade (required), **denied**.

**2020-DV3-037; 4321 Clarendon Road; 3909 Cornelius Ave, 723 W 44th St, 406 Buckingham Dr, 4340 Sunset Ave, 503 West 49th St, 402 West 41st St, 4454 Boulevard PI, 4321 Crown St, 325 West 47th St, 245 West 40th Street**, Variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for 39-foot to 49.2-foot tall wood and metal poles for small cell wireless communications facilities, with associated equipment and antennas within the right-of-way (underground utilities only permitted after January 1, 1973.), **denied**.

**2014-CVR-835; 340 South White River Parkway**, Variance of use of the Central Business Districts Zoning Ordinance to provide for a county jail, community corrections and related uses and facilities associated with a consolidated justice center (SU-8 uses, correctional and penal institutions not permitted), **granted**.

**2011-CVR-824 / 525 Blue Ridge Road and 530 West Hampton Road**, Variance of use and development standards of the Special Districts Zoning Ordinance to provide for the University President's House (Carter House; 525) and the Efrogmson Center for Creative Writing (530), which would have lectures by visiting writers and authors and other university uses, as well as provide for housing for the writers, authors and up to three graduate students, and to provide for an attached garage, with a 0.75-foot front setback from Sunset Avenue (25-foot front setback required), **granted**.

**2011-CZN-824; 525 Blue Ridge Road and 530 West Hampton Road**, Rezoning of 0.645 acre from the D-5 District to the UQ-1 classification to provide for the University President's House (Carter House; 525) and the Efrogmson Center for Creative Writing (530), which would have lectures by visiting writers and authors and other university uses, as well as provide for housing for the writers and authors, **withdrawn**.

**2006-DV2-023; 524 Buckingham Drive**, Variance of development standards of the Dwelling Districts Zoning Ordinance to provide for the construction of a 360-square foot addition to an existing detached garage with a 1.5-foot north side setback, a 1.5-foot aggregate side setback, and to provide for a six-foot tall fence within the right-of-way of Sunset Avenue, **granted**.





Department of Metropolitan Development  
Division of Planning  
Current Planning

**2004-HOV-023; 527 West 46th Street**, Variance of the development standards of the Dwelling Districts Zoning Ordinance to legally establish a 420-square foot detached garage located zero feet from the east property line (minimum four-foot side yard setback required) and to provide for a two-story 1,800-square foot building addition to the existing single-family dwelling resulting in the attachment of the nonconforming detached garage to the existing single-family dwelling, **granted**.

**99-V1-90; 517 West 46th Street**, Variance of development standards of the Dwelling Districts Zoning Ordinance to provide for a second story garage and addition to an existing detached garage for a recreation room with an overall height of 24.5 feet (maximum 20 feet permitted) creating 1,465.1 square feet of detached accessory uses, or 83% of the size of the main floor area of the primary dwelling (maximum 1,313 square feet of 75% of the size of the main floor area of the primary residence permitted), with total accessory uses being 2,290 square feet, or 130% of the size of the main floor area of the primary residence (maximum 1,733 square feet of 99% of the size of the main floor area of the primary residence permitted), having a rear yard setback of two feet (minimum five feet required) and having a side yard setback of two feet (minimum five feet required), **withdrawn**.

**93-Z-103; 525 Blue Ridge Road**, Rezoning of 0.21 acre from D-5 district to UQ-1 classification to provide for university-related office uses, **withdrawn**.

**89-UV3-35; 518 Buckingham Drive**, Variance of use to permit an addition to an existing detached garage to be used as an artist studio, **granted**.

**87-HOV-118; 429 Buckingham Drive**, Variance of development standards of the Dwelling Districts Zoning Ordinance to provide for the installation of an in-ground swimming pool with a rear setback of six feet (20 feet required), **denied**.

**82-V1-133; 502 Blue Ridge Road**, Variance of development standards to permit an indoor pool and family room addition to the existing residence within the 20-foot rear yard setback, a 15-foot setback is proposed with a storeroom coming within 7.4 feet of the rear property line, **granted**.

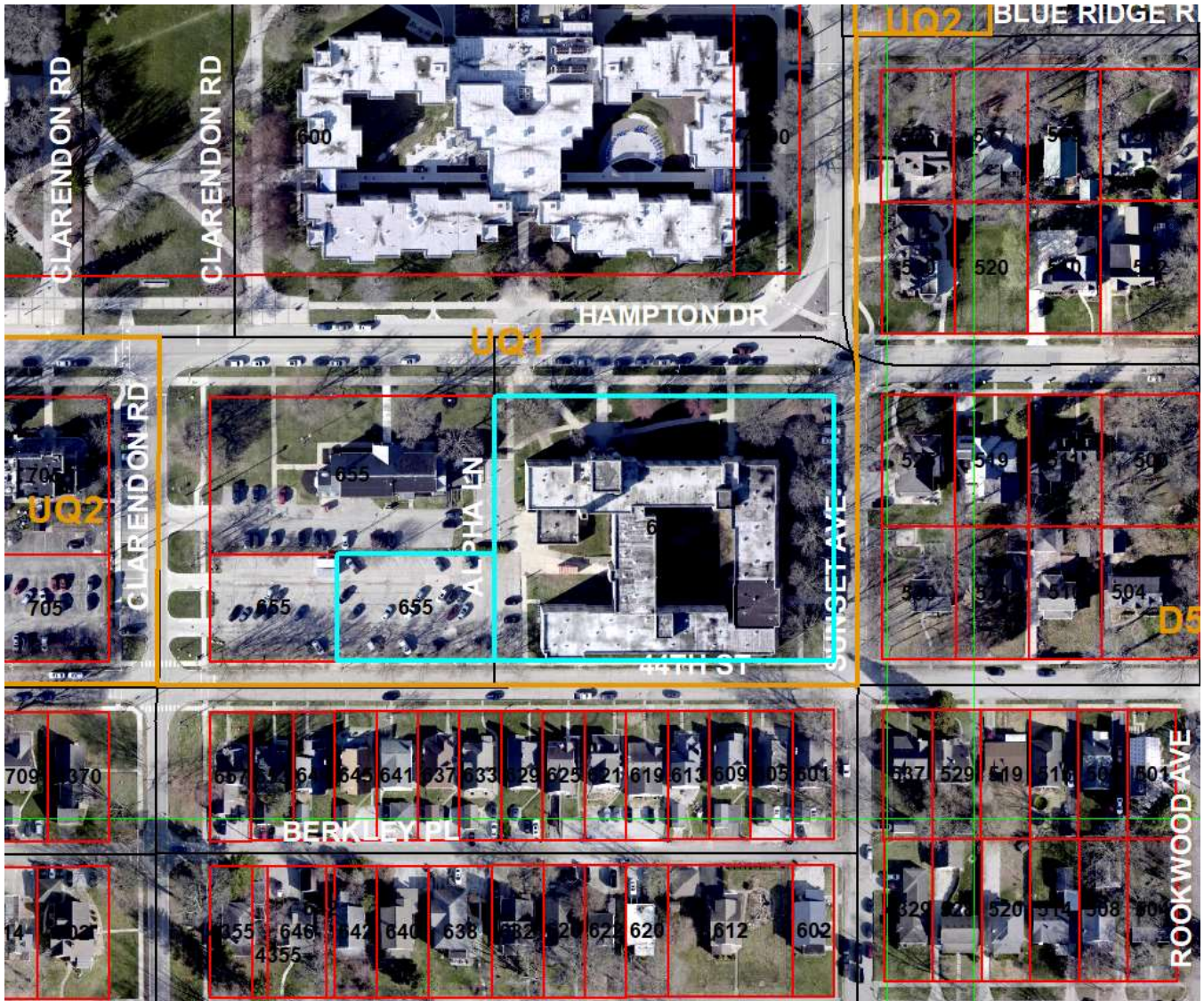
**70-V2-114; 526 Blue Ridge Road**, Variance of use and rear yard requirements to permit construction of an addition to existing dormitory residence to house 70 girls, with sorority crest affixed to the house, with off-street parking available across Sunset Avenue, **granted by BZA and reversed and denied by the Superior Court of Marion County**.

**61-V-216; 526 Blue Ridge Road**, Request for permission to use the existing dwelling house as a dormitory for students, with off-street parking provided, **granted**.

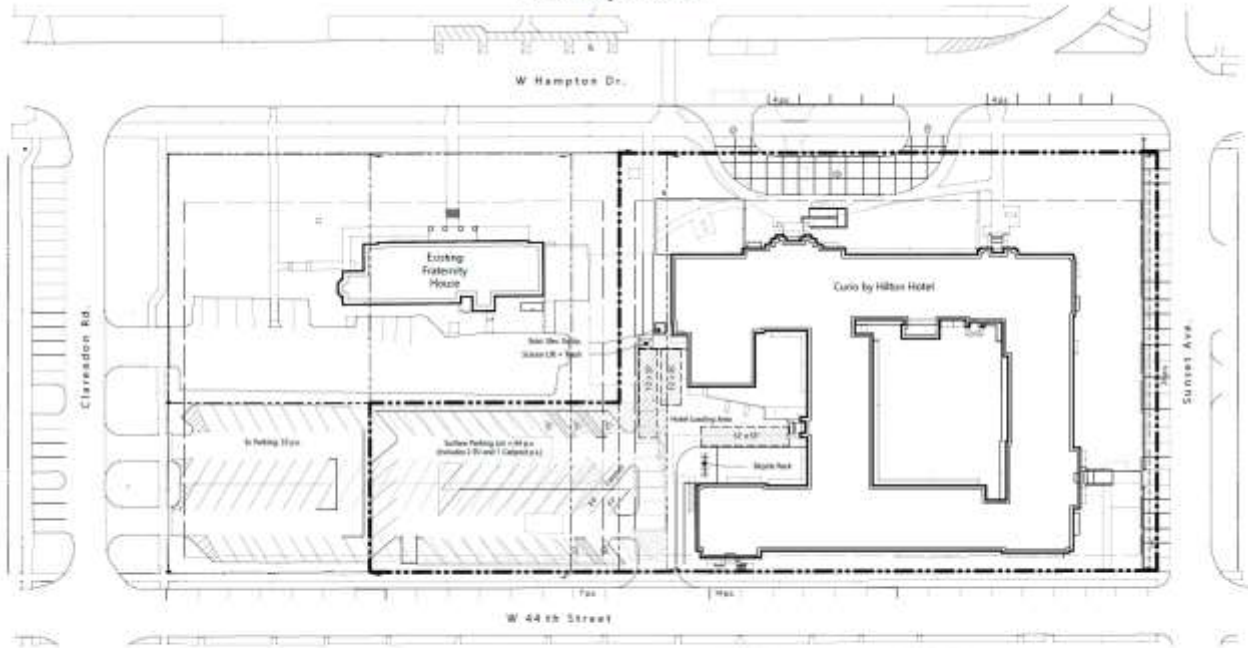
**59-V-500; 445 Blue Ridge Road**, Variance of rear yard requirements to permit construction of a carport attached to the existing dwelling house and extending to 15'3" from the rear lot line, **granted**.



EXHIBITS



Preliminary Site Plan



EXISTING DATA		BUILDING AREA	
Street Parking	12,000	Level	10,241.17
Driveway (Sta. 1) Concrete (sq. ft.)	4,000	Grade (sqm)	28,883.47
Canopy (Sta. 1) Concrete (sq. ft.)	4,000	2nd Floor	24,087.42
Surface Lot (Concrete)	4,000	3rd Floor	11,957.42
Storage Area (Concrete (sq. ft.))	300	4th Floor	11,957.42
Total Parking	18,000	Total Area	127,167.10

Site Plan - Ground Level







### **Proposal Description**

#### **629 W. Hampton Drive & 655 W. Hampton Drive (aka 639 W 44th St) (“Site”)**

The Site is located at the southwest corner of Sunset Avenue and W. Hampton Drive. Petitioner, Butler University, respectfully requests to rezone the Site to the C-S Zoning District. The Site is currently improved with Ross Hall dormitory and a surface parking lot.

In connection with redevelopment of the Site, the existing Ross Hall is proposed to be renovated to provide for a new hotel. The existing surface parking lot on the Site will provide off-street parking for the new hotel in addition to adjacent on-street parking spaces. A proposed C-S Statement, along with a preliminary site plan and a preliminary rendering approximately depicting the proposed development and improvements, are filed herewith.



Amended C-S Statement

629 W. Hampton Drive & 655 W. Hampton Drive (aka 639 W 44th St) ("Site")

1. Uses: The following uses shall be permitted uses on the Site:

- Hotel with restaurants, meeting space and outdoor amenities
- Parking Garage
- Fraternity or Sorority
- UQ-1 Permitted Uses
- UQ-2 Permitted Uses
- University related offices
- Surface Parking Lot

2. Preliminary Proposed List of Improvements:

- The renovation of the existing Ross Hall Dormitory to provide for an approximately 105-room hotel with restaurants, meeting space and outdoor amenities.

A preliminary site plan depicting the proposed location of improvements, driveways and ingress and egress to and from the Site is filed herewith. Final plans, including sign plans, shall be submitted for Administrator's approval, which shall not be unreasonably withheld.

Parking Calculation

629 W. Hampton Dr & 655 W. Hampton Drive (aka 639 W. 44th St) ("Site")

Petitioner: Butler University

**Proposed Use:** Approx. 105 Room Hotel (with restaurants, meeting space and outdoor amenities) in the Compact Context area. Per Section 740-202, the definition of *Hotel, Motel, or Hostel* includes "general kitchen and dining room facilities provided within the building or as an accessory building, and that caters to the traveling public." Additionally, the definition states "The use may include associated administrative offices and the sale of food, beverages, and convenience items, and meeting rooms."

**Number of Spaces Required without permitted Parking Reductions:** Per Table 744-401-1, a 105-room hotel requires 105 parking spaces (1 space per guest room) and 3 bicycle spaces.

**Proposed Parking:**

1. On-Street Parking: Per Section 744-401.H, in the Compact Context area, on-street parking spaces located on the same side of the street and directly in front of the property containing the use being served may be counted towards minimum off-street parking requirements.
  - South side of W. Hampton Drive = 8 spaces
  - West side of Sunset Avenue = 26 spaces
  - North side of W. 44th Street = 21 spaces
2. Off-Street surface parking lot located on a portion of the Site (on Parcel No. 8010830) = 44 spaces (including 2 electronic vehicle charging stations and 1 carpool space)
3. Total Proposed On-Street and Off-Street surface parking spaces = 99 car parking spaces.
4. Bicycle Spaces – 8 bicycle spaces (5 bicycle spaces more than the 3 bicycle spaces required).

**Parking Reductions:** With the below permitted parking reductions, the 105 required parking spaces is reduced by 7, thereby reducing the required parking from 105 spaces to 98 spaces.

1. Per Section 744-403.A, for each electronic vehicle charging station provided, the minimum number of required off-street parking spaces may be reduced by 2.
2. Per Section 744-403.B, for each carpool space provided, the minimum required off-street parking spaces may be reduced by 4.
3. Per Section 744-403.C, for every five bicycle parking spaces provided in excess of the required bicycle spaces, the minimum number of required off-street parking spaces may be reduced by 1.

**Summary:** The proposed 105-room hotel requires 105 parking spaces. With the required parking spaces reduced by 7 spaces due to the permitted parking reductions as outlined above, 98 parking spaces are required. Petitioner proposes to provide 99 parking spaces.





Photo of the subject site looking east along



Photo of the subject site looking north from





Photo of the dormitory looking east.



Photo of the dormitory looking northeast.





Photo of the subject site parking lot looking west.



Photo of the subject site parking lot looking northwest.





Photo of the student housing center north of the site.



Photo of the northern building façade of the dormitory on site.





Photo of the eastern building façade of the dormitory on site.



Photo of the campus police department and single-family dwelling east of the site.



Photo of single-family dwellings south of the site.