



**METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER**

June 27, 2024

Case Number: 2024-CZN-823 / 2024-CAP-823
Property Address: 605 South High School Road
Location: Wayne Township, Council District #17
Petitioner: City of Indianapolis, Department of Parks and Recreation, by Kate Warpool
Current Zoning: D-3 and PK-1
Rezoning of 6.255 acres from the D-3 district to the PK-1 district.
Request: Park District One approval to provide for park improvements, including playground equipment and playground surface, walking trails, a basketball court, comfort stations, and picnic shelters.
Current Land Use: Open Space / Park
Staff Recommendations: Approval of the rezoning request and the approval request.
Staff Reviewer: Kathleen Blackham, Senior Planner

PETITION HISTORY

This is the first public hearing on these petitions.

STAFF RECOMMENDATION

Approval of the rezoning request and the approval request, subject to substantial compliance with the site and development plan, file dated May 13, 2024.

PETITION OVERVIEW

This 27.93-acre site, zoned D-3 and PK-1, is comprised of four parcels. The three northern parcels are zoned D-3 and the larger parcel is zoned PK-1, all of which are developed with a park. The site is surrounded by single-family dwellings to the north and south, zoned D-3; Interstate right-of-way to the east zoned D-3 and PK-1; and undeveloped land and single-family dwellings to the west, across South High School Road zoned D-3.

Rezoning

The request would rezone the three northern parcels to the PK-1 district. The PK-1 district is a plan development district that permits park, playgrounds, greenways and wireless communication facilities, along with accessory and temporary uses permitted in conjunction with this primary use in any zoning district.

The Comprehensive Plan recommends rural or estate neighborhood typology for these parcels. “The Rural or Estate Neighborhood typology applies to both rural or agricultural areas and historic, urban areas with estate-style homes on large lots. In both forms, this typology prioritizes the exceptional natural features – such as rolling hills, high quality woodlands, and wetlands – that make these areas unique. Development in this typology should work with the existing topography as much as possible. Typically, this typology has a residential density of less than one dwelling unit per acre unless housing is clustered to preserve open space.”

As proposed, this request would not be consistent with the Comprehensive Plan recommendation but given the fact that these parcels are contiguous with the existing park and have been integrated into the over development and park plan, staff supports the rezoning.

Park District One Approval

The Ordinance classifies Park District One and Two as Development Plan Districts. “No use, building or structure shall hereafter be established, constructed or used on any land in a Development Plan district for any purpose, until a Site and Development Plan for such land, including the proposed use or uses, has been filed with and approved by the Commission in accordance with this zoning ordinance.”

“The Commission may consider and act upon any such proposed use and Site and Development Plan, approve the same in whole or in part, and impose additional development standards, requirements, conditions, or commitments thereon at any public hearing of the Commission.”

Land in the development plan districts is subject to the following site and development requirements. In review of the proposed Site and Development Plan, the Commission must assess whether the Site and Development Plan, proposed use, buildings and structures must:

- a. Be so designed as to create a superior land development plan, in conformity with the Comprehensive Plan;
- b. Create and maintain a desirable, efficient and economical use of land with high functional and aesthetic value, attractiveness and compatibility of land uses, within the development plan district and with adjacent uses;
- c. Provide sufficient and adequate multi-modal access, such as parking and loading areas, transit provisions, and bicycle facilities;
- d. Integrate a multi-modal transportation network using active and passive traffic control with the existing and planned public streets and interior roads;
- e. Provide adequately for sanitation, drainage and public utilities in a sustainable, low-impact manner;
- f. Allocate adequate sites for all uses proposed - the design, character, grade, location and orientation thereof to be appropriate for the uses proposed, logically related to existing and proposed topographical and other conditions, and consistent with the Comprehensive Plan; and



- g. Provide pedestrian accessibility and connectivity, which may be paths, trails, sidewalks, or combination thereof. Pedestrian accessibility to available public transit must be provided. Sidewalks along eligible public streets consisting of the walkway and any curb ramps or blended transitions must be provided. If sidewalks are required to be installed, the Administrator or the Commission must be guided by the provisions of Section 744-304 for the installation of sidewalks.

The Site and Development Plan must include layout and elevation plans for all proposed buildings and structures, and must indicate:

- a. Proposed uses, buildings and structures.
- b. All existing uses, buildings, and structures, in addition to any proposed to be demolished.
- c. Proposed buildings and structures and the use of each.
- d. Elevations of all sides of each building.
- e. Zoning and existing land uses of adjacent properties.
- f. Off-street vehicle and bicycle parking layouts with summary table of the number of required off-street parking, loading, and stacking spaces.

The request would upgrade the existing amenities and add new amenities within this park that would expand and improve recreation opportunities for the surrounding residential neighborhood, resulting higher quality of life for the park users and surrounding land uses.

The development plan for this park includes trail improvements throughout the park, a basketball court, pickleball courts, picnic shelters / seating / grills, fishing dock, playground update, and lake edge improvements.

GENERAL INFORMATION

Existing Zoning	PK-1 / D-3		
Existing Land Use	Large scale park		
Comprehensive Plan	Rural or Estate Neighborhood / Large scale park		
Surrounding Context	Zoning	Land Use	
	North:	D-3	Single-family dwellings
	South:	D-3	Single-family dwellings
	East:	D-3 / PK-1	Interstate 465 right-of-way
	West:	Undeveloped / D-3	Single-family dwellings
Thoroughfare Plan			
South High School Road	Primary Collector	Existing 50-foot right-of-way and proposed 90-foot right-of-way.	
Context Area	Metro		
Floodway / Floodway Fringe	No		
Overlay	No		

Wellfield Protection Area	No
Site Plan	May 13, 2024
Site Plan (Amended)	N/A
Elevations	May 13, 2024
Elevations (Amended)	N/A
Landscape Plan	N/A
Findings of Fact	May 13, 2024
Findings of Fact (Amended)	N/A
C-S/D-P Statement	N/A

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

- The Comprehensive Plan recommends rural or estate neighborhood typology for the northern parcels and large-scale park for the remainder of the site.

Pattern Book / Land Use Plan

- 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 is the relevant policy related to this request:

The Rural or Estate Neighborhood typology applies to both rural or agricultural areas and historic, urban areas with estate-style homes on large lots. In both forms, this typology prioritizes the exceptional natural features – such as rolling hills, high quality woodlands, and wetlands – that make these areas unique. Development in this typology should work with the existing topography as much as possible. Typically, this typology has a residential density of less than one dwelling unit per acre unless housing is clustered to preserve open space.

Large-Scale Parks are generally over 10 acres in size and considered a non-typology land use that is defined as a stand-alone land use that is mapped outside of the typology system due to its scale or the nature of its use.

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 Marion County Thoroughfare Plan (2019) “is a long-range plan that identifies the locations classifications and different infrastructure elements of roadways within a defined area.”
- The following listed items describes the purpose, policies and tools:
 - Classify roadways based on their location, purpose in the overall network and what land use they serve.
 - Provide design guidelines for accommodating all modes (automobile, transit, pedestrians, bicycles) within the roadway.
 - Set requirements for preserving the right-of-way (ROW)
 - Identify roadways for planned expansions or new terrain roadways
 - Coordinate modal plans into a single linear network through its GIS database

ZONING HISTORY

2024-ZON-045; 635 South High School Road (south of site), requested rezoning of 0.46 acre from the SU-1 district to the D-3 district to legally establish a single-family dwelling, **approved**.

202-ZON-021; 460 South High School Road (west of site), requested rezoning of 13.4 acres from the D-3 district to the D-8 district, **withdrawn**.

2008-ZON-120; 631 and 635 South High School Road (south of site), requested rezoning of 1.086 acres, being in the D-3 District, to the SU-1 classification to provide for religious uses, **approved**.

2005-UV3-023; 660 South High School Road (southwest of site), requested a variance of use and development standards to provide for a mental health care office in an existing single-family dwelling in the D-3 district, with a six-foot tall fence and off-street parking areas located within the required front yard of Arbor Woods Drive, **granted**.

2004-ZON-003; 6150 and 6222 Sherry Lane (south of site), requested rezoning of 2.59 acres from the D-3 district to the SU-1 classification, **withdrawn**.

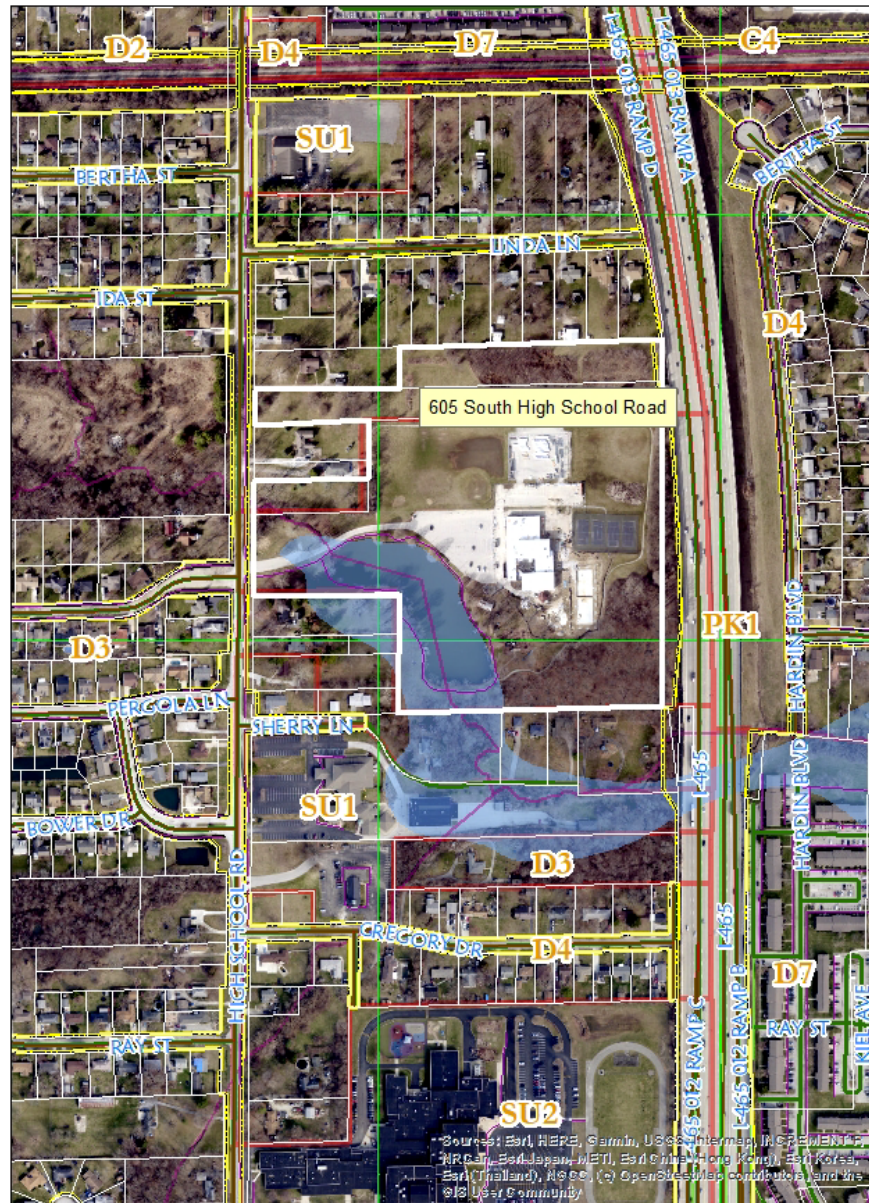
98-Z-147; 701 South High School Road (south of site), requested rezoning of seven acres from the D-3 district to the SU-1 classification, **approved**.

87-SE1-11; 701 South High School Road (south of site), requested a special exception to provide for religious use in the D-3 district, **granted**.

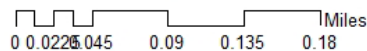
87-UV2-49; 701 South High School Road (south of site), requested a variance of use to provide for construction of a 1,020-square foot storage building for church vehicles in the D-3 district, **granted**.

86-Z-149; 550 South High School Road (north of site), requested rezoning of one acre from the SU district to the D-3 classification, **approved**.

EXHIBITS



605 South High School Road





Petition Number _____

METROPOLITAN DEVELOPMENT COMMISSION
OF MARION COUNTY, INDIANA
PETITION FOR UNIVERSITY QUARTER ONE/TWO APPROVAL
PETITION FOR PARK DISTRICT ONE/TWO APPROVAL
PETITION FOR HOSPITAL DISTRICT ONE/TWO APPROVAL

FINDINGS OF FACT

The Metropolitan Development Commission finds that the site and development plan file-dated _____, 20__

A. Has been designed to create a superior land development plan, in conformity with the Comprehensive Plan because:

The land use plan identifies that the property is a large-scale park, that the land is currently used as a park, that the land use pattern book recommends parks without additional concerns, the plan improves the condition of the park, and the surrounding traditional neighborhood benefits from the park improvements.

B. Creates and maintains a desirable, efficient and economical use of land with high functional and aesthetic value, attractiveness and compatibility of land uses, within the development plan district and with adjacent uses because:

The plan calls creating a new basketball courts, pickleball courts, reconfiguring tennis courts, replacing equipment and surfaces for play and recreation functions that currently exist, addressing drainage, and new access walking pathways, new shelters with amenities and reconfiguring parking. These additions will improve the current state of the park.

C. Provides sufficient and adequate multi-modal access, such as parking and loading areas, transit provisions, and bicycle facilities because:

New paths are included as part of the project; and new parking spaces will be included on the northwest side of the park.

D. Integrates a multi-modal transportation network using active and passive traffic control with the existing and planned public streets and interior roads because:

Existing controls are already included in and adjacent to the existing park; and new multiuse paths with necessary controls are recommended in the development plan.

E. Provides adequately for sanitation, drainage, and public utilities in a sustainable, low-impact manner because:

The park is serviced by the owner, Indy Parks, and the Department of Public Works, property drainage has been designed by a professional engineer and incorporates appropriate sustainable designs.



Department of Metropolitan Development
Division of Planning
Current Planning

F. Allocates adequate sites for all uses proposed, - the design, character, grade, location, and orientation thereof to be appropriate for the uses proposed, logically related to existing and proposed topographical and other conditions, and consistent with the Comprehensive Plan, because:

The property is currently a large-scale park and the proposed plan replaces existing park structures and adds connectivity and functions complimentary to its continued use as a park.

G. Provides pedestrian accessibility and connectivity, which may be paths, trails, sidewalks (If sidewalks are required to be installed, the Administrator or the Commission must be guided by provisions of Section 744-304 for the installation of sidewalks), or combination thereof; provides pedestrian accessibility to available public transit; and provides sidewalks along eligible public streets consisting of the walkway and any curb ramps or blended transitions because:

Existing paths are already included in the existing park; and existing paths will be replaced and improved as part of this project; and/or new paths are planned for future park and/or infrastructure projects.

DECISION

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

Adopted this _____ day of _____, 20 ____

Commission President/ Secretary



View of site looking north at area of rezoning request



View of site looking east



View of site looking north



View of site looking northeast



View of site looking southeast



View of site looking south



View of site looking south



View of community building looking southeast



View of site looking south