

**METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER**

October 9, 2025

Case Number: 2025-ZON-103
Property Address: 215 South Davidson Street, 701, 711, 715 and 806 Bates Street
Location: Center Township, Council District #18
Petitioner: LaGrotte Square, LLC, by Dan Phair
Current Zoning: C-3 (RC) (TOD) and I-4 (RC) (TOD)
Request: Rezoning of 0.54-acre from the C-3 (RC) (TOD) and I-4 (RC) (TOD) district to the D-8 (RC) district to provide for residential development.
Current Land Use: Vacant / Parking lots
Staff Recommendations: Approval
Staff Reviewer: Kathleen Blackham, Senior Planner

PETITION HISTORY

This is the first hearing on this petition.

STAFF RECOMMENDATION

Approval.

PETITION OVERVIEW

This 0.54-acre site, zoned C-3 (RC) (TOD) and I-4 (RC) (TOD), is comprised of eight noncontiguous parcels, four of which are vacant and four developed with parking lots. Parcels addressed as 215 South Davidson Street and 806 Bates Street are surrounded by a single-family dwelling and vacant land to the north, zoned I-4 (RC) (TOD); vacant land and Bates Street right-of-way to the south, zoned I-4 (RC) (TOD); vacant land to the east, zoned I-4 (RC) (TOD); and commercial offices to the west, across South Davidson Street, zoned CBD2 (RC).

Parcels addressed as 701, 711, and 715 Bates Street are surrounded by commercial office uses to the north, across Bates Street, zoned CBD2-(RC) (TOD); undeveloped land to the south, zoned C-3 (RC) (TOD); a single-family dwelling and multi-family dwellings to the east, zoned I-4 (RC) (TOD) and D-P (RC) (TOD), respectively; and a single-family dwelling and commercial offices across South College Avenue, zoned I-4 (RC) (TOD) and C-3 (RC) (TOD) respectively.

REZONING

The request would rezone these parcels to the D-8 (RC) (TOD) district. “The D-8 district is intended for a variety of housing formats, with a mix of small-scale multi-unit building types. This district can be used as a part of new mixed- use areas, or for infill situations in established urban areas, including medium and high-density residential recommendations of the Comprehensive Plan, and the Traditional Neighborhood, City Neighborhood, and Village or Urban Mixed-Use Typologies of the Land Use Pattern Book.”

“To advance the Livability Principles of this Code, the D-5, D-5II, **D-8**, D9 and D-10 districts implement walkable, compact neighborhoods within a well-connected street network and block structure, using slow neighborhood streets, walkable connectors, and multi-mode thoroughfares. Access to parks and recreation, transit and neighborhood services within walking distance is important. Street trees, landscape and trees along private frontages, and an active amenity zone create comfortable walking environment and add appeal to neighborhoods. These districts require urban public and community facilities and services to be available. These districts may be used in combination to supply critical mass of residents to support nearby commercial and transit investments.”

The purpose of the Walkable Neighborhood design standards and objectives is to advance the Livability Principles of this code, and to promote walkable neighborhoods. Any exceptions to the standards in the Ordinance, or discretionary review processes related to a specific application, shall be judged against these design objectives, in addition to any other criteria in this code for the application.

The Comprehensive Plan recommends City Neighborhood typology for the site.

As proposed, this request would be consistent with the Plan recommendation of city neighborhood typology, as well as the recommendation of the Blue Line.

Overlays

This site is also located within an overlay, specifically the Transit Oriented Development (TOD). “Overlays are used in places where the land uses that are allowed in a typology need to be adjusted. They may be needed because an area is environmentally sensitive, near an airport, or because a certain type of development should be promoted. Overlays can add uses, remove uses, or modify the conditions that are applied to uses in a typology.”

The Transit-Oriented Development (TOD) overlay is intended for areas within walking distance of a transit station. The purpose of this overlay is to promote pedestrian connectivity and a higher density than the surrounding area.

This site is located within a ½ mile walk of a proposed transit stop located at the intersection of East Washington Street and Park Avenue, with a Central Business District typology.

District Center stations are located at the center of regionally significant districts with several blocks of retail or office at their core. Development opportunities include infill and redevelopment, dense residential, employment near transit stations, neighborhood retail and a focus on walkability and placemaking.

Regional Center

Development on these sites will require Regional Center approval and should follow the recommendations provided in the Regional Center Design Guidelines. The design guidelines provide a community standard for urban design. They were developed to encourage creativity, interest, and variety, and to build upon local heritage and character. The guidelines are intended to protect the investments of stakeholders by maintaining downtown Indianapolis as an efficient, sustainable and vital place in which to live, work, learn and spend free time.

GENERAL INFORMATION

Existing Zoning	C-3 (RC) (TOD) / I-4 (RC) (TOD)	
Existing Land Use	Vacant / Parking Lots	
Comprehensive Plan	City Neighborhood	
Surrounding Context	Zoning	Land Use
North:	I-4 (RC) (TOD) / CBD2 (RC) (TOD)	Vacant land / Commercial office
South:	I-4 (RC) (TOD) / CBD2 (RC) (TOD))	Vacant / undeveloped land
East:	I-4 (RC) (TOD)/ DP (RC) (TOD)	Single-family dwelling/ Multi-family dwellings
West:	C-3 (RC) (TOD)	Commercial office
Thoroughfare Plan		
South Davidson Street	Local Street	Existing 40-foot right-of-way and proposed 48-foot right-of-way.
Bates Street	Local Street	Existing 56-foot right-of-way and proposed 48-foot right-of-way.
South College Avenue	Primary Arterial	Existing 60-foot right-of-way and proposed 78-foot right-of-way.
Context Area	Compact	
Floodway / Floodway Fringe	No	
Overlay	Yes – Transit Oriented Development (TOD)	
Wellfield Protection Area	No	

Site Plan	N/A
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
C-S/D-P Statement	N/A

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

The Comprehensive Plan recommends City Neighborhood typology. “The City Neighborhood typology consists largely of multifamily housing and is stepped down to other living typologies with attached housing. This typology is dense and walkable with a full range of city services and public amenities. Ideally, block lengths are shorter than 500 feet and publicly accessible pedestrian connections are provided through large developments. Access to individual parcels is generally by an alley or internal parking structures. Public spaces are typically of a smaller and more intimate scale in the form of smaller parks, streetscapes, and interior courtyards or rooftop spaces. Residential development activates the sidewalk with externalized doors and public or semi-public spaces. The City Neighborhood typology typically has a residential density in excess of 15 dwelling units per acre.”

Pattern Book / Land Use Plan

The Comprehensive Plan consists of two components that include The Marion County Land Use Pattern Book (2019) 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 – City Neighborhood Typology*
 - 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*
 - 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.

Red Line / Blue Line / Purple Line TOD Strategic Plan

The Blue Line Transit Oriented Development Strategic Plan (2018).

This site is located within Central Business District typology located in the Regional Center with the region's highest density and largest concentration of employment. Development opportunities include dense infill and redevelopment, office, mixed-use, cultural, and civic institutions, and a focus on enhanced placemaking and livability.

Description / Desired Land Use Mix

- Mix of office, entertainment, civic, retail, active public spaces and residential is desired.
- Off-street parking should be avoided.

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 describe 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)



**Department of Metropolitan Development
Division of Planning
Current Planning**

- Identify roadways for planned expansions or new terrain roadways.
- Coordinate modal plans into a single linear network through its GIS database.

ZONING HISTORY

2018-ZON-033; 35, 201 and 235 South College Avenue and 748 East Bates Street, requested rezoning of 2.83 acres, from the C-3 (RC) and I4 (RC) Districts, to the CBD-2 (RC) classification, **approved**

2017-REG-107; 777 Bates Street, requested Regional Center Approval to provide for demolition of existing buildings and the construction of a townhome development, consisting of 35 dwelling units and associated surface parking, **approved**.

2017-CZN-845 / 2017-CVC-845; 777 Bates Street, requested a rezoning of 0.99 acre, from I-4 (RC) to the D-P (RC) classification to provide for a townhome development, consisting of 35 dwelling units, and a vacation of a portion of Louisiana Street, **approved**.

2014-REG-026; 715, 720 and 723 East Maryland Street, 117 Concordia Street, and 116 and 125 South Davidson Street, requested Regional Center Approval to provide for a multi-family residential development, consisting of 242 dwelling units and a 152-space parking garage, **approved**.

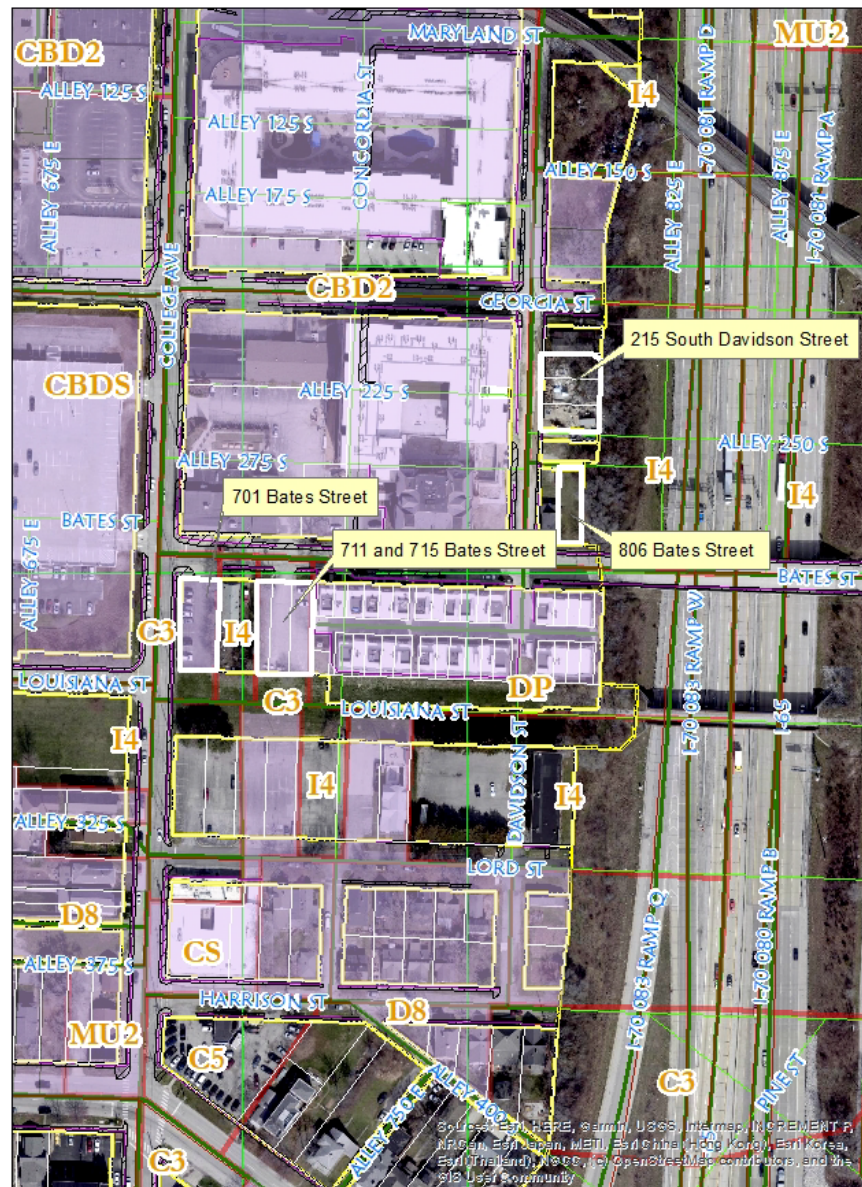
2014-CZN-814 / 2014-CVC-814; 715, 720 and 723 East Maryland Street, 117 Concordia Street, and 116 and 125 South Davidson Street, requested rezoning of 2.57 acres from the I-4-U (RC) district to the CBD-2 (RC) classification to provide for multi-family or mixed-use development, vacation of a portion of Maryland Street, the first east-west alley south of Maryland Street, the second east-west alley south of Maryland Street, and a Vacation of Concordia Street, **approved**.

2010-ZON-010; 115 and 119 Davidson Street, requested a rezoning of 0.121-acre from the I-4-U (RC) district to the CBD-2 (RC) classification to provide for a sports court, **approved**.

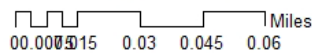
2008-APP-011; 715 East Maryland Street, requested Regional Center Approval to provide for a community center for the homeless, **withdrawn**.

2007-ZON-126; 715 East Maryland Street, requested a rezoning of 2.27 acres, from the I-4-U (RC) District to the SU-7 (RC) classification to provide for charitable, philanthropic and not-for-profit institutions, **withdrawn**.

EXHIBITS



215 South Davidson Street, 701, 711, 715, and 806 Bates Street





View looking north along South Davidson Street



View looking east across South Davidson Street at 215 South Davidson Street



View looking east across South Davidson Street at 215 South Davidson Street



View looking east across South Davidson Street at 215 South Davidson Street



View looking east across South Davidson Street at 215 South Davidson Street



View looking east along Bates Street



View looking west along Bates Street



View looking south across Bates at 701 Bates Street parcel



View looking south across Bates Street at adjacent parcel (not included)



View looking south across Bates Street at 711-715 Bates Street parcels



View looking north across Bates Street at 806 Bates Street parcel



View looking northwest across Bates Street at 806 Bates Street parcel