

**METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER**

February 12, 2026

Case Number: 2025-CZN-863 / 2025-CVR-863

Property Address: 1921 Prospect Street

Location: Center Township, Council District #18

Petitioner: Morris Cohen, by Mark and Kim Crouch

Current Zoning: C-4
Rezoning of 0.12-acre from the C-4 district to the D-8 district for a four-unit multi-unit structure.

Request: Variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for side yard building setbacks of three feet on each side (minimum five-foot side yard building setbacks required) and one-foot side yard setbacks for a surface parking area (minimum five-foot side yard setbacks required).

Current Land Use: Vacant

Staff Recommendations: Approval

Staff Reviewer: Kathleen Blackham, Senior Planner

PETITION HISTORY

This is the first hearing on these petitions.

STAFF RECOMMENDATION

Approval, subject to substantial compliance with the site plan, file dated December 29, 2025.

PETITION OVERVIEW

This 0.12-acre site, zoned C-4, is vacant and surrounded by commercial uses to the north, across Prospect Street, zoned C-4; a single-family dwelling to the south, zoned D-5; single-family dwellings to the east and west, zoned C-4.

REZONING

The request would rezone the site to the D-8 district to provide for residential development. "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 traditional neighborhood typology for the site.

Recommended land uses in this typology include detached / attached / small-scale multi-family / large-scale multi-family housing; assisted living facilities / nursing homes; group homes; bed and breakfast; small-scale offices, retailing, and personal or professional services; small- and large- scale schools, places of worship, neighborhood serving institutions / infrastructure, and other places of assembly; small-scale parks; and community farms / gardens.

This request would align with the Plan recommendation of traditional neighborhood and the historical residential use.

VARIANCES OF DEVELOPMENT STANDARDS

These requests would provide for side yard building setbacks of three feet on each side yard and one foot side yard setback for a surface parking area. The Ordinance requires a minimum five-foot side yard setback for both building and parking areas.

Staff supports these variances because this lot, as originally platted, is a deficient lot (lot area and lot width) as it relates to the current Zoning Ordinance. Relief from development standards is reasonable and would not negatively impact the current character of surrounding residential development in the area.

Staff also believes it is appropriate to support the historical residential uses and the current ongoing redevelopment efforts in the area.

GENERAL INFORMATION

Existing Zoning	C-4	
Existing Land Use	Vacant	
Comprehensive Plan	Traditional Neighborhood	
Surrounding Context	<u>Zoning</u>	<u>Land Use</u>
North:	C-4	Commercial uses
South:	D-5	Single-family dwelling
East:	C-4	Single-family dwelling
West:	C-4	Single-family dwelling
Thoroughfare Plan		
East Prospect Street	Primary arterial	Existing 80-foot right-of-way and proposed 56-foot right-of-way.
Context Area	Compact	
Floodway / Floodway Fringe	No	
Overlay	No	
Wellfield Protection Area	No	
Site Plan	December 29, 2025	
Site Plan (Amended)	N/A	
Elevations	N/A	
Elevations (Amended)	N/A	
Landscape Plan	N/A	
Findings of Fact	December 29, 2025	
Findings of Fact (Amended)	N/A	
C-S/D-P Statement	N/A	

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

The Comprehensive Plan recommends Traditional Neighborhood typology. 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.

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 –Traditional 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

- A mix of housing types is encouraged.
- Should be within a one-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.
- Primary structures should be no more than one and a half times the height of other adjacent primary structures.
- 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.
- Developments with densities higher than 15 dwelling units per acre should have design character compatible with adjacent properties. Density intensification should be incremental with higher density housing types located closer to frequent transit lines, greenways or parks.

Attached Housing (defined as duplexes, triplexes, quads, townhouses, row houses, stacked flats, and other, similar legally complete dwellings joined by common walls and typically with each unit on its own lot or part of a condominium).

- Duplexes should be located on corner lots, with entrances located on different sides of the lot.
- It is preferred that townhomes should be organized around intersections of neighborhood collector streets, greenways, parks or public squares, or neighborhood-serving retail.
- If the above conditions are not met, individual buildings of attached housing (not part of a complex) may be interspersed with single-family homes but should not make up more than 25% of the primary residential structures on a block.

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

The Infill Housing Guidelines were updated and approved in May 2021, with a stated goal “to help preserve neighborhood pattern and character by providing guiding principles for new construction to coexist within the context of adjacent homes, blocks, and existing neighborhoods. These guidelines provide insight into basic design concepts that shape neighborhoods, including reasons why design elements are important, recommendations for best practices, and references to plans and ordinance regulations that reinforce the importance of these concepts.”

These guidelines apply to infill development in residential areas within the Compact Context Area and include the following features:

Site Configuration

- Front Setbacks
- Building Orientation
- Building Spacing
- Open Space
- Trees, Landscaping, and the Outdoors

Aesthetic Considerations

- Building Massing
- Building Height
- Building Elevations and Architectural Elements

Additional Topics

- Secondary Dwelling Units, Garages, and Accessory Structures
- Adapting to the Future

“As established neighborhoods experience new development, infill residential construction will provide housing options for new and existing residents. Increased population contributes positively to the local tax base, economic development, lively neighborhoods, and an interesting city. As infill construction occurs, it is important to guide development in a way that complements current neighborhoods. Each home in a neighborhood not only contributes to the existing context of adjoining houses and the block, but to the sense of place of the entire neighborhood.”

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

ZONING HISTORY

2018-UV2-019; 1917 and 1921 Prospect Street (west of site), requested a variance of use and development standards of the Consolidated Zoning and Subdivision Ordinance to provide for three townhome units with detached garages, **granted**.

96-UV2-123; 1921 Prospect Street (west of site), requested a variance of use and development standards of the Commercial Zoning Ordinance to legally establish a multi-family residence with 4-units, **granted**.

2011-HOV-032; 1108 Reid Place (west of site), requested a variance of use and development standards of the Commercial Zoning Ordinance to legally establish a single-family dwelling and detached garage, **granted**.

2004-UV3-036; 2347 Prospect Street (east of site), requested a variance of use of the Commercial Zoning Ordinance to legally establish a 1,082-square foot single-family dwelling with a 72-square foot front porch, **granted**.

1920 Prospect Street

STREET NAMES: RANDOLPH ST, ALLEY 1075 S, ALLEY 1050 S, ALLEY 1025 S, ALLEY 1000 S, ALLEY 975 S, ALLEY 950 S, ALLEY 925 S, ALLEY 900 S, ALLEY 875 S, ALLEY 850 S, ALLEY 825 S, ALLEY 800 S, ALLEY 775 S, ALLEY 750 S, ALLEY 725 S, ALLEY 700 S, ALLEY 675 S, ALLEY 650 S, ALLEY 625 S, ALLEY 600 S, ALLEY 575 S, ALLEY 550 S, ALLEY 525 S, ALLEY 500 S, ALLEY 475 S, ALLEY 450 S, ALLEY 425 S, ALLEY 400 S, ALLEY 375 S, ALLEY 350 S, ALLEY 325 S, ALLEY 300 S, ALLEY 275 S, ALLEY 250 S, ALLEY 225 S, ALLEY 200 S, ALLEY 175 S, ALLEY 150 S, ALLEY 125 S, ALLEY 100 S, ALLEY 75 S, ALLEY 50 S, ALLEY 25 S, ALLEY 0 S.

PROSPECT ST

1920 Prospect Street

ALLEY 1075 S

ALLEY 1050 S

ALLEY 1025 S

ALLEY 1000 S

ALLEY 975 S

ALLEY 950 S

ALLEY 925 S

ALLEY 900 S

ALLEY 875 S

ALLEY 850 S

ALLEY 825 S

ALLEY 800 S

ALLEY 775 S

ALLEY 750 S

ALLEY 725 S

ALLEY 700 S

ALLEY 675 S

ALLEY 650 S

ALLEY 625 S

ALLEY 600 S

ALLEY 575 S

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ALLEY 375 S

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ALLEY 325 S

ALLEY 300 S

ALLEY 275 S

ALLEY 250 S

ALLEY 225 S

ALLEY 200 S

ALLEY 175 S

ALLEY 150 S

ALLEY 125 S

ALLEY 100 S

ALLEY 75 S

ALLEY 50 S

ALLEY 25 S

ALLEY 0 S

HART ST

STREET NAMES: RANDOLPH ST, ALLEY 1075 S, ALLEY 1050 S, ALLEY 1025 S, ALLEY 1000 S, ALLEY 975 S, ALLEY 950 S, ALLEY 925 S, ALLEY 900 S, ALLEY 875 S, ALLEY 850 S, ALLEY 825 S, ALLEY 800 S, ALLEY 775 S, ALLEY 750 S, ALLEY 725 S, ALLEY 700 S, ALLEY 675 S, ALLEY 650 S, ALLEY 625 S, ALLEY 600 S, ALLEY 575 S, ALLEY 550 S, ALLEY 525 S, ALLEY 500 S, ALLEY 475 S, ALLEY 450 S, ALLEY 425 S, ALLEY 400 S, ALLEY 375 S, ALLEY 350 S, ALLEY 325 S, ALLEY 300 S, ALLEY 275 S, ALLEY 250 S, ALLEY 225 S, ALLEY 200 S, ALLEY 175 S, ALLEY 150 S, ALLEY 125 S, ALLEY 100 S, ALLEY 75 S, ALLEY 50 S, ALLEY 25 S, ALLEY 0 S.

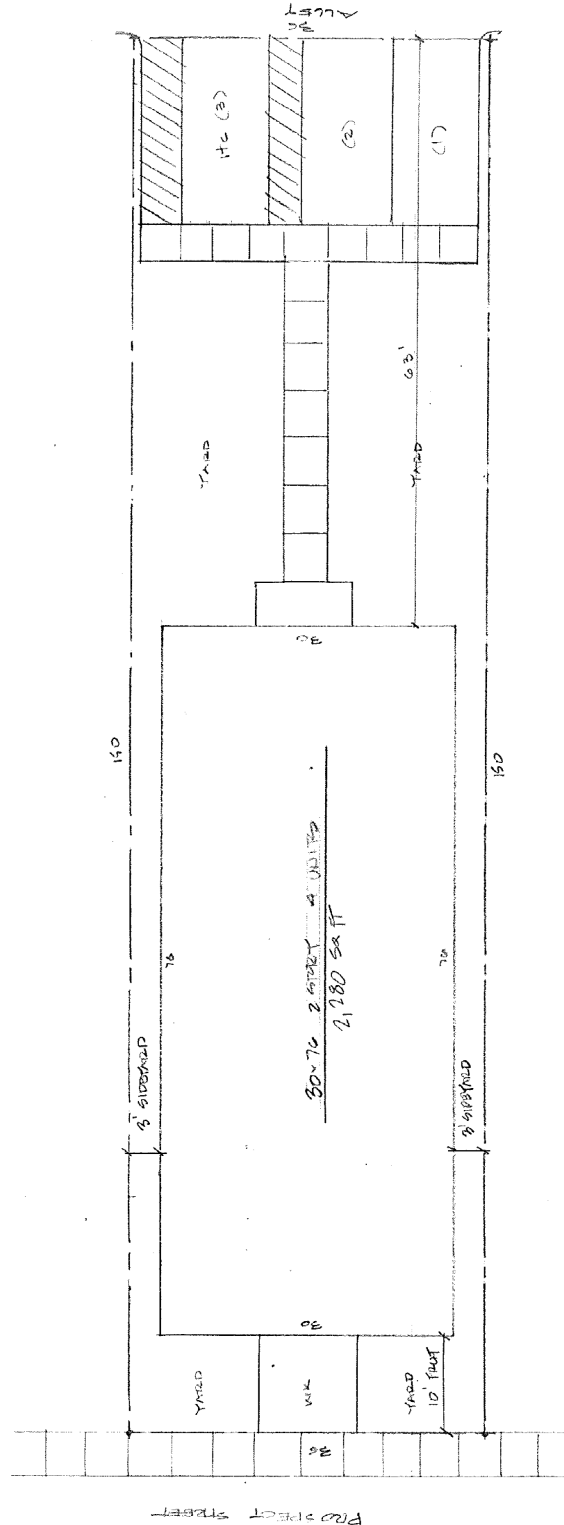
Sanborn 1915



1921 Prospect Street

00.00 0.01 0.02 0.03 0.04 Miles

LOT SF = 4500
 BUILD = 2280
 49% OPEN
 REZONE TO D-3



N SITE PLAN 1921 PROSPECT
 1"=10'



Department of Metropolitan Development
Division of Planning
Current Planning

Petition Number _____

METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER
METROPOLITAN BOARD OF ZONING APPEALS, Division _____
OF MARION COUNTY, INDIANA

PETITION FOR VARIANCE OF DEVELOPMENT STANDARDS

FINDINGS OF FACT

1. The grant will not be injurious to the public health, safety, morals, and general welfare of the community because:

the grant will allow for the construction of a 4 unit multi-unit residence for private residential use.

2. The use or value of the area adjacent to the property included in the variance will not be affected in a substantially adverse manner because:

the proposed 4 unit will be consistent with the development in the area and fulfills the need for housing in the area.

3. The strict application of the terms of the zoning ordinance will result in practical difficulties in the use of the property because:

a 30' wide foundation for a 4 unit is functionable and since the lot is 5400sf the required side setbacks are 5' resulting in a need to reduce the required side setbacks to 3'. Without variance approval, proposed multi unit will not be constructed.

DECISION

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

Adopted this _____ day of _____, 20 ____



View looking east along Prospect Street



View looking west along Prospect Street



View of site looking south across Prospect Street



View of adjacent properties to the southeast looking across Prospect Street



View of adjacent properties to the southwest looking across Prospect Street



View of site looking north from east / west alley to the south