

STAFF REPORT

Department of Metropolitan Development Division of Planning Current Planning Section

Case Number: 2023-ZON-048
Address: 2214, 2218, 2222, 2228, 2232, 2240, 2302, 2310, 2316 and 2320 Station Street, 3619 and 3631 Massachusetts Avenue, and 2219, 2221, 2225 and 2233 Avondale Place (*Approximate Addresses*)
Location: Center Township, Council District #17
Petitioner: Crossroads Development and Consulting, by David Gilman
Request: Rezoning of 2.22 acres from the D-5 and C-7 districts to the D-P district to provide for multi-family residential uses, daycare and office/retail commercial uses.

RECOMMENDATION

Staff **recommends approval** of this request, subject to the following commitment being reduced to writing on the Commission's Exhibit "B" forms at least three days prior to the MDC hearing:

A 28-foot half right-of-way shall be dedicated along the frontage of Massachusetts Avenue, as per the request of the Department of Public Works (DPW), Engineering Division. Additional easements shall not be granted to third parties within the area to be dedicated as public right-of-way prior to the acceptance of all grants of right-of-way by the DPW. The right-of-way shall be granted within 60 days of approval and prior to the issuance of an Improvement Location Permit (ILP).

SUMMARY OF ISSUES

The following issues were considered in formulating the recommendation.

LAND USE

- ◇ The northwesternmost three lots of the subject were platted in 1910 as part of Hindman's Subdivision. The remaining portion of the site had been platted 37 years earlier in 1873. The lot on the corner of Station Street and Massachusetts Avenue was developed as the G. Mock Feed & Coal Yard. The lot on the corner of Avondale Place and Massachusetts Avenue was developed as a restaurant. The remainder of the subject site was originally developed as single-family and two-family dwellings. 3831 Massachusetts Avenue was later redeveloped as a commercial building. By the mid-1980s demolitions had begun to

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occur on the subject site. Today only the former restaurant building on the corner of Avondale Place and Massachusetts Avenue remains.

- ◇ The Comprehensive Land Use Plan recommends Community Commercial for the parcels fronting Massachusetts Avenue and Traditional Neighborhood for the remaining parcels. The Community Commercial typology provides for low intensity commercial and offices uses that serve nearby neighborhoods. The Traditional Neighborhood typology provides for a spectrum of housing types with a typical residential density of five to 15 units per acre. It also provides for some commercial development under certain criteria.

ZONING

- ◇ The subject property's current zoning is C-7 for the lots with frontage on Massachusetts Avenue and D-5 for the remaining portion of the site.
- ◇ The requested zoning district, D-P, was established for the following purposes:
 1. To encourage a more creative approach in land and building site planning.
 2. To encourage an efficient, aesthetic and desirable use of open space.
 3. To encourage variety in physical development pattern.
 4. To promote street layout and design that increases connectivity in a neighborhood and improves the directness of routes for vehicles, bicycles, pedestrians, and transit on an open street and multi-modal network providing multiple routes to and from destinations.
 5. To achieve flexibility and incentives for residential, non-residential and mixed-use developments which will create a wider range of housing types as well as amenities to meet the ever-changing needs of the community.
 6. To encourage renewal of older areas in the metropolitan region where new development and restoration are needed to revitalize areas.
 7. To permit special consideration of property with outstanding features, including but not limited to historical significance, unusual topography, environmentally sensitive areas and landscape amenities.
 8. To provide for a comprehensive review and processing of development proposals for developers and the Metropolitan Development Commission by providing for concurrent review of land use, subdivision, public improvements and siting considerations.
 9. To accommodate new site treatments not contemplated in other kinds of districts.
- ◇ Petitions for the D-P district must include a preliminary site plan that identifies the locations and types of land uses and proposed layout of streets, open space, parking and other basic elements of the plan.

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- ◇ The proposed development would have two apartment buildings, one facing Station Street and one facing Avondale Place. A third building on the corner of Station Street and Massachusetts Avenue would house a daycare and commercial space on the ground floor with apartments above. A small park is proposed at the intersection of Avondale Place and Massachusetts Avenue. The site would have no more than 55 dwelling units for a maximum residential density of approximately 24.8 units per acre. The housing on site is intended to primarily serve students at nearby Martin University. The commercial space would serve the general neighborhood.
- ◇ The Traditional Neighborhood typology of the Comprehensive Land Use Plan recommends that multi-family development be located on an arterial street, that the site be as wide as it is deep, with parking to the interior of the site and the buildings not overly large or tall in comparison to the surrounding dwellings.
- ◇ Massachusetts Avenue is a two-lane primary collector. However, it is a high traffic route that is used for extended trips across the northeast quadrant of the county. It also connects to Interstate 465. As such, functions much like an arterial street.
- ◇ The site is trapezoidal in shape. This shape is dictated by the established street and development pattern of the area, but makes it somewhat difficult to apply the width vs. depth test. The Massachusetts Street frontage is roughly 340 feet, which is greater than the Avondale Street frontage, but shorter than the Station Street frontage.
- ◇ Parking is proposed in the interior of the site along the alley.
- ◇ The apartment buildings are proposed to be two stories and would be capped in height at 35 feet. The height is in keeping with the neighborhood, which has a mix of one-, one-and-a-half-, and two-story dwellings. The building footprints would be 9,928 square feet, which is five to six times larger than the surrounding dwellings. However, the buildings are not out of scale with the buildings on the Martin University campus, which is a half a block away.
- ◇ The mixed-use commercial and residential building in the northeast corner of the site is a creative approach to the Comprehensive Land Use Plan's recommendation for commercial development along Massachusetts Avenue with residential use behind it.
- ◇ The proposal does not meet all the criteria of the Comprehensive Land Use Plan. The shape of the site is too narrow and building footprints are significantly larger than the surrounding dwellings. However, it's staff's opinion that the proposal is appropriate in its context. It fronts a major street, is in proximity to Martin University, and is modest in height. Staff also believes that it meets the criteria for a rezoning to the D-P district in that it is well-designed and is redevelopment of a site in an area in need of revitalization.

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GENERAL INFORMATION

EXISTING ZONING, CONTEXT AREA, AND LAND USE

C-7, D-5	Compact	Vacant lots, commercial structure
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SURROUNDING ZONING AND LAND USE

North	I-3	Railroad tracks, industrial building
South	D-5	Single-family dwellings
East	C-7, D-5	Single-family dwellings, automobile repair
West	C-7	Single-family dwellings, car and truck storage

COMPREHENSIVE LAND USE PLAN	The Center Township Comprehensive Plan (2018) recommends Community Commercial for the parcels fronting Massachusetts Avenue and Traditional Neighborhood for the remaining parcels.
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THOROUGHFARE PLAN	Station Street is classified in the Official Thoroughfare Plan for Marion County, Indiana as a Local Street, with a 50-foot right-of-way and a 48-foot proposed right-of-way. Massachusetts Avenue is classified in the Official Thoroughfare Plan for Marion County, Indiana as a Primary Collector, with a 40-foot existing right-of-way and a 56-foot proposed right-of-way. Avondale Place is classified in the Official Thoroughfare Plan for Marion County, Indiana as a Local Street, with a 50-foot right-of-way and a 48-foot proposed right-of-way.
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FLOODWAY / FLOODWAY FRINGE	This site is not located within a floodway or floodway fringe.
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WELLFIELD PROTECTION DISTRICT	This site is not located within a wellfield protection district.
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SITE PLAN	Dated June 22, 2023
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ZONING HISTORY – SITE

2014-UV1-034; 2233 Avondale Place, requested a variance of use to provide for a childcare facility and a variance of development standards to provide for a parking lot without hard surfacing and parking maneuvering in a right of way, **approved**.

2005-UV2-018; 2310-2320 Station Street and 3631 Massachusetts Avenue, requested a variance of use to provide for wholesale distribution in commercial and dwelling districts, **withdrawn**.

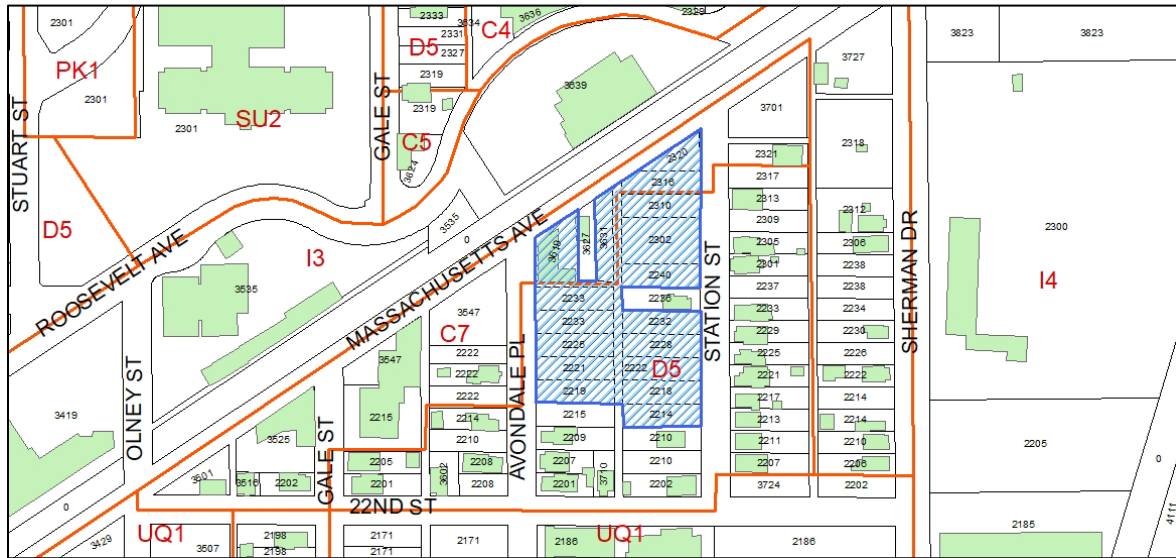
2000-UV3-045; 2214 Station Street, requested a variance of use to provide for the temporary placement of construction trailers, heavy equipment parking, employee parking and offsite construction staging, **approved for a period of two years**.

ZONING HISTORY – VICINITY

2001-ZON-801 / 2001-VAR-801; 2321 Station Street (east of site), requested the rezoning of 0.12 acre from the D-5 district to the C-7 district and a variance of development standards to provide for a parking lot without hard surfacing, with deficient yards and setbacks and parking maneuvering in a right of way, **approved**.

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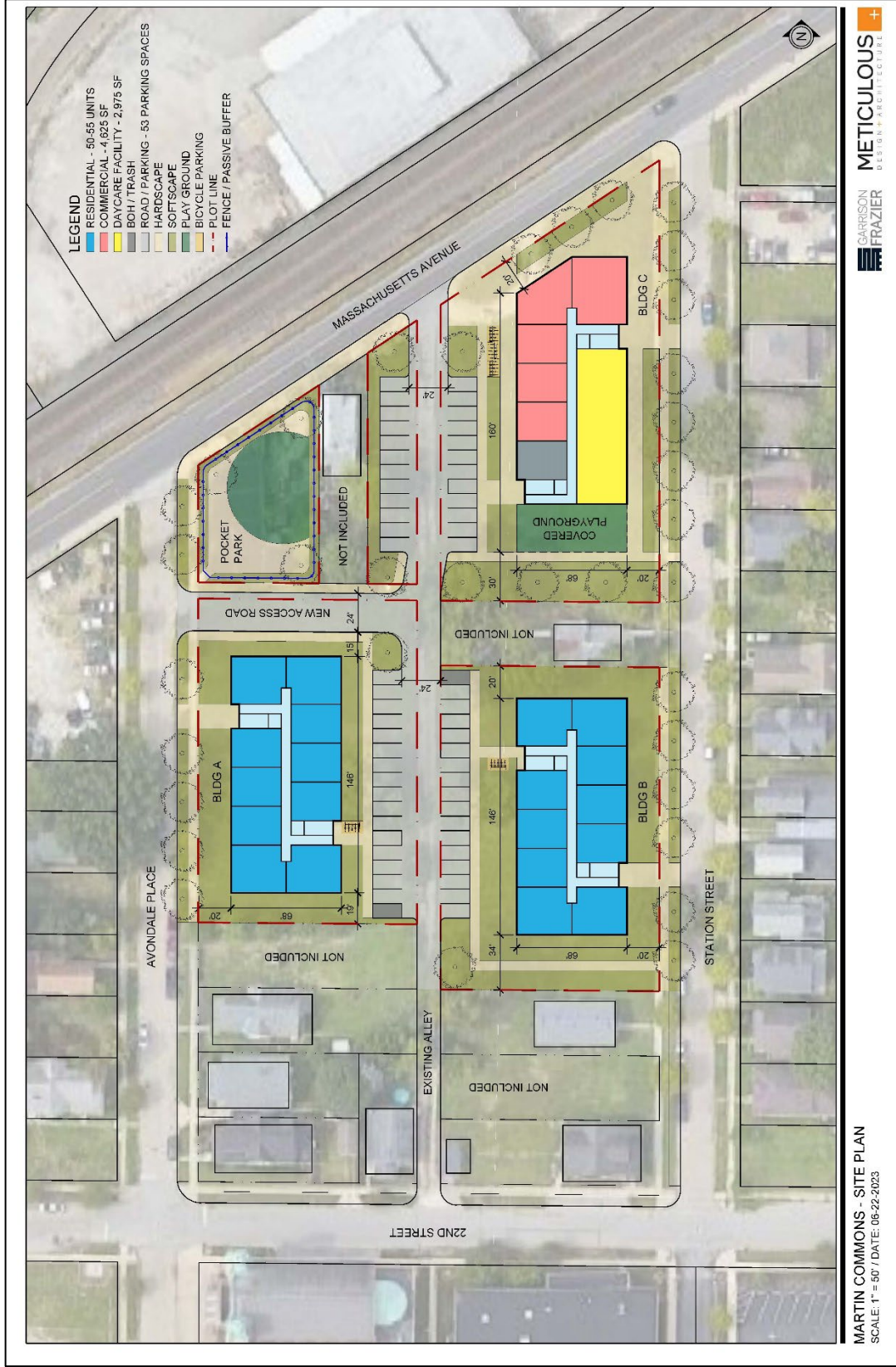
STAFF REPORT 2023-ZON-048, Location



STAFF REPORT 2023-ZON-048, Aerial photograph (2021)



STAFF REPORT 2023-ZON-048, Site Plans



STAFF REPORT 2023-ZON-048, Development Statement

WRITTEN DEVELOPMENT STATEMENT

For

MARTIN COMMONS

Revised 6/22/2023

The petition proposes a Development Plan for a mixed-use development consisting of multi-family residential, daycare facility and commercial space for lease.

The proposed development is bounded by Massachusetts Avenue to the North; Avondale Place to the West; Station Street to the East; and approximately 150 feet north of East 22nd Street to the South, containing 2.22 acres. There are eight (8) existing single-family homes within the same block that are not included in the proposed development.

As Proposed, the Development Summary is as follows:

- 50-55 Residential Units
- 2975 sqft Daycare Facility w/ Covered Play Area
- 4625 sqft Commercial Space
- 53 Off-street Parking Spaces

Development Standards:

- Height: 35 feet (Maximum)
- Setbacks:
 - Front: 0 to 20 feet
 - Side: 10 to 20 feet
 - Rear: 5 to 15 feet
- Parking:
 - Residential: 0.70 spaces per Unit
 - Commercial/Daycare: 1 space per 350 sqft (Gross)
- Bicycle Parking:
 - Residential 10 spaces (Minimum)
 - Commercial/Daycare: 15 spaces (Minimum)

➤ Signs:

The signs shall comply with the standards for Mixed-use Development under Chapter 744-906-01, 02 and 03.

➤ Streets, Sidewalks, Right of Way Dedication

The development will have its primary access from an existing alley that will be upgraded to accommodate 2-way traffic and off-street parking to the southern terminus of the proposed development. A new access road will be constructed for connectivity to Avondale Place and to serve a new Pocket Park.

Sidewalks exist along Avondale Place, Station Street and East 22nd Street and are in good condition. Additional Sidewalks will be provided on all interior streets.

Petitioner agrees additional right of way dedication to achieve a 28-foot, ½ right of way along Massachusetts Avenue.

➤ Construction Schedule

Construction is proposed to begin in Spring of 2024 and anticipated completed in Fall of 2024.

STAFF REPORT 2023-ZON-048, Photographs



View south along the Station Street frontage of the site. The yellow dwelling in the background is not part of the subject but is surrounded on three sides by the site.



View southwest along the Massachusetts Avenue frontage of the site. The dwelling in the background is not part of the subject but is surrounded on three sides by the site.



View south across Massachusetts Avenue at the remaining building on the site.



Looking east across the southern portion of the site from Avondale Place towards Station Street.



Looking northeast along Station Street at the neighbors to the east.



Looking east across Station Street to the neighbor to the east.



Looking northeast across Massachusetts Avenue at the neighbor to the north.



Looking east across Avondale Place and along Massachusetts Avenue at the neighbors to the west.



Looking southwest across Avondale Place at the neighbors to the west.



Looking south on Avondale Place toward Martin University.