Carpenter Gustav Neerman built this house in about 1890 at 1220 E. St. Clair Street. When a local business planned to demolish this house in the late 1980s, the Cottage Home Neighborhood Association arranged its move to 810 N. Highland Avenue.

(Photograph courtesy of the Cottage Home History and Archives Committee)
**EXISTING BUILDING OBJECTIVES**

- To support and encourage the preservation, maintenance, and/or rehabilitation of existing historic and non-historic structures and their character-defining features in a manner that complements and reflects the history and character of Cottage Home.

- To prevent the unnecessary loss of historically and architecturally significant structures that contribute to the conservation area.

**LAND USE OBJECTIVES**

- To encourage the use and zoning of historically residential properties for residential use.

- To discourage the expansion or addition of industrial uses in Subarea A.

- To discourage the expansion or addition of commercial uses that are not neighborhood-friendly and/or are not compatible with the conservation area’s character.

- To eliminate zoning classifications that adversely effect historic structures or compromise the integrity of the conservation area.

- To support and encourage mixed uses in Subareas B, C, D, and E that are compatible with and complement Cottage Home’s unique character.

- To maintain or increase the current density of the conservation area.

- To discourage billboards, cell phone towers, radio towers, and other such non-primary structures along 10th and Michigan Streets.

**NEW DEVELOPMENT OBJECTIVES**

- To support and encourage new in-fill construction that is compatible with and enhances Cottage Home’s unique historical and architectural character.

- To support and encourage the construction of appropriate new dwelling units on vacant lots in Subarea A to increase density and strengthen the residential core.

- To encourage trail-friendly development along the Pogue’s Run Trail corridor in Subarea C.

**PUBLIC INFRASTRUCTURE/AMENITIES OBJECTIVES**

- To preserve and repair Cottage Home’s existing historic infrastructure.

- To retain and maintain the existing historic street pattern and alleyways.

- To promote a safe atmosphere for residents of and visitors to Cottage Home.

- To improve multi-modal amenities throughout the district, including those for pedestrians, bicycles, and public transportation.

- To support the preservation of Cottage Home’s natural environment.
RECOMMENDATIONS

The Ruskaup-Ratcliffe House and Store at 711-715 Dorman Street is individually-designated by the Indianapolis Historic Preservation Commission and has its own preservation plan. Although excluded from the Cottage Home Conservation Area Plan, the impact of the Ruskaup Store on the development of the Cottage Home neighborhood is substantial. Frederick Ruskaup, a German immigrant, built this commercial building in 1875. Through the 1950s, three generations of Ruskaups operated a grocery and meat market in the store, while living in the adjacent house designed by Bernard Vonnegut and built in 1891.

(Photograph courtesy of the Indiana Historical Society)
RECOMMENDATIONS

The purpose of this section is to provide recommendations for future actions that will affect the physical development and character of the Cottage Home Conservation District. The recommendations were developed by IHPC staff in consultation with Cottage Home property and business owners and other interested parties. As with any recommendations, they are meant to guide, not mandate, and are to be used as tools in developing actions and strategies for future decisions.

For ease of use, the Cottage Home Conservation Plan recommendations are divided into subareas. The goal of the recommendations is to maintain and reinforce the neighborhood’s historic residential core, to support the adaptive reuse and redevelopment of the existing industrial area, to encourage trail-friendly amenities and development along the Pogue’s Run Corridor, and to support development along the commercial corridors of 10th and Michigan Streets.

The designation of a specific site or subarea on the “Subarea Map” does not necessarily mean the land is currently zoned for the recommended activity or function. These recommendations serve only as a guide for the directions that new development and redevelopment should take. When Certificates of Appropriateness, rezoning, and variance applications are considered, the recommendations from this plan can be used to evaluate the desirability and appropriateness of a business or residence at a particular site.
Land Use Recommendations Sub-Areas
Cottage Home Conservation District

June 13, 2007

Produced By: The GIS Section

Data Source: The City of Indianapolis
Geographic Information Systems

This map does not represent a legal document, it is intended to serve as an aid in graphic representation only. Information shown on this map is not warranted for accuracy or merchantability.
LAND USE AND ZONING RECOMMENDATIONS

GENERAL LAND USE AND ZONING RECOMMENDATIONS

• Encourage new development that is appropriate for Cottage Home’s urban setting by providing alley access and locating accessory structures having subordinate uses at the rear of properties.

• Strongly discourage drive-thru establishments, auto-related establishments, and other types of businesses that emphasize a large amount of outdoor storage and operation.

• Encourage a pedestrian-friendly neighborhood.

• Support “green” building and the implementation of alternative energy sources.

• Consider the impact of proposed development on Cottage Home’s natural environment.

• Support new construction that is affordable, visitable,$^1$ and universally designed.$^2$

• Support connectivity to neighborhood and regional parks, per the Marion County Connectivity Plan.

• Encourage and support urban reforestation and additional neighborhood landscaping.

SUBAREA ‘A’

Subarea “A” covers the majority of Cottage Home and primarily consists of single-family and two-family dwellings, although there are several industrial and non-contributing buildings scattered throughout the subarea. Most of the subarea is currently zoned D-8 to permit single-family, two-family, and multi-family dwellings. However, some portions of the subarea are zoned I-3-U to permit medium-intensity industrial uses; there is a strong feeling in the neighborhood that this subarea needs to be protected from the expansion of industrial uses in the residential core. Some of the buildings within this subarea are considered non-contributing and demolition could be supported.

General Land Use and Zoning Recommendations for Subarea ‘A’

• Encourage rezoning historically residential structures from I-3-U (medium urban industrial), C-2 (high intensity office-apartment), and C-3 (indoor retail sales) to D-8 (single-family, two-family, and attached multi-family housing).

• Strongly discourage the extension of industrial uses into residential areas.

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1 A house is “visitable” when it meets the following basic requirements: one zero-step entrance, doors having 32-inches of clear passage space, and having one bathroom on the main floor that can be entered in a wheelchair.

2 “Universally designed” structures are designed to be usable by all people to the greatest extent possible without special modifications.
• Strongly discourage uses that require heavy trucks/equipment on neighborhood streets.

• Should the non-contributing buildings or uses at the following sites ever be demolished, lost, or changed, recommend rezoning to D-8 (single-family, double-family, and multi-family housing) to return the lots to a use appropriate to their residential surroundings:
  — 1304 E. 9th Street
  — 1311 E. 9th Street
  — 1301 E. 10th Street
  — 851 Highland Avenue
  — 909 Highland Avenue
  — 910 Highland Avenue
  — 1316 Polk Street

• Consider supporting variances required to establish a maximum of one subordinate residential dwelling unit per primary dwelling unit at rear of properties, when the following conditions are met:
  — Addition of subordinate dwelling unit still provides for minimum required open space.
  — New subordinate dwelling unit is located along an improved alley.\(^3\)
  — Setback from alley is similar to surrounding accessory structure setbacks.
  — Side setbacks of new subordinate dwelling unit are not closer to the lot line than the side setbacks of the primary dwelling.
  — At least one off-street parking space is provided per dwelling unit.

• Strongly discourage surface parking lots except where it makes possible the rehabilitation of contributing structures. Examples of sites where surface parking might be considered include:
  — 723 Dorman Street (in conjunction with the rehabilitation of 713 Dorman Street)
  — 1104 North Street (in conjunction with the rehabilitation of 573 Dorman Street)

1205 E. 10th Street

• Historically, a two-story dwelling that was later converted to flats occupied this site.
• Because this property is located between Subarea “D,” which has a zoning recommendation of C-3C (corridor commercial), and properties within Subarea “A” that have a zoning recommendation of D-8 (single-family, double-family, and multi-family housing), either C-3C\(^4\) or D-8 is recommended for this site.

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3 “Improved Alley” is defined as an alley that has been physically enhanced to accommodate vehicular and non-vehicular access; by way of example, paving, grading, provision of gravel, installation of utilities, etc.

4 The C-3C zoning classification restricts “big box” development, drive-thru establishments, and auto-related establishments that emphasize large amounts of outdoor storage and operation. The C-3C zoning classification legally permits dwelling units, as defined in the Dwelling Districts Zoning Ordinance of Indianapolis-Marion County, Indiana.
1301 E. 10th Street
- A motorcycle sales and service business was constructed at this location in 1955.
- In recognition of the long-standing commercial uses conducted at this site, C-3C (corridor commercial) is the recommended zoning classification for future commercial uses; new uses should be carefully reviewed in light of the impact they may have on nearby residential properties.
- Because the site is surrounded by residential properties, D-8 (single-family, double-family, and multi-family housing) is also considered an appropriate zoning classification for this site.

723 Dorman Street
- Historically, two dwellings occupied this site. The site is currently owned by the Cottage Home Neighborhood Association and its present use as a park is appropriate because it fosters community involvement and complements its residential surroundings.
- Consider supporting a use other than greenspace at this location only if it aids in the rehabilitation of 713 Dorman Street or if the request is to allow a single or double-family dwelling. D-8 (single-family, double-family, and multi-family housing) is also considered an appropriate zoning classification for this site.

714, 718, 722, 726, 732, and 740 Highland Avenue
- Historically, residences and a sub-power station for Indianapolis Railways occupied these lots. The Cottage Home Neighborhood Association now owns 714-732 and maintains an “urban meadow” at this site for public use.
- The current D-8 zoning classification (single-family, double-family, and multi-family housing) is acceptable for this site.
- Should the “urban meadow” use at this site continue, consider rezoning from D-8 to PK-1 (parkland and facilities) to support the development of the park use.

959 and 961 Highland Avenue
- Historically, the Champion Milling Company occupied this site and later a tin company. A residential use is preferred for this site due to its location on a neighborhood street surrounded by residences.
- Consider rezoning from C-2 (high intensity office-apartment) to D-8 (single-family, double-family, and multi-family housing) to allow for residential use.
- Consider supporting rezoning to the C-3C classification (corridor commercial) only if developed jointly with 1205 E. 10th Street; such requests should be carefully assessed to determine potential impacts on nearby residential properties.

1104 North Street
- Historically, dwellings occupied this site.
- Consider rezoning from I-3-U (medium urban industrial) to D-8 (single-family, two-family, and attached multi-family dwelling) to allow for residential use; it may be appropriate to divide this parcel into two parcels, both with equal frontage on Dorman Street.
- Surface parking might be considered at this location only if it supports the redevelopment of 573 Dorman Street.
SUBAREA "B"
Much of this subarea contains industrial buildings, although there are a few commercial structures scattered throughout. Some of the buildings within this subarea are considered non-contributing and demolition could be supported. Due to Cottage Home’s close proximity to downtown and convenient access to interstates, redevelopment here is anticipated. Most of this area is currently zoned I-3-U to permit medium-intensity industrial uses.

General Land Use and Zoning Recommendations for Subarea 'B'

- Consider rezoning from I-3-U (medium urban industrial) to either I-2-U (light urban industrial) or C-3C (corridor commercial) to allow for mixed-use and neighborhood-friendly businesses.

- Recommend and support the use of historic commercial buildings as neighborhood-friendly businesses.

- Recommend that new industrial uses take measures to reduce the visual impact of their operation through landscaping and/or other means.

- Encourage and support the development of neighborhood-friendly and/or trail-friendly businesses to welcome users of the Monon and Cultural trails.

- Support the planting of trees along the eastern edge of the CSX Railroad right-of-way to serve as a visual barrier to noise and litter from the interstate.

1011 St. Clair Street

- Historically, this site was used for the Kroger Grocery & Baking Company.
- Throughout the city, the I-2-U zoning classification (light urban industrial) is often recommended to serve as a buffer between protected districts, such as residential areas, and heavier industrial areas. For that reason, I-2-U is the recommended industrial zoning classification for this site. However, in recognition of long-standing industrial uses conducted at this site, future requests for variances should be reviewed recognizing that some I-3-U (medium urban industrial) uses are acceptable. Such requests should be carefully reviewed in light of the risks, dangers, and nuisances any specific use might pose to nearby residential properties. Existing industrial uses that do not pose a risk, danger, or nuisance to nearby residential properties should be respected and their reasonable and appropriate growth anticipated.

- If the industrial use at this site were ever to cease, the C-3C (corridor commercial) zoning classification may be considered to allow appropriate adaptive reuse of the historic structure.
SUBAREA ‘C’

In 1819, a blacksmith named George Pogue settled on a hill overlooking the stream that was later named Pogue’s Run in his honor. In 1994, Indy Parks Greenways began reclaiming the waterway by creating the Pogue’s Run Trail that connects Brookside and Spades Parks. Planned future development would continue the trail through the Cottage Home area. Most of this subarea is currently zoned I-3-U, which permits medium-intensity industrial uses. Some of the buildings within this subarea are considered non-contributing and demolition could be supported.

General Land Use and Zoning Recommendations for Subarea ‘C’

- Consider rezoning from I-3-U (medium urban industrial) to PK-2 (park compatible) to permit residences and establishments that support and complement the trail. Examples of businesses and establishments that are permitted in PK-2 and that may be appropriate land uses include: residential, public and semi-public uses (swimming pools, tennis courts, ball parks, museums, amphitheaters, auditoriums, libraries, civic centers), trail-friendly businesses (restaurants, sidewalk and patio cafes), and other specialty shops (bicycle repair, ice cream and coffee shops, etc.). Establishments should not operate 24-hours and should have limited night-time operation. Development standards should promote an urban, park-like setting characterized by ample landscaping and low-intensity signs. Where possible, trail access and amenities should be provided.

- Encourage and support the development of the Pogue’s Run trail.

- Encourage the development of trail heads on Oriental Street and Michigan Street.

- Encourage trail heads and trail connections where non-single-family uses abut the Pogue’s Run trail.

- Encourage a park-like setting with trail heads for the proposed Dorman Street cul-de-sac.

- Consider supporting variances to permit less than the required parking if the current zoning classification requires more parking than is practically needed for a particular business.

- Strongly discourage surface parking lots except where it makes possible the rehabilitation of contributing structures. Examples of sites where surface parking might be considered include:
  - 568 Highland Avenue (in conjunction with the rehabilitation of 573 Dorman Street)
  - 1115 E. North Street (in conjunction with the rehabilitation of 573 Dorman Street)
**504 and 508 Dorman Street**
- Historically, a dwelling and vacant lot occupied these parcels.
- The current D-8 zoning classification (single-family, double-family, and multi-family housing) is acceptable for this site.
- Due to its proximity to Pogue’s Run, consider rezoning to PK-1 (parkland and facilities) to preserve the natural character of the site and provide access to the trail.

**520 Dorman Street**
- Historically this lot was vacant until the present A.R. Young & Company machine shop was constructed in 1948.
- Throughout the city, the I-2-U zoning classification (light urban industrial) is often recommended to serve as a buffer between protected districts, such as residential areas, and heavier industrial areas. For that reason, I-2-U is the recommended industrial zoning classification for this site. However, in recognition of long-standing industrial uses conducted at this site, future requests for variances should be reviewed recognizing that some I-3-U (medium urban industrial) uses are acceptable. Such requests should be carefully reviewed in light of the risks, dangers, and nuisances any specific use might pose to nearby residential properties. Existing industrial uses that do not pose a risk, danger, or nuisance to nearby residential properties should be respected and their reasonable and appropriate growth anticipated.
- If the industrial use at this site were ever to cease, the PK-2 zoning classification (park compatible) may be considered to allow for appropriate adaptive reuse such as residential, light retail, and office uses.

**548 Dorman Street**
- Historically, several dwellings occupied a portion of this site, while the rest remained undeveloped due to the passing-through of Pogue’s Run.
- Consider rezoning from I-3-U (medium urban industrial) to PK-2 (park compatible) to allow for trail-friendly development such as trail heads.

**553, 557, and 561 Dorman Street**
- Historically, a couple of small dwellings occupied present-day 561 Dorman Street, while the rest remained undeveloped due to the passing-through of Pogue’s Run.
- D-8 (single-family, two-family, and multi-family housing) is an acceptable zoning classification for these lots.
- Consider rezoning from I-3-U (medium urban industrial) and D-8 to PK-2 (park compatible) to allow for trail-friendly development such as residential, light retail, and office uses.

**573 Dorman Street**
- Historically, dwellings and later a store occupied this site.
- If the industrial use at this site were ever to change, consider rezoning from the I-3-U zoning classification (medium urban industrial) to PK-2 (park compatible) to allow for trail-friendly development such as residential, light retail, and office uses.
568 Highland Avenue and 1115 E. North Street
- Historically, dwellings occupied these lots that Pogue’s Run passes through.
- Consider rezoning from the I-3-U zoning classification (medium urban industrial) to PK-2 (park compatible) to allow for trail friendly development such as residential, light retail, and office uses.
- Consider supporting surface parking if it makes possible the rehabilitation of contributing structures such as 573 Dorman Street or 577 Highland Avenue.

577 Highland Avenue
- Historically, a dairy company occupied this site.
- Consider rezoning from the I-3-U zoning classification (medium urban industrial) to the less intense I-2-U zoning classification (light urban industrial) due to its proximity to the residential core of the neighborhood.
- Should the industrial use at this site ever change, consider rezoning to PK-2 (park compatible) to allow for the rehabilitation of the existing building for residential, office, or light retail uses.

1010 and 1020 E. Michigan Street
- Historically, the Brooks Oil Company was located at this site, followed later by the Gasoline Equipment Company.
- Consider rezoning from the I-3-U zoning classification (medium urban industrial) to the less intense I-2-U zoning classification (light urban industrial) due to its proximity to residential uses.
- Should the industrial use at this site ever cease, consider rezoning to PK-2 (park compatible) to allow for the development of residential, office, or light retail uses.

600 Oriental Street
- Except for a house and a woodworker’s shop that are no longer extant, this site has remained relatively undeveloped apart from outdoor storage, parking, and its current use as parking and tennis courts for the Arsenal Tech school campus.
- Consider rezoning from I-3-U to SU-2 to support the school use.
- Should the school use at this site ever change, consider rezoning to PK-2 (park compatible) to allow for the development of attached and detached residential uses, not to exceed 40 feet in height.
- PK-1 is an acceptable zoning classification for this site to preserve its natural character and provide access to the trail.

1203 E. St. Clair Street
- Historically, the Indianapolis Traction and Terminal Company car barns were located here and later in 1948 the Indianapolis Railways Highland Station was built here.
- Consider rezoning from the I-3-U zoning classification (medium urban industrial) to the less intense I-2-U zoning classification (light urban industrial) due to its proximity to residential uses.
- Should the industrial use at this site ever change, consider rezoning to PK-2 (park compatible) to allow for rehabilitation of the existing structure for residential uses.
- Consider supporting the division of this large parcel so the southern portion might be developed for mixed-use or multi-family housing.
**SUBAREA "D"**
Most of this subarea is currently zoned C-2 to permit high-intensity office and apartment developments that are not in keeping with the character of Cottage Home. Because much of the subarea’s land is undeveloped and located along 10th and Michigan Streets, opportunity for new development is strong. Future development should be neighborhood-friendly and sympathetic to its residential neighbors.

**General Land Use and Zoning Recommendations for Subarea "D"**
- Consider rezoning from C-2 (high intensity office-apartment), C-3 (indoor retail sales), and I-3-U (medium urban industrial) to C-3C (corridor commercial) to allow for mixed-use and neighborhood-friendly businesses or housing.
- Consider supporting variances to permit less than the required parking if the current zoning classification requires more parking than is practically needed for a particular establishment.
- Encourage and support the development of neighborhood-friendly and/or trail-friendly businesses to welcome users of the Monon and Cultural trails.

**SUBAREA "E"**
Historically, this area was primarily used for housing with some commercial storefronts fronting Michigan Street. All of this area is currently zoned I-3-U to permit medium-intensity industrial uses. The buildings within this subarea are considered non-contributing and demolition could be supported.

**General Land Use and Zoning Recommendations for Subarea "E"**
- Consider rezoning from I-3-U (medium urban industrial) to I-2-U (light urban industrial) to minimize the impact of industrial uses on nearby residences.
- Recommend that new industrial uses take measures to reduce the visual impact of their operation through landscaping and/or other means.
- If the industrial use at these sites were ever to cease, the D-8 (single-family, two-family, and attached multi-family housing) zoning classification may be considered to increase the residential density of the neighborhood.
- If area is redeveloped as a whole, the C-3C (corridor commercial) zoning classification may be considered to allow for mixed use and neighborhood-friendly businesses.
Cottage Home Conservation Area Plan: Recommendations

NOTE: Where the map indicates multiple zoning classifications may be considered at a single property, it should not be interpreted to mean that one property could have multiple zoning classifications. Per the Indianapolis-Marion County Zoning Ordinance, residential uses are not permitted in industrial zoning classifications and industrial uses are not permitted in residential zoning classifications.
EXISTING BUILDING RECOMMENDATIONS

The Cottage Home Conservation District contains a variety of building types, including commercial, residential, and industrial. Most of the commercial and industrial structures are located along the western edge of the district, although some of these structures are found along 10th Street, Michigan Street, and in the residential area. Cottage Home’s historic residential area is characterized by the close spacing of homes and modestly-scaled dwellings, which have been identified as assets by Cottage Home residents and are important to the neighborhood’s historic character.

1. Encourage the preservation, maintenance, and/or historically-authentic rehabilitation of all historic structures in the district.

2. Encourage the maintenance, rehabilitation, and/or redevelopment of all non-historic structures in the district.

3. Recommend the reuse, rather than the demolition, of existing historic structures.
TRAFFIC AND THOROUGHFARE RECOMMENDATIONS

Cottage Home’s layout is a typical grid-system having streets and alleys. Although several street names have changed, Sanborn Fire Insurance Map research shows that the street system has not significantly changed since 1915. The most significant changes included aligning Michigan Street between Dorman Street and Highland Avenue, changing the alignment of Dorman Street just south of 10th Street, vacating several alleys, and the recent creation of the Dorman Street cul-de-sac. Cottage Home’s historic brick streets have been resurfaced with concrete and asphalt.

1. Support traffic-calming measures throughout Cottage Home and especially on Oriental, St. Clair, and 10th Streets to discourage excessive vehicular speed. Examples of measures that may be appropriate include:
   - Speed tables
   - Textured crosswalks
   - Raised crossings
   - Appropriate-placed speed, yield, and stop signage
   - Neighborhood gateways such as appropriately-placed signage, monument, planters, etc.

2. Support the installation of all-way stop signs at the intersection of St. Clair and Oriental Streets.

3. To facilitate emergency vehicles, support one-side-only street parking where appropriate, as determined by a professional traffic study. Streets where one-side-only parking may be appropriate include:
   - 9th Street
   - Polk Street

4. Support and encourage rear-property parking.

5. Support the installation of appropriate way-finding signage for the bike route.

6. Strongly discourage the permanent closing of streets and alleys. Note: The Pogue’s Run Improvement Project includes creating a cul-de-sac on the 500 block of Dorman Street, cutting the southern portion of Dorman Street off from the rest of Dorman Street. The Pogue’s Run Improvement Project was designed and initiated prior to the designation of the Cottage Home Conservation Area.

7. Due to the Dorman Street cul-de-sac, support the improvement of the alley connecting the 500 block of Dorman Street and Highland Avenue to accommodate neighborhood traffic that will no longer be able to connect between Michigan and St. Clair Streets on Dorman Street. Traffic-calming measures may be considered for the alley to discourage an increased volume of non-neighborhood traffic.

8. Support the improvement of the alleyway between the 900 block of Stillwell Street and Highland Avenue to encourage commercial development along 10th Street.
PUBLIC INFRASTRUCTURE AND AMENITIES RECOMMENDATIONS

1. Maintain the integrity of Cottage Home’s street layout by preserving the location, shape, and width of all streets and alleys.

2. Recommend the exposure, reconstruction, and restoration of lost historic alleyways where feasible to help restore the historic grid layout, provide convenient access to the rear of properties, reduce curb cuts, and encourage off-street parking.

3. Recommend the maintenance of alley access for primary structures that have garages or parking areas with entrances off an alley.

4. Recommend the reuse of historic limestone curbs and brick sidewalks during future improvement projects.

5. Strongly discourage the widening or addition of curb cuts along 10th and Michigan Streets.

6. Support the maintenance and improvement of all existing sidewalks.

7. Encourage the addition of historically appropriate landscaping, lighting, and amenities throughout the district.

8. Recommend the burial of utilities with new development/improvements.

9. Support the inclusion of public art and mass transit in conjunction with improvement projects.

10. Support improvement to the drainage at the intersection of St. Clair and Dorman Streets.

11. Encourage and support connectivity in the district according to the Metropolitan Planning Organization.

12. Encourage and support public transportation facilities and amenities. Should a mass-transit station/stop be proposed in the Cottage Home area, encourage it to be located at 10th Street or Michigan Street rather than St. Clair Street.

13. Encourage the development of the Pogue’s Run Trail.