Metropolitan Development Commission
Hearing Examiner (October 29, 2026)
Meeting Agenda

Meeting Details

Notice is hereby given that the Hearing Examiner of the Metropolitan Development Commission will hold public hearings on:

Date: Thursday, October 29, 2026 **Time:** 1:00 PM

Location: Public Assembly Room, 2nd Floor, City-County Building, 200 E. Washington Street, Indianapolis, IN

Business:

Special Requests

2026-MOD-003 | 8600 Combs Road
Franklin Township, Council District #25
I-3
Punjab Property Inc., by Patrick Rooney

Modification of Commitments related to petition 2005-ZON-160 to include Commitment Number 1, to allow for truck or heavy vehicles sales, rental, or repair (commitment allowed only manufacture, assembly of repair of machinery and machinery components in the I-3-S district); Commitment Number 2 to allow for truck or heavy vehicles sales, rental, or repair (commitment allowed only construction companies, contractors, and home remodeling companies in the I-2-S district); Commitment Number 5 to provide for one building subject to the plans and elevations dated February 10, 2026, (required certain exterior materials on mini-warehouse buildings); Commitment Number 6 to protect and preserve existing trees outside of the construction limits and install landscaping subject to the landscaping plan dated February 10, 2026, (commitment provided for landscaping and exterior building materials related to mini-warehouse development); Commitment Number 11 to provide for parking/storage of trucks and trailers subject to the site plan dated February10, 2026, (identified location of outdoor storage and eliminated outdoor storage of commercial vehicles, semi-truck and trailers); Commitment Number 19 to provide for one building subject to the site plan dated February 10, 2026, (commitment limited building height to 35 feet and not to exceed total of 15,000 square feet); Commitment Number 26 would provide for a perimeter fence and landscaping subject to the site plan dated February 10, 2026, (commitment identified location and materials of fencing); and Commitment Number 17 would be terminated and deleted (commitment limited semi-truck traffic to an average of a total of not more than two trips to and from the site per week).

****Petition has been withdrawn by Petitioner.**

PETITIONS REQUESTING TO BE CONTINUED:

1. **2026-MOD-007 | 5261 Elmwood Avenue**
Franklin Township, Council District #20
C-5
Expo Bowl, Inc., by Misha Rabinowitch

Modification of Commitments, related to 92-Z-1 (Instrument Number 920016866), to terminate Commitment Number Four, upon the recording of plat petition 2026-PLT-026, and to terminate Commitment Numbers Six and Seven.

****Automatic Continuance to November 19, 2026, filed by Registered Neighborhood Organization**

2. 2026-ZON-039 (Amended) | 6501 Mann Road
Decatur Township, Council District #21
Kittle Property Group, by Joseph D. Calderon

Rezoning of 28.506 acres from the SU-1 (FF) (FW) and D-A (FF) (FW) district to the D-7 (FF) (FW) district to provide for a multi-family residential development.

****Staff request for continuance for cause to November 12, 2026**

3. 2026-ZON-092 | 6440 North College Avenue
Washington Township, Council District #2
BR Rentals LLC (Beth Johson), by Dinsmore & Shohl LLP (Misha Rabinowitch)

Rezoning of 0.18-acre from D-4 (TOD) to C-3 (TOD) to allow for commercial development.

****Petitioner request for continuance for cause to November 12, 2026**

4. 2026-ZON-095 | 5670 and 5680 Eden Village Drive
Pike Township, Council District #6
S & C Financial Group, LLC and Great Deal Properties, LLC by Kim Crouch

Rezoning of 2.37 acres from the D-6 and C-S districts to the D-7 district to provide for residential development.

****Automatic Continuance to November 19, 2026, filed by Registered Neighborhood Organization**

5. 2026-CZN-838 / 2026-CVR-838 | 6915 East Washington Street
Warren Township, Council District #20
New Creations Restoration Church, Inc., by Justin Kingen

Rezoning of 12.35 acres from the D-2 (TOD), C-4 (TOD), and MU-1 (TOD) districts to the C-S (TOD) district to legally establish religious uses, four buildings with a total of 14 dwelling units, landscaping contractor and a commercial building contractor, and to provide for a food pantry and child-care services.

Variance of Development Standard of the Consolidated Zoning and Subdivision Ordinance to legally establish an existing building that exceeds the maximum front yard setback along Washington Street, to provide for a trash dumpster without screening on all sides, a trash dumpster within the front yard along Shadeland Avenue, and reduced parking (front yard setback required to be between zero and 26 feet from street right-of-way, trash dumpster shall be enclosed on all sides, trash dumpster not permitted within front yard and minimum parking standards are required).

****Staff request for continuance for cause to December 10, 2026**

6. 2026-CZN-840 / 2026-CVR-840 | 4402 Mann Road
Decatur Township, Council District #21
Patiala, Inc., by Patrick Rooney

Rezoning of 0.451-acre from the C-3 district to the C-4 district to provide for a gasoline station.

Variance of Development Standard of the Consolidated Zoning and Subdivision Ordinance to legally establish an existing building and parking area that is constructed within required north side transitional yard setback and without landscaping (minimum 20-foot setback with landscaping required).

****Automatic Continuance to November 19, 2026, filed by Registered Neighborhood Organization**

7. 2026-CAP-848 / 2026-CVR-848 | 7705 Michigan Road
Pike Township, Council District #1
C-S
Step Will, LLP, by Jack Whitsitt

Modification of Commitments related to 98-Z-175 to modify commitment #1, to provide for development subject to the site plan with this petition for a proposed addition to an existing building (commitment #1 required that development be in accordance with the site plan, file-dated July 7, 1998).

Variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for a

building addition with a zero-foot north side transitional yard setback (minimum 10-foot side transitional yard required).

****Petitioner request for continuance for cause to November 12, 2026**

Petitions for Public Hearing

PETITIONS TO BE EXPEDITED:

8. **2026-ZON-088 | 1612 North Somerset Avenue**
Wayne Township, Council District #11
D-5
Brian Tuohy

Rezoning of 0.27-acre from the D-5 district to the C-4 district to provide for expansion of existing commercial use.

9. **2026-ZON-090 | 3431 North Illinois Street**
Center Township, Council District #8
Hi-Tone Ventures, LLC, by Anthony Morman

Rezoning of 0.12 acre from the C-4 (TOD) district to the D-8 (TOD) district to provide for residential development.

10. **2026-ZON-091 | 1636 East 46th Street**
Washington Township, Council District #7
Hi Tone Ventures LLC, by Anthony Morman

Rezoning of 0.15-acre from the SU-1 (W-1) district to the D-5 (W-1) district to provide for a two-unit dwelling.

11. **2026-ZON-093 | 262 West Ray Street**
Center Township, Council District #18
Crossroads Ventures LLC, by Paul J. Lambie

Rezoning of 0.11-acre from the I-3 (RC) and PK-1 (RC) districts to the D-8 (RC) district to legally establish a residential dwelling.

12. **2026-ZON-094 | 7001 Hoover Road**
Washington Township, Council District #2
SU-38
Landon Hurt

Rezoning of 0.247 acres from the SU-38 district to the SU-6 district to provide for an addition to an existing assisted living facility.

13. **2026-CZN-853 / 2026-CVR-853 | 743 South State Avenue**
Center Township, Council District #18
Jason Blankenship, by Mark and Kim Crouch

Rezoning of 0.09-acre from the C-3 district to the D-8 district to provide for residential uses.

Variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for a detached single-family dwelling within the clear-sight triangle of the State Avenue and Lexington Avenue intersection (not permitted).

PETITIONS FOR PUBLIC HEARING (Continued Petitions):

14. **2026-ZON-018 / 2026-VAR-004 | 5510 Millersville Road**
Washington Township, Council District #3
R. Michael Thomas, by Ted Nolting

Rezoning of 2.75-acres from the D-3 and C-4 districts to the C-3 district to provide for a veterinary hospital.

(Withdrawn) Variance of Development Standards of the Consolidated Zoning and Subdivision Ordinance to provide for an outdoor animal run/exercise area located 88 feet from a protected district (100-foot separation required).

15. 2026-ZON-065 (Amended) | 4402 Madison Avenue
Perry Township, Council District #23
2 Jets LLC, by Samuel Salazar

Rezoning of 2.13 acres from the D-3 district to the C-3 district to provide for potential C-3 uses.

16. 2026-ZON-074 | 4210 Winthrop Avenue and 980 East 42nd Street
Washington Township, Council District #7
NLS LLC, by Joseph Ringger

Rezoning of two lots, totaling 0.3-acre, from the C-7 (W-5) and D-5 (TOD) (W-5) districts to the D-8 (TOD) (W-5) district to allow for the construction of 6 townhomes.

17. 2026-ZON-077 | 2004 East 86th Street
Washington Township, Council District #2
Justin Kingen

Rezoning of 3.02 acres from the D-A (FF) (FW) district to the C-1 (FF) (FW) district to provide commercial office uses.

PETITIONS FOR PUBLIC HEARING (New Petitions):

Additional Business:

**The addresses of the proposals listed above are approximate and should be confirmed with the Division of Planning. Copies of the proposals are available for examination prior to the hearing by emailing planneroncall@indy.gov. Written objections to a proposal are encouraged to be filed via email at planneroncall@indy.gov before the hearing and such objections will be considered. At the hearing, all interested persons will be given an opportunity to be heard in reference to the matters contained in said proposals. The hearing may be continued from time to time as may be found necessary. For accommodations needed by persons with disabilities planning to attend this public hearing, please call the Office of Disability Affairs at (317) 327-7093, at least 48 hours prior to the meeting. Department of Metropolitan Development - Current Planning Division.

Any decision of the Hearing Examiner may be **appealed** to the Metropolitan Development Commission (MDC), subject to deadlines prescribed by the MDC Rules of Procedure. Please contact the Current Planning staff, **317-327-5155**, or planneroncall@indy.gov, within one to two days after the hearing, to determine the appropriate appeal process. Please see this link for the Appeal form: REQUEST FOR APPEAL

HEARING EXAMINER

for

METROPOLITAN DEVELOPMENT COMMISSION (MDC)

Contractual Zoning Professional	Approving Authority	Term
Judy Weerts Hall	MDC	01/01/2026 - 12/31/2026

Vacant		

This meeting can be viewed live at indy.gov: Channel 16 Live Web Stream. The recording of this meeting will also be archived (along with recordings of other City/County entities) at indy.gov: Watch Previously Recorded Programs.

METROPOLITAN DEVELOPMENT COMMISSION HEARING EXAMINER — October 29, 2026

Case Number:	2026-MOD-003
Property Address:	8600 Combs Road
Location:	Franklin Township, Council District #25
Petitioner:	Punjab Property, Inc., by Patrick Rooney
Current Zoning:	I-3
Request:	Modification of Commitments related to petition 2005-ZON-160 to include Commitment Number 1, to allow for truck or heavy vehicles sales, rental, or repair (commitment allowed only manufacture, assembly of repair of machinery and machinery components in the I-3-S district); Commitment Number 2 to allow for truck or heavy vehicles sales, rental, or repair (commitment allowed only construction companies, contractors, and home remodeling companies in the I-2-S district); Commitment Number 5 to provide for one building subject to the plans and elevations dated February 10, 2026, (required certain exterior materials on mini-warehouse buildings); Commitment Number 6 to protect and preserve existing trees outside of the construction limits and install landscaping subject to the landscaping plan dated February 10, 2026, (commitment provided for landscaping and exterior building materials related to mini-warehouse development); Commitment Number 11 to provide for parking/storage of trucks and trailers subject to the site plan dated February10, 2026, (identified location of outdoor storage and eliminated outdoor storage of commercial vehicles, semi-truck and trailers); Commitment Number 19 to provide for one building subject to the site plan dated February 10, 2026, (commitment limited building height to 35 feet and not to exceed total of 15,000 square feet); Commitment Number 26 would provide for a perimeter fence and landscaping subject to the site plan dated February 10, 2026, (commitment identified location and materials of fencing); and Commitment Number 17 would be terminated and deleted (commitment limited semi-truck traffic to an average of a total of not more than two trips to and from the site per week).
Current Land Use:	Undeveloped / wetland
Staff Recommendations:	Denial.
Staff Reviewer:	Kathleen Blackham, Senior Planner

PETITION HISTORY

The Hearing Examiner acknowledged a timely automatic continuance filed by a registered neighborhood organization that continued this petition from the April 23, 2026 hearing, to the May 28, 2026 hearing.

The Hearing Examiner continued this petition from the May 28, 2026 hearing, to the July 9, 2026 hearing, at the request of staff, to provide time for the petitioner to amend documents related to development of the site.

The Hearing Examiner continued this petition from the July 9, 2026 hearing, to the August 27, 2026 hearing, and to the October 29, 2026 hearing, at the request of the petitioner's representative to provide time to amend the documents. No new documents have been submitted for review by the petitioner's representative.

On October 12, 2026, the petitioner's representative sent an e-mail **withdrawing this modification request.** The withdrawal will require acknowledgement by the Hearing Examiner.

STAFF RECOMMENDATION

Denial. If approved, staff would request that approval be subject to the following commitments being reduced to writing on the Commission's Exhibit "B" forms at least five business days prior to the MDC hearing:

1. A 40-foot half right-of-way shall be dedicated along the frontage of Combs Road, 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).
2. A technical assessment shall be conducted prior to the issuance of an Improvement Location Permit to provide for a wetlands delineation to determine the type and quality and how the area could be preserved and integrated into the development as an amenity.
3. The site and improved areas within the site shall be maintained in a reasonably neat and orderly manner during and after development of the site with appropriate areas and containers / receptables provided for the proper disposal of trash and other waste.

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PETITION OVERVIEW

This 10-acre site, zoned I-3, is undeveloped / wetland. It is surrounded by religious uses to the north, zoned D-P; undeveloped land and wetland to the south, zoned I-3; single-family and multi-family dwellings to the east, across Combs Road, zoned D-P and D-6II, respectively; and undeveloped land to the west, zoned C-S.

Petition 2005-ZON-160 rezoned this site to the I-3 (aka I-3-S) district to provide for construction of a printing equipment repair and maintenance facility and self-storage business. Staff recommended denial but the request was approved.

MODIFICATION

The request would modify eight of the 28 commitments that were negotiated between the neighborhood organization and the petitioner. See Exhibit A.

Staff typically has no recommendation when modifications of commitments resulting from negotiations between the petitioner / petitioner's representative are requested. However, in this situation, staff very strongly believes that the requested modifications are wholly inappropriate given the surrounding land uses and the large existing wetland that, in fact, extends into the adjoining parcels to the south.

The *I-65 / County Line Road Strategic Plan* recommends interchange area mixed-use for the site, which also lies in Critical Area J. See Exhibit B.

One of the goals of the *I-65/County Line Road Strategic Plan*, is to "[i]ncrease the rate and amount of commercial and industrial development relative to residential development." Another goal is to "provide a range of land uses that would permit a variety of residential choices as well as a range of non-residential uses that would encourage industry and job growth for the local community." This request would bring industrial uses to this area but it is much more intense than the plan recommends.

The Plan specifically refers to this "vacant area immediately east of I-65" and makes note of the fact that "approximately half of the previously vacant area is now developed residentially (contrary to the Plan's recommendation), significantly diminishing the area's previously planned industrial potential. Therefore, additional undeveloped agricultural land nearby is now recommended for industrial uses. Light industrial land should have close and direct access to interstate transport." Light industrial uses would fall within the I-1-S and I-2-S Districts. This request would be much more intense and would allow uses such as motor truck terminals, power plants, propane gas storage, recycling facilities, brewing/distillation of liquor/spirits, or manufacturing or major household appliances, construction equipment, furniture, motor vehicles, and etc.

The *I-65/County Line Road Strategic Plan* recommends light industrial for the subject property. This Plan states the light industrial "land use category is designed for those industries which conduct their entire operations within completely enclosed buildings. One purpose of this category is to buffer heavy industrial uses from less intensive uses. Light industrial uses should create minimal impact upon adjacent properties." The Ordinance defines the I-3 classification as medium density. If this modification would be approved, a more intense use would be permitted. This more intense use would not be appropriate for the residential use to the east and religious uses to the north and would negatively impact these existing land uses.

The proposed use represents a major deviation from the Plan that would not be acceptable. Additionally, when the D-P rezoning to the north was approved, it eliminated what would have been an office buffer to the north of this site and makes this current request even more critical as it relates to minimizing the impact of industrial uses on adjacent protected districts. If the current trend of residential development were to continue, residential dwellings would surround this site. The introduction of this intense industrial use would have a detrimental effect upon property values in the area and encourage similar intrusions that would disrupt the implementation of the Plan.

A more appropriate land use pattern would place low intensity uses near protected districts, such as an office buffer, with incremental increases in intensity from light industrial uses to medium industrial uses, to heavy industrial uses. This modification jumps from residential and religious uses to medium industrial uses without the benefits of gradual transition from residential to more intense industrial uses.

Wetland Preservation

The aerial indicates a portion of a large wetland is located within this site and extends to the abutting parcels to the south.

The Environmental Protection Agency defines wetlands "as areas where water covers the soil or is present either at or near the surface of the soil all year or for varying periods of time during the year, including during the growing season. Water saturation (hydrology) largely determines how the soil develops and the types of plant and animal communities living in and on the soil. Wetlands may support both aquatic and terrestrial species. The prolonged presence of water creates conditions that favor the growth of specially adapted plants (hydrophytes) and promote the development of characteristic wetland (hydric) soils."

The State of Indiana defines wetlands as "areas that are inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include: (1) swamps; (2) marshes; (3) bogs; and (4) similar areas."

Staff believes that a technical assessment should be conducted that would include a wetlands delineation and determine the type and quality of the wetland based on the presence or absence of wetlands characteristics, as determined with the *Wetlands Delineation Manual, Technical Report Y-81-1* of the United States Army Corps of Engineers.

Department of Public Works

The Department of Public Works, Traffic Engineering Section, has requested the dedication and conveyance of a 40-foot half right-of-way along Combs Road. This dedication would also be consistent with the Marion County Thoroughfare Plan.

Dedication of right-of-way was included in the 2005 rezoning as commitment, but that dedication has not occurred.

Staff believes that Combs Road cannot appropriately accommodate truck traffic due to the width of the right-of-way and width of the pavement (approximately 26 feet). The increase and maneuverability of truck traffic in this situation would have a negative and detrimental impact on the surrounding land uses and the current infrastructure.

Staff has requested a Traffic Operations Analysis (TOA) that would include truck turning movements at the intersections of Combs Road / Stop 11 Road and Combs Road / County Line Road. This request was forwarded to the petitioner's representative on August 11, 2026, but no response has been received.

If this modification request is recommended for approval and / or appealed, staff would request that the TOA be conducted and reviewed prior to being heard by the Metropolitan Development Commission and any recommended infrastructure improvements be constructed prior to operation of the business.

Environmental Public Nuisances

The purpose of the Revised Code of the Consolidated City and County, Sec.575 (Environmental Public Nuisances) is to protect public safety, health and welfare and enhance the environment for the people of the city by making it unlawful for property owners and occupants to allow an environmental public nuisance to exist.

All owners, occupants, or other persons in control of any private property within the city shall be required to keep the private property free from environmental nuisances.

Environmental public nuisance means:

1. Vegetation on private or governmental property that is abandoned, neglected, disregarded or not cut, mown, or otherwise removed and that has attained a height of twelve (12) inches or more;

2. Vegetation, trees or woody growth on private property that, due to its proximity to any governmental property, right-of-way or easement, interferes with the public safety or lawful use of the governmental property, right-of-way or easement or that has been allowed to become a health or safety hazard;

3. A drainage or stormwater management facility as defined in Chapter 561 of this Code on private or governmental property, which facility has not been maintained as required by that chapter; or

4. Property that has accumulated litter or waste products, unless specifically authorized under existing laws and regulations, or that has otherwise been allowed to become a health or safety hazard.

Staff would request a commitment that emphasizes the importance of maintaining the site in a neat and orderly manner at all times and provide containers and receptables for proper disposal of trash and other waste.

GENERAL INFORMATION

Existing Zoning	I-3	
Existing Land Use	Undeveloped land / wetland	
Comprehensive Plan	Light Industrial Uses / Interchange Area Mixed-Use	
Surrounding Context	**Zoning**	**Land Use**
North:	D-P	Religious uses
South:	I-3	Undeveloped land / wetland
East:	D-P / D-6II	Single-family / multi-family dwellings
West:	C-S	Undeveloped land
Thoroughfare Plan		
Combs Road	Primary Collector	Existing 53-foot right-of-way and proposed 80-foot right-of-way.
Context Area	Metro	
Floodway / Floodway Fringe	No	
Overlay	No	
Wellfield Protection Area	No	
Site Plan	February 2, 2026	
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

Not Applicable to the Site.

Pattern Book / Land Use Plan

Not Applicable to the Site.

Red Line / Blue Line / Purple Line TOD Strategic Plan

Not Applicable to the Site.

Neighborhood / Area Specific Plan

I-65/County Line Road Strategic Plan (2008).

This plan recommends Interchange Area Mixed Use category. This category provides for a wide range of uses appropriate to the vicinity of Interstate interchanges where substantial developable land remains. Uses in this area should be either employee-dense, customer-dense, or both. Ideally intensity of use should be greatest closest to the interchange and taper off as the distance from the interchange increases.

Uses in this area should be either employee-dense, customer-dense, or both. Ideally intensity of use should be greatest closest to the interchange and taper off as the distance from the interchange increases.

Appropriate uses include, but are not limited to:

- Employee-dense light industrial uses
- Medium- to large-scale regional commercial uses
- Employee-dense office uses (multi-story office buildings such as corporate headquarters)
- Apartments or condominiums (residential density of 8 or more units per acre)
- Hospitals
- Hotels and conference centers

Inappropriate uses include low intensity uses or uses that are not employee- or customer-dense are inappropriate in this category. Some examples of inappropriate uses are:

- Single-family residence
- Cemetery
- Schools (K-12)
- Churches
- Self-storage
- Warehousing
- New or used vehicle sales or rentals
- Salvage yards
- Athletic fields/golf driving ranges
- Seasonal uses

This category is by nature traffic intense. Development in this category should promote efficiency of traffic movement, particularly on arterials connecting to the interstate interchange. Development within the area should have a high degree of vehicular connectivity among land uses to give motorists choices of routes and not force motorists onto arterials for trips among sites within the area.

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

ZONING HISTORY

2005-ZON-160/ 8600 Combs Road, requested rezoning 10.0 acres from the D-A district to the I-3-S classification to provide for construction of a printing equipment repair and maintenance facility and self-storage business**, approved.**

VICINITY

2022-ZON-060 / 2022-VAR-006; 8615, 8640, 8721, 8814, 8816, 8840, 8914, 8950 South Arlington Avenue, 5624, 5740, 6000, 6200, 6336, 6376 East County Line Road, and 8700 Combs Road (west and south of site), requested Rezoning of 208.24 acres from the C-S, C-4 and D-A districts to the C-S district to provide for a commercial and industrial development with limited I-1, I-2 and C-4 uses; modification of petition 2019-ZON-069 (Commitments recorded at Instrument #2020-00073675) to terminate the C-S Statement, C-S Site Plan and Commitments and replace them with those filed with this petition; and a variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for loading areas between the front building lines and front lot lines, **approved and granted.**

2005-ZON-817 (2005-DP-009) / 2005-PLT-817, 8511 and 8516 South Arlington Avenue (west of site), requested the rezoning of 40 acres, being in the D-A District, to the D-P classification to provide for a single-family subdivision for adults only, and a church; and subdivision approval dividing 23.63 acres into 50 lots, **approved.**

95-Z-195, 8188 Combs Road (south of site), requested the rezoning of 79.0 acres from the D-A(FF) to D-3(FF) to provide for residential development, **approved.**

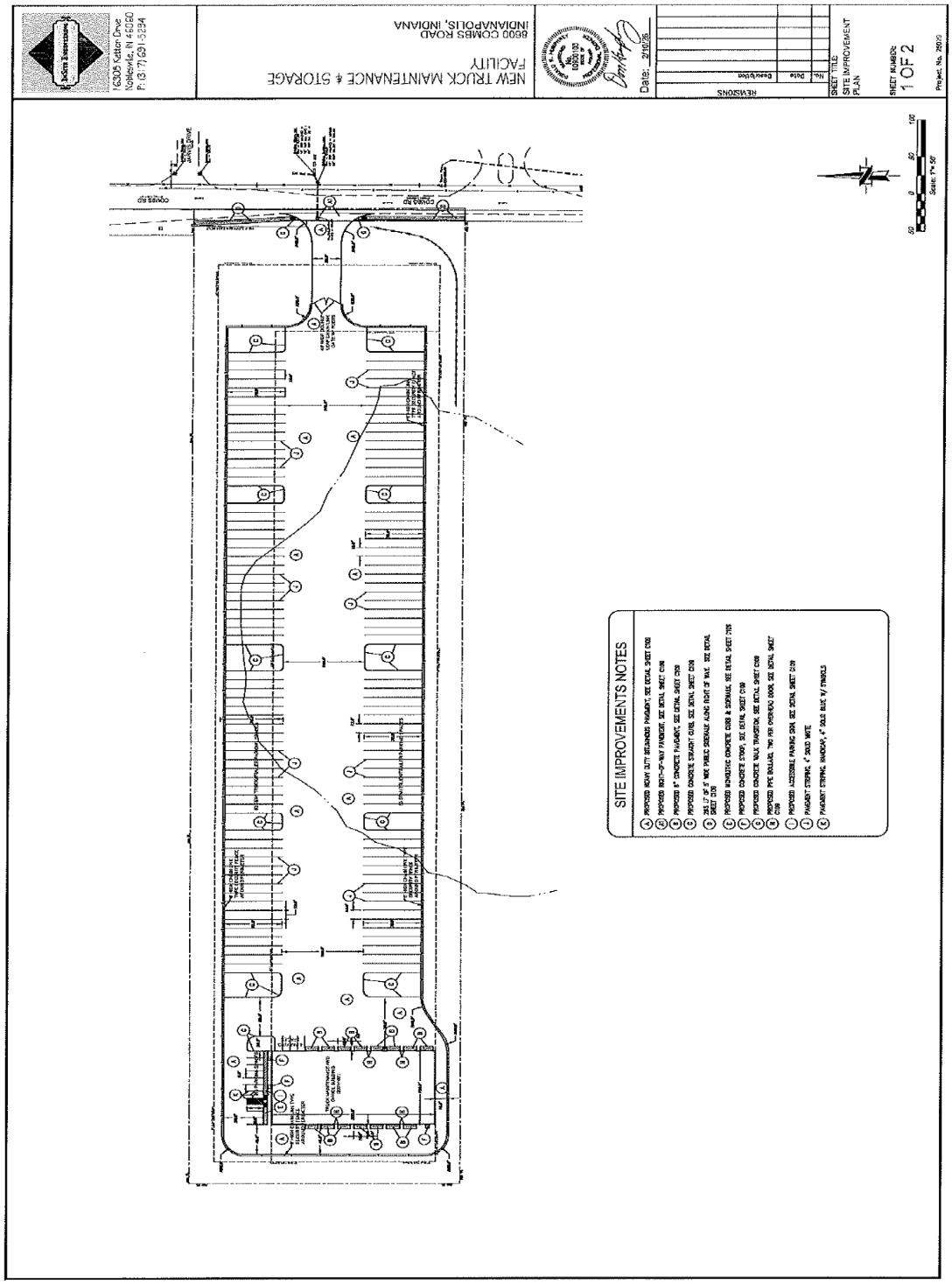
91-Z-143, 6510 East Stop Eleven Road (north of site), requested rezoning of 33.4 acres, being in the D-A District to the D-3 classification to provide for residential development, **approved.**

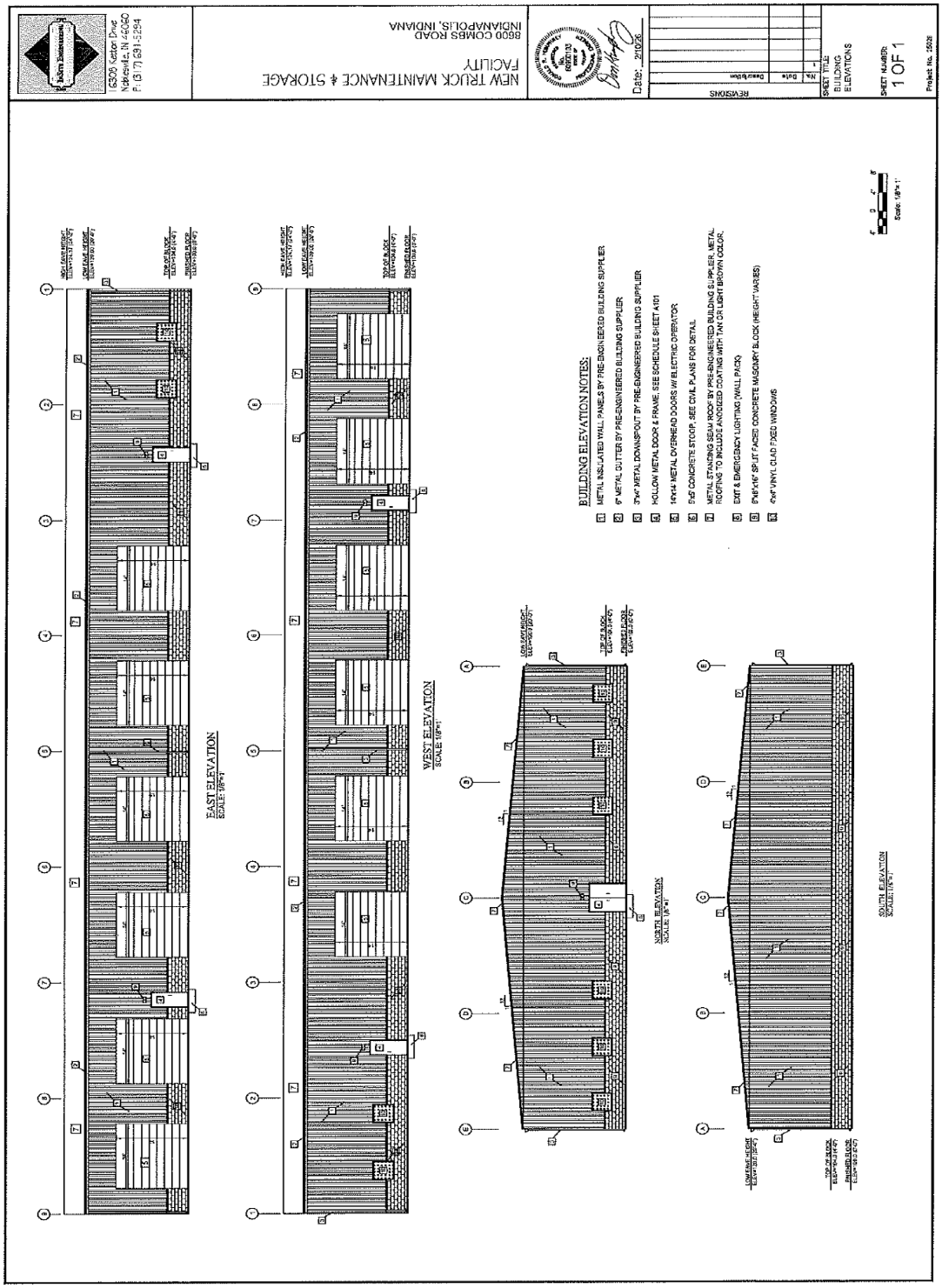
83-Z-200, 7350 Combs Road (south of site), requested the rezoning of 62.79 acres, being in the A-2 District to the D-3 classification to provide for residential development, **approved.**

7801 South Arlington Avenue and 7602 Five Points Road (west of site), requested rezoning of 269.35 acres, being in the A-2 District, to the D-3 classification to provide for residential development**. Approved.**

EXHIBITS


D4
D3
DP
DP
DP
DA
DA
I3
CS
D6II
8600 Combs Road
HERITAGE HILL DR
CROSSFIELD DR
SMITHFIELD DR
SILVERADO DR
AMARILLO DR
LONE STAR DR
COMBS RD
JARVIS DR
GREENWICH DR
CAPRICORN DR
TROPIC CT
Sources: Esri, HERE, Garmin, FAO, Intermap, INCREMENT P, NRCan, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri Thailand, (NGCC), (c) OpenStreetMap contributors, and the GIS User Community
8600 Combs Road
N
0 0.0175035 0.07 0.105 0.14
Miles


NEW TRUCK MAINTENANCE & STORAGE FACILITY
6600 COMBS ROAD
INDIANAPOLIS, INDIANA
SITE IMPROVEMENTS NOTES
SITE IMPROVEMENT PLAN
SHEET NUMBER
1 OF 2


NEW TRUCK MAINTENANCE & STORAGE FACILITY
8600 COMBS ROAD
INDIANAPOLIS, INDIANA
Date: 2/10/26
SHEET TITLE:
BUILDING ELEVATIONS
SHEET NUMBER:
1 OF 1
Project No. 15028
BUILDING ELEVATION NOTES:
1 METAL INSULATED WALL PANELS BY PRE-ENGINEERED BUILDING SUPPLIER
2 6" METAL GUTTER BY PRE-ENGINEERED BUILDING SUPPLIER
3 3'x4' METAL DOWNSPOUT BY PRE-ENGINEERED BUILDING SUPPLIER
4 HOLLOW METAL DOOR & FRAME, SEE SCHEDULE SHEET A101
5 14'x14' METAL OVERHEAD DOORS W/ ELECTRIC OPERATOR
6 5'x5' CONCRETE STOOP, SEE CIVIL PLANS FOR DETAIL
7 METAL STANDING SEAM ROOF BY PRE-ENGINEERED BUILDING SUPPLIER, METAL ROOFING TO INCLUDE ANODIZED COATING WITH TAN OR LIGHT BROWN COLOR.
8 EXIT & EMERGENCY LIGHTING (WALL PACK)
9 8'x16'-6" SPLIT FACED CONCRETE MASONRY BLOCK (HEIGHT VARIES)
10 4'x4' VINYL CLAD FIXED WINDOWS
EAST ELEVATION
WEST ELEVATION
NORTH ELEVATION
SOUTH ELEVATION

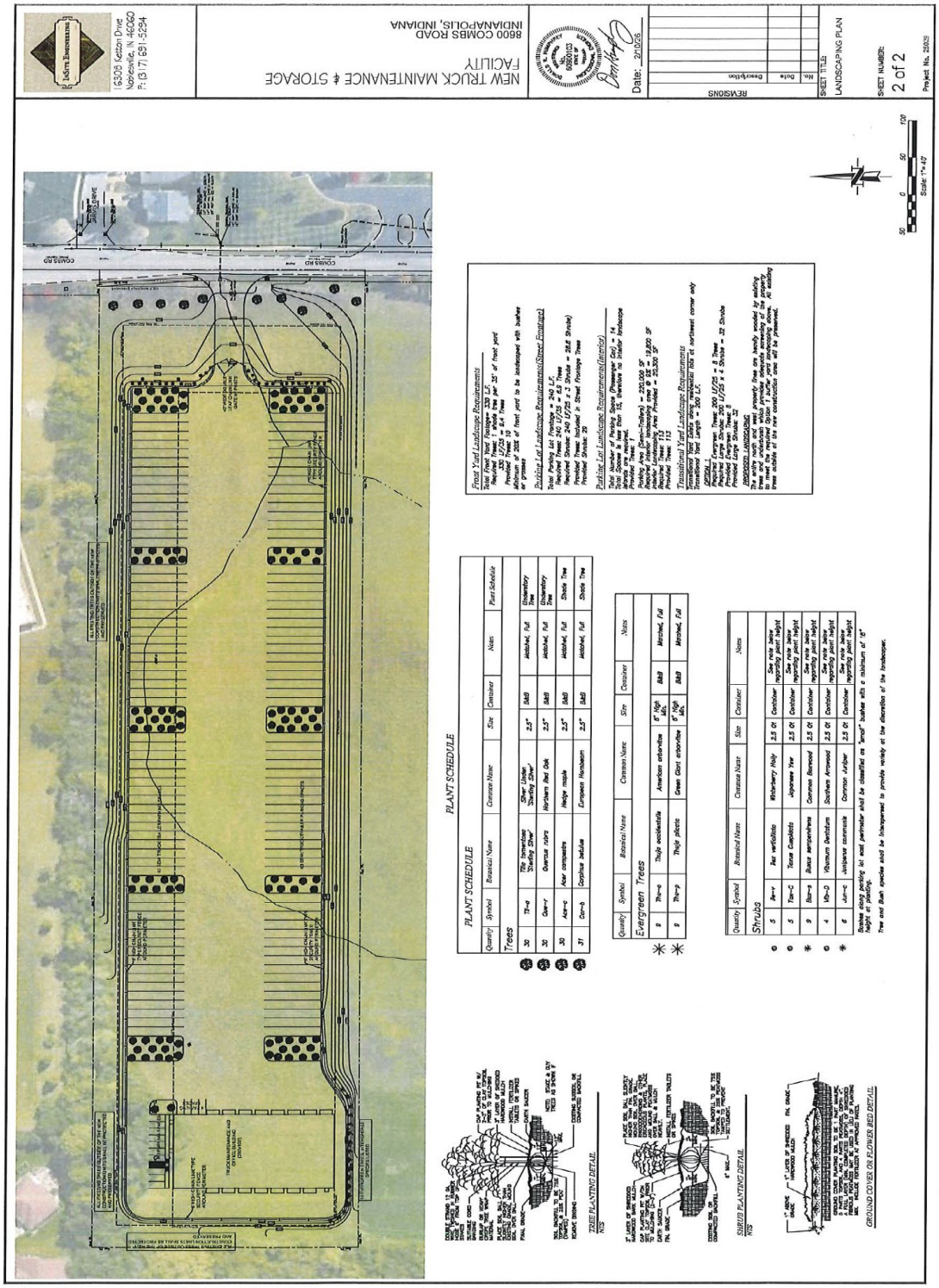

NEW TRUCK MAINTENANCE & STORAGE FACILITY
8600 COMBS ROAD
INDIANAPOLIS, INDIANA
Date: 2/2025
REVISIONS
SHEET TITLE: LANDSCAPING PLAN
SHEET NUMBER: 2 of 2
Project No. 25035
Scale: 1"=40'
PLANT SCHEDULE
Front Yard Landscape Requirements
Parking Lot Landscape Requirements(Street Frontage)
Parking Lot Landscape Requirements(Interior)
Transitional Yard Landscape Requirements
TREE PLANTING DETAIL
SHRUB PLANTING DETAIL
GROUND COVER OR FLOWER BED DETAIL

EXHIBIT A

Attachment "C"

Zoning Commitments – Final (12-15-05)
#2005-ZON-160 - 8600 Combs Road (Approx)

1. With the exception of the use described as "Manufacture, Assembly or Repair, of Machinery and Machinery Components", which said use includes the proposed printing equipment repair and maintenance operation, no other I-3-S uses shall be permitted on the site.

2. With the exception of "Construction Companies, Contractors, and Home Remodeling Companies", those several uses listed under the general category Manufacture, Assembly and Repair, of", and "Upholstering Shop", no other I-2-S uses shall be permitted on the site.

3. All I-1-S uses shall be permitted on the site with the exception of "Heliports", "Outdoor Advertising Signs" or "Railroad or Other Mass Transportation Rights of Way and Trackage".

4 Any building constructed on the site which includes at least one wall which is located within 250 feet of the centerline of Combs Road shall be covered with brick on:

A. Not less than 95% of the exterior of the front elevation (defined as the wall facing Combs Road), with the exception of doors, windows, utility panels, architectural features and the like.

B. Not less than 95% of the exterior of each of the two sides from the top of the foundation up to the bottom of the applicable roof gable, with the exception of doors, windows, utility panels, architectural features and the like.

5. If the proposed mini-warehouse buildings are constructed on the site and are oriented primarily East/West, then the East end wall of each such building for which said East end is located within 450 feet of the centerline of Combs Road, shall be covered on not less than 95% of the exterior of said East wall with brick, with the exception of doors, windows, utility panels, architectural features and the like.

6. If the proposed mini-warehouse buildings are constructed on the site and are oriented primarily North/South, then the East wall of the first building(s) located West of the centerline of Combs Road shall either: (A) be covered on not less than 95% of the exterior with brick, with the exception of doors, windows, utility panels, architectural features and the like, or (B) substantially screened from view from the East by the installation of a row of spruce or fir trees not less than twenty (20) feet apart (not less than six (6) feet in height at the time of planting) East of each such building, with the additional provision that said row of trees, if applicable, must be planted no more than One hundred (100) feet East of the easternmost wall(s) of the affected building(s).

7. For any building which contains any wall which is located within 250 feet of the centerline of Combs Road and which is constructed with a metal roof, said metal roof shall be a light pastel or light earth-tone shade in color, unless otherwise approved in writing by the Franklin Township Civic League.

8. With the exception of any building which is covered by the preceding Commitment, for those building(s) whose North wall is located within One Hundred (100) feet of the North line of the site, and which are constructed with a metal roof, said metal roof shall either be an earth-tone (green, brown, tan, or similar) color, or shall substantially match the roof of the building(s) covered by the preceding Commitment, unless otherwise approved in writing by representatives of The Community Church of Southport, Inc. and Abbey Road Development, LLC.

9. The site shall be landscaped in accordance with a final landscape plan subject to Administrator's Approval. At a minimum, if the Petitioner elects to reduce the transitional yard along the North line of the site to any distance less than 100 feet (as a part of the extra landscaping required by Section 2.04A(6)(Exception 1) as described in Section 2.11E(3), said landscaping shall specifically be designed so that the plantings include a row of evergreen trees, not less than six (6) feet in height at the time of planting, planted directly North of each building, with each tree planted not more than 12 1/2 feet apart on center. The landscaping of the front transitional yard, and the landscaping associated with the Easternmost building on the site, shall not be lesser in quality and numbers of plantings than the landscaping for those areas which is shown in the Landscape Plan file dated December 15, 2005. The landscape plan(s) shall be submitted prior to the issuance of an ILP.

The landscaping shall be installed within one year of the issuance date of the ILP and shall be well maintained by the property owner thereafter. The proposed landscape plan shall be provided to the Franklin Township Civic League Land Use Committee at the same time said plan is submitted to the City for review.

10. All loading and unloading associated with the use of any building containing a wall which is located within 250 feet of Combs Road, shall only be conducted in the areas which are behind (West of) the building. The dock associated with any such building shall be located only on the West wall of the building(s).

11. As a part of the services offered by the self-storage facility, licensed vehicles, boats, trailers and the like which are owned by tenants may be stored outdoors, but such outdoor vehicle/trailer storage area shall be limited only to the westernmost 33% of the site and in any case shall not be not located within 50 feet of the North and/or West property lines of the site. In addition, no vehicle/trailer used for commercial purposes shall be stored on the site; and no semi-trucks/trailers shall be stored on the site.

12. With the exception of the activities permitted by either of the two preceding Commitments, and the loading and unloading activity related to any other business located on the site, there shall be no outdoor business operations conducted on the site.

13. Any sign(s) located within 250 feet of the centerline of Combs Road shall either be non-illuminated or shall be externally illuminated. If the sign is externally illuminated, the lights shall be primarily focused on the sign face/structure so as to minimize light bleed into the sky.

14. The site shall be designed and developed as an integrated center, meaning that there shall be one shared entrance onto Combs Road, and one shared sign structure along Combs Road.

15. Information identifying the types and quantities of any hazardous chemicals to be used on the site (if any) shall be submitted for review prior to the issuance of an ILP.

16. Any hazardous chemicals used or stored on site shall be used and/or stored as required by the applicable state or federal regulations, including the use of dikes to contain any spills if required by such regulations.

17. Semi-truck traffic to the site shall be limited to an average of a total of not more than two (2) trips to and from the site per week.

18. No trucks over one (1) ton in size which are associated with any business activity on the site shall be permitted to drive into the Smithfield subdivision to the East of the site.

19. The building(s) associated with the development of the front (easternmost) parcel currently proposed for the printing equipment repair and maintenance business shall not exceed 35 feet in height; and the total square footage of the foundation of all buildings constructed on said front parcel (as said parcel is illustrated on the Landscape Plan file dated December 15, 2005) shall not exceed 15,000 square feet.

20. The dumpster(s) on the site shall only be serviced between the hours of 7:00 A.M. and 10:00 P.M.; and any dumpster located within 250 feet of Combs Road shall be located behind the building (i.e, behind the West wall of said building and between the North and South walls of said building, extended), and located within a fenced enclosure which is at least six feet tall and otherwise fully in compliance with the applicable ordinance.

21. Any parking area pole lighting shall be limited to no more than twenty four (24) feet in height; and shall be designed and installed to direct light primarily downward, including the use of fixtures which include a solid top and four sides (box style). In addition, glare screening will be installed extending below the sides of the fixture as required to eliminate an unscreened direct line of sight to the bulb(s) in such parking lot fixtures from a window in any residence located in the Smithfield subdivision located on the East side of Combs Road, which is also within 500 feet of the fixture in question. Such lighting shall also comply with Section 2.10 (I) of the Commercial Districts Zoning Ordinance; including but not limited to the requirement that the light emitted thereby, as measured at the center line of Combs Road (as applicable) shall not exceed an intensity of One (1) foot candle.

22. With the exception of signage and security lighting, any light fixture which is attached to the exterior of the building shall be designed to direct the light primarily downward. All lighting attached to the exterior of a building will be

screened as necessary so there is not a direct line of sight between the bulb in said fixture and a window on any residence located in the Smithfield subdivision which is also within 500 feet of the fixture in question.

23. All litter and debris accumulating on the parking lot and the other exterior areas on the site shall be picked up as necessary to reasonably contain such litter and debris upon the site, and in any case shall be picked up no less than once per week.

24. With the exception of office type operations, the hours of operation for any business located in a building which contains any wall which is located within 250 feet of the centerline of Combs Road, shall be limited to 7:00 A.M. to 7:00 P.M. Monday through Friday, 7:00 A.M. to 6:00 P.M. on Saturday, and closed on Sunday barring occasional emergency customer requirements.

25. Any "mini-warehouse" business on the site will typically be manned by an employee on site in the office at least Seven (7) hours per day, five days a week, excepting holidays; and will be secured with an automated gate system permitting access only to tenants of the facility.

26. The entire portion of the site West of the proposed printing equipment repair and maintenance business (located on the Easternmost approximately as shown on the Landscaping Plan file dated December 15, 2005, will be fenced with either a black vinyl wrapped chain link, or (as to portions of the East end of said area) with the decorative brick and wrought iron type fencing as shown on the Landscape Plan file dated December 15, 2005.

27. Subject to the approval of the Franklin Township Fire Department, any retention ponds on the site shall be fenced with a vinyl coated chain link fence not less than six feet in height.

28. A 35-foot half right-of-way shall be dedicated along Combs Road as per the request of the Department of Public Works (DPW). 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 City. The DPW has requested that the right-of-way be granted within 60 days of approval.

EXHIBIT B

Critical Area J

Location: County Line Road from I-65 to Combs Road.

Current situation: Largely agricultural area in proximity to the I-65/County Line Road interchange. Contains some unplatted residential properties.

Recommended land use: Large-scale developments are recommended for the interchange area. Large sites in proximity to interchanges are scarce and should be reserved for uses that need the combination of a large site and immediate interstate access. Examples are large industrial uses, large-scale shopping centers or corporate headquarters. Although small-scale outlot development may be appropriate along some streets or at certain intersections, small- to medium-scale uses should not be sited in ways that preclude large-scale development.

Uses adjacent to protected districts (residences, churches, schools, parks) should be less intense and smaller in scale than those uses in the heart of the interchange area. Transitional areas should be wide enough to provide appropriate buffering and should be well landscaped. The width of the buffer and the opacity of the landscaping should increase as the difference in intensity of the neighboring uses increases. Variety in the landscape treatment of the transitional areas is desirable. Examples include variation in type, size and species of the trees and shrubs, inclusion of natural areas, variation in topography such as berms and inclusion of passive recreation features such as walking paths where appropriate.

Lighting should be designed to shield the light source from any protected district or right-of-way. The lighting design should also minimize overflow light into the night sky, provide adequate light for safety, and prohibit hazardous glare perceptible from any point beyond the lot lines.

I-65 at County Line Road is the most heavily traveled entry point into Indianapolis and Marion County from the south. It is important that a good first impression is made. The following design considerations are important in proximity to the interstate.

- Materials - buildings visible to the interstate should be constructed of high quality, durable and aesthetically-pleasing materials. Examples include such materials as brick, stone, pre-cast concrete panels, tile, decorative block, wood lap siding, ceramic and glass.
- Finished sides - buildings should have the same materials, or those that are architecturally harmonious, used for all building walls and other exterior building components wholly or partly visible from public rights-of-way.
- Blank walls - walls visible from the interstate should be articulated with openings, changes in materials, or architectural ornamentation.
- Landscaping - landscaping along the I-65 frontage should be balanced between providing a lush landscape with a variety of vegetation heights, colors and textures and providing reasonable visibility of structures and signs.

• Trash receptacles and refuse areas - trash receptacles and refuse areas should not be located where visible from I-65 and other public rights-of-way.
• Signs - Signs should be architecturally compatible with and accentuate the buildings and landscaping on the site in terms of colors, materials, and style. Examples of appropriate types of signs are ground signs, awning signs, wall signs, projecting signs, suspended signs, and window signs. Types of signs that are inappropriate are animated signs, roof signs, marquee signs, message centers, digital signs and electronic variable message signs. An excessive number of signs and excessively large signs are discouraged.
• Billboards - Off premises advertising should be restricted from the gateway area.

Pedestrian connectivity within the area and pedestrian connectivity with the surrounding development is important. Sidewalks should be provided along all public streets except Interstate 65. Within Critical Area J walkways and bike paths should be provided to form a walkway system that functionally connects all of the buildings' main front entrances with the sidewalks located along the public streets. Provisions should be made for adequate bicycle and scooter parking.

Streetscapes and the interiors of parking lots in the Critical Area should be well landscaped to provide a lush landscape with a variety of vegetation heights, colors and textures while providing reasonable visibility of structures and signs. Trees should be planted extensively to cool paved surfaces and intercept stormwater.

During this Critical Area's transition from relatively undeveloped to fully developed, the homes within this Critical Area should be adequately buffered from the new development surrounding them.

The Interchange Area Mixed-Use designation for this area allows for flexibility in development of industrial, commercial and multi-family residential projects. However the mix of these uses within the Critical Area should not be haphazard or indiscriminate. Traffic generation, truck traffic, compatibility of uses, integration of uses, and building heights and mass should all be evaluated when considering siting of uses within the Critical Area.



View looking north along Combs Road



View looking south along Combs Road



View of site looking west across Combs Road



View of site looking west across Combs Road



View of site looking northwest across Combs Road



View of northern portion of site and adjacent land looking west across Combs Road



View of site looking southwest across Combs Road

Department of Metropolitan Development
Division of Planning
Current Planning

METROPOLITAN DEVELOPMENT COMMISSION HEARING EXAMINER — **October 29, 2026**

Case Number:	2026-MOD-007
Property Address:	5261 Elmwood Avenue (*Approximate Address*)
Location:	Franklin Township, Council District #20
Petitioner:	Expo Bowl, Inc., by Misha Rabinowitch
Request:	Modification of Commitments, related to 92-Z-1 (Instrument Number 920016866), to terminate Commitment Number Four, upon the recording of plat petition 2026-PLT-026, and to terminate Commitment Numbers Six and Seven.
Staff Reviewer:	Kathleen Blackham, Senior Planner

PETITION HISTORY

A timely automatic continuance has been filed by a registered neighborhood organization that would **continue this petition from the October 29, 2026 hearing, to the November 19, 2026 hearing**. This would require acknowledgement from the Hearing Examiner.

Department of Metropolitan Development
Division of Planning
Current Planning

METROPOLITAN DEVELOPMENT COMMISSION HEARING EXAMINER — **October 29, 2026**

Case Number:	2026-ZON-039 (Amended)
Property Address:	6501 Mann Road
Location:	Decatur Township, Council District # 21
Petitioner:	Kittle Property Group, by Joseph D. Calderon
Request:	Rezoning of 28.506 acres from the SU-1 (FF) (FW) and D-A (FF) (FW) districts to the D-7 (FF) (FW) district to provide for a multi-family residential development.
Staff Reviewer:	Kathleen Blackham, Senior Planner

PETITION HISTORY

The Hearing Examiner acknowledged the timely automatic continuance filed by a registered neighborhood organization that continued this petition from the June 11, 2026 hearing, to the July 9, 2026 hearing.

The Hearing Examiner continued this request from the July 9, 2026 hearing, to the August 13, 2026 hearing, at staff's request to provide time for continued discussions related to this request.

The Hearing Examiner continued this petition from the August 13, 2026 hearing to the September 24, 2026 hearing, at the petitioner's to provide additional time to address some issues.

The Hearing Examiner continued this petition from the September 24, 2026 hearing to the October 29, 2026 hearing to provide additional time for notice due to the acquisition of additional land to be included in this rezoning request.

Staff is requesting a **continuance from the October 29, 2026 hearing, to the November 12, 2026 hearing,** to provide additional time for the Traffic Impact Study (TIS) to be amended related to the relocation of the access drive to the proposed development and potential related infrastructure improvements.

DEPARTMENT OF METROPOLITAN DEVELOPMENT
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MDC HEARING EXAMINER — October 29, 2026

Case Number:	2026-ZON-092
Property Address:	6440 North College Avenue *(approximate address)*
Location:	Washington Township, Council District #2
Petitioner:	BR Rentals LLC (Beth Johnson), by Dinsmore & Shohl LLP (Misha Rabinowitch)
Request:	Rezoning of 0.18-acre from D-4 (TOD) to C-3 (TOD) to allow for commercial development
Current Land Use:	Undeveloped
Staff Reviewer:	Josh Levesque, Manager—Code Revision and Compliance

PETITION HISTORY

This is the first public hearing for this petition.

PETITION OVERVIEW

The petitioner is requesting a continuance to the November 12th hearing to allow for further discussion with staff.

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METROPOLITAN DEVELOPMENT COMMISSION HEARING EXAMINER — October 29, 2026

Case Number:	2026-ZON-095
Property Address:	5670 Eden Village Drive (*Approximate Address*)
Location:	Pike Township, Council District #6
Petitioner:	S & C Financial Group, LLC and Great Deal Properties, LLC by Kim Crouch
Request:	Rezoning of 2.37 acres from the D-6 and C-S districts to the D-7 district to provide for residential development.
Staff Reviewer:	Kathleen Blackham, Senior Planner

PETITION HISTORY

A timely automatic continuance has been filed by a registered neighborhood organization that would **continue this petition from the October 29, 2026 hearing, to the November 19, 2026 hearing**. This would require acknowledgement from the Hearing Examiner.

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Department of Metropolitan Development
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Current Planning

METROPOLITAN DEVELOPMENT COMMISSION HEARING EXAMINER — October 29, 2026

Case Number:	2026-CZN-838 / 2026-CVR-838
Property Address:	6915 East Washington Street (*Approximate Address*)
Location:	Warren Township, Council District # 20
Petitioner:	New Creations Restoration Church, Inc., by Justin Kingen
Request:	Rezoning of 12.35 acres from the D-2 (TOD), C-4 (TOD), and MU-1 (TOD) districts to the C-S (TOD) district to legally establish religious uses, four buildings with a total of 14 dwelling units, landscaping contractor and a commercial building contractor, and to provide for a food pantry and child-care services. Variance of Development Standard of the Consolidated Zoning and Subdivision Ordinance to legally establish an existing building that exceeds the maximum front yard setback along Washington Street, to provide for a trash dumpster without screening on all sides, a trash dumpster within the front yard along Shadeland Avenue, and reduced parking (front yard setback required to be between zero and 26 feet from street right-of-way, trash dumpster shall be enclosed on all sides, trash dumpster not permitted within front yard and minimum parking standards are required).
Staff Reviewer:	Kathleen Blackham, Senior Planner

PETITION HISTORY

The Hearing Examiner continued these petitions from the from the August 27, 2026 hearing, to the October 29, 2026 hearing, at the request of staff; to provide additional time for discussions with the petitioner's representative related to this request.

Staff is requesting a **continuance from the October 29, 2926 hearing, to the December 10, 2026 hearing**, to provide time for the petitioner's presentative to file a companion plat and provide required notice.

Department of Metropolitan Development
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METROPOLITAN DEVELOPMENT COMMISSION HEARING EXAMINER — October 29, 2026

Case Number:	2026-CZN-840 and 2026-CVR-840
Property Address:	4402 Mann Road (*Approximate Address*)
Location:	Decatur Township, Council District #21
Petitioner:	Patiala, Inc., by Patrick Rooney
Request:	Rezoning of 0.451-acre from the C-3 district to the C-4 district to provide for a gasoline station. Variance of Development Standard of the Consolidated Zoning and Subdivision Ordinance to legally establish an existing building and parking area that is constructed within required north side transitional yard setback and without landscaping (minimum 20-foot setback with landscaping required).
Staff Reviewer:	Kathleen Blackham, Senior Planner

PETITION HISTORY

A timely automatic continuance has been filed by a registered neighborhood organization that would **continue this petition from the October 29, 2026 hearing, to the November 19, 2026 hearing**. This would require acknowledgement from the Hearing Examiner.

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METROPOLITAN DEVELOPMENT COMMISSION HEARING EXAMINER — October 29, 2026

Case Number:	2026-CAP-848 / 2026-CVR-848
Property Address:	7705 Michigan Road (approximate address)
Location:	Pike Township, Council District #1
Petitioner:	Step Will, LLP, by Jack Whitsitt
Request:	Modification of Commitments related to 98-Z-175 to modify commitment #1, to provide for development subject to the site plan with this petition for a proposed addition to an existing building (commitment #1 required that development be in accordance with the site plan, file-dated July 7, 1998). Variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for a building addition with a zero-foot north side transitional yard setback (minimum 10-foot side transitional yard required).
Staff Reviewer:	Kathleen Blackham, Senior Planner

PETITION HISTORY

The Hearing Examiner acknowledged the timely automatic continuance filed by a registered neighborhood organization that continued this petition from the September 24, 2026 hearing, to the October 29, 2026 hearing.

The petitioner's representative has requested a **continuance from the October 29, 2026 hearing, to the November 12, 2026 hearing**, to provide additional time for continued discussions with the neighborhood organization. Staff would not object to the continuance.

Department of Metropolitan Development
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METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER

October 29, 2026

Case Number:	2026-ZON-088
Property Address:	1612 North Somerset Avenue
Location:	Wayne Township, Council District #11
Petitioner:	Beavog LLC, by Brian Tuohy
Current Zoning:	D-5
Request:	Rezoning of 0.27-acre from the D-5 district to the C-4 district to provide for expansion of existing commercial use.
Current Land Use:	Commercial
Staff Recommendations:	Staff recommend **approval** of this petition.
Staff Reviewer:	Jasmine Dillard Nikolich, Senior Planner

PETITION HISTORY

This is the first hearing for this petition.

STAFF RECOMMENDATION

Staff recommend approval of this petition.

PETITION OVERVIEW

LAND USE

1612 North Somerset Ave is a residential parcel within the Rainbow Ridge subdivision currently improved with a single-family residence originally constructed in the early 1900's according to the Assessor's Property Card. The property currently has a commercial land use classification despite its current D-5 zoning district classification and legally non-conforming residential structure. The parcel to the east is within the C-4 commercial zoning district composed of a Hoosier & Tent Party Rental building. Both properties are jointly assessed by a parking lot connected to North Somerset Ave and are owned by the same property owner. Additionally, the other surrounding land-uses are single-family residential in nature. The closes road of the non-local classification is West-16th Street to the east.

REZONING

Approval of this petition would rezone the property from the D-5 designation to the C-4 zoning district to allow for an expansion of the existing Hoosier & Tent Party Rental company to the east.

Per the Ordinance, the D-5 district is intended for medium and large-lot housing formats, primary for detached houses, but may incorporate small-scale multi-unit building types in new strategic locations. This district can be used for new, walkable suburban neighborhoods or built for infill situations in established urban areas, including both low density and medium density residential recommendations of the Comprehensive Plan. Nonetheless, the current land use classification for this site is identified as commercial, which is rare for the D-5 zoning district.

Per the Ordinance, the C-4 district is designed to provide for the development of major business groupings and regional-size shopping centers to serve a population ranging from a community or neighborhoods to a major segment of the total metropolitan area. These centers may feature several large traffic generators such as home improvements stores, department stores, and theaters. Even the smallest of such freestanding uses in this district, as well as commercial centers, require excellent access from major thoroughfares. While these centers are usually characterized by indoor operations, certain permitted uses may have limited outdoor activities, as specified.

STAFF ANALYSIS

Staff would note that the single-family residential structure has been vacant since approximately 2007 according to the Assessor's Property Card and redeveloped in 2013 with structural permit STR13-04251. Additionally, there is an existing 3-foot black metal fence with an existing 23-foot sliding gate to the parcel directly to the east that connects to the front of this parcel. The fence meets zoning ordinance requirements for the C-4 commercial zoning district.

The Comprehensive Plan Pattern Book recommendation for this property, and adjacent land to the east is for Commercial use (see comprehensive Plan Analysis below). The size of the parcel will meet all commercial development requirements. For these reasons, staff recommend approval of the rezoning request from D-5 to C-4 to allow for commercial use.

GENERAL INFORMATION

Existing Zoning	D-5	
Existing Land Use	Commercial	
Comprehensive Plan	Commercial	
Surrounding Context	**Zoning**	**Land Use**
North:	D-5	Single-Family Residential
South:	D-5	Single-Family Residential
East:	C-4	Commercial
West:	D-5	Single-Family Residential
Thoroughfare Plan		

North Somerset Avenue	Local Street	48-foot existing right-of-way and 48-foot proposed right-of-way
Context Area	Compact	
Floodway / Floodway Fringe	No	
Overlay	No	
Wellfield Protection Area	No	
Site Plan	8/25/2026	
Site Plan (Amended)	N/A	
Elevations	8/25/2026	
Elevations (Amended)	N/A	
Landscape Plan	9/28/2026	
Findings of Fact	N/A	
Findings of Fact (Amended)	N/A	
C-S/D-P Statement	N/A	

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

- Enter all comprehensive plans applicable to this proposal.

Pattern Book / Land Use Plan

- The Community Commercial typology provides for low-intensity commercial and office uses that serve nearby neighborhoods. These uses are usually in freestanding buildings or small integrated centers. Examples include small-scale shops, personal services, professional and business services, grocery stores, drug stores, restaurants, and public gathering spaces (Page, 79).

Red Line / Blue Line / Purple Line TOD Strategic Plan

- Marion County Land Use Plan Pattern Book

Neighborhood / Area Specific Plan

- Not Applicable to the Site.

Infill Housing Guidelines

- Not Applicable to the Site.

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Indy Moves
(Thoroughfare Plan, Pedestrian Plan, Bicycle Master Plan, Greenways Master Plan)

- Not Applicable to the Site.

ZONING HISTORY

ZONING HISTORY – SITE

N/A

Zoning HISTORY – VICINITY

2010-UV1-001; 3642 W. 16th Street (east of site), Variance of use of the Commercial Zoning Ordinance to provide for an automobile repair facility, with a storage lot for vehicles awaiting repair and an automobile sales lot (storage and sales not permitted), **denied**.

2004-ZON-077; 2645 W. 16th Street (east of site), Rezoning of 0.2241 acre, being in the D-5 District, to the C-4 classification to legally establish commercial uses, **approved**.

91-Z-175; 1635 W. 16th Street (east of site), Rezoning 0.44 acre from D-5 to C-4, **approved**.

Department of Metropolitan Development
Division of Planning
Current Planning Section

EXHIBITS

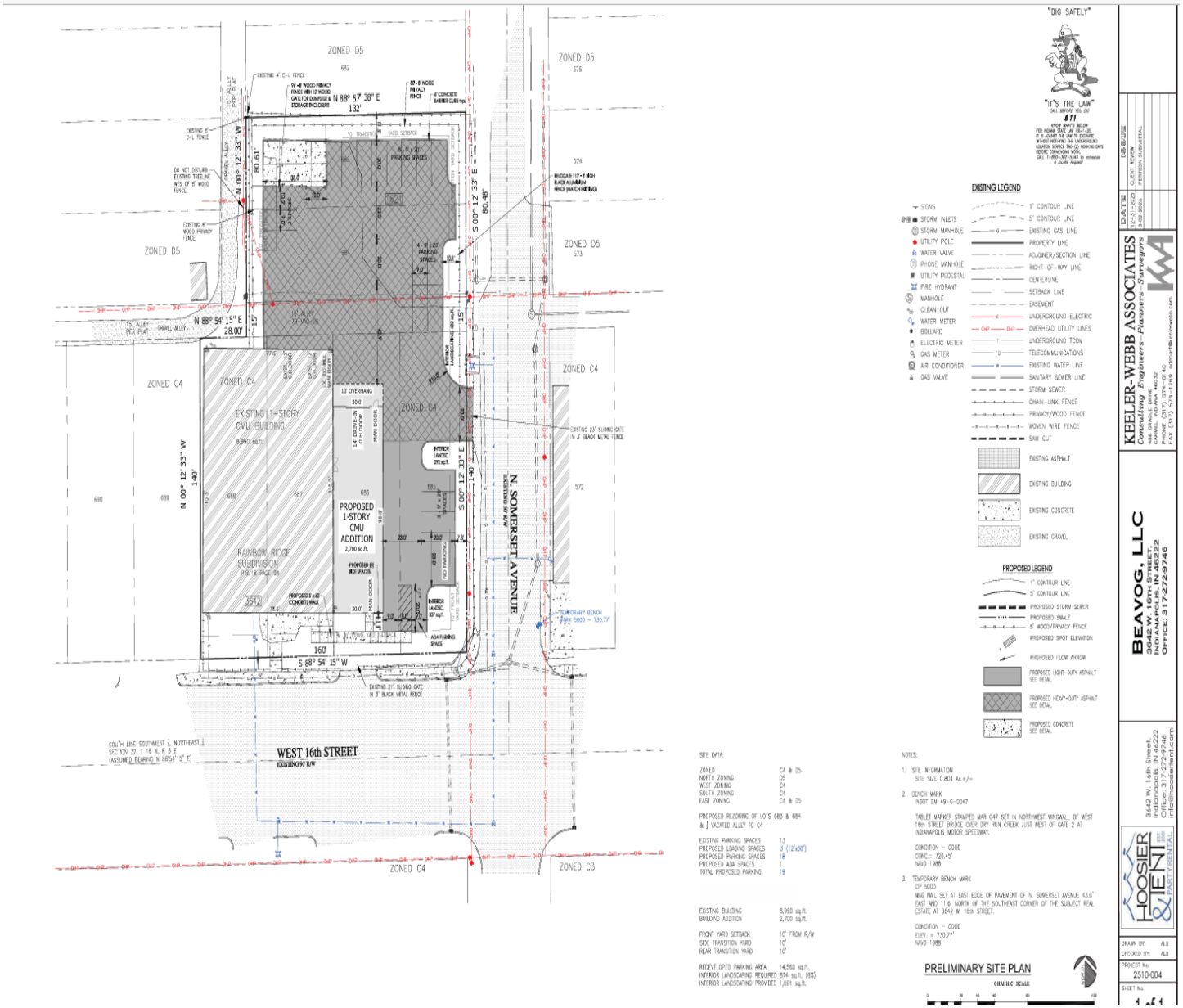
2026-ZON-088; Aerial Map



DMD INDY
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Current Planning Section

2026-ZON-088; Site Plan



2026-ZON-088; Photographs

Photograph 1: North of Site



Photograph 2: East of Site



Photograph 3: South of Site



Photograph 4: West of Site



Photograph 5: Hoosier & Tent Party Rental Company to the East of Property



Department of Metropolitan Development
Division of Planning
Current Planning

METROPOLITAN DEVELOPMENT COMMISSION HEARING EXAMINER — October 29, 2026

Case Number:	2026-ZON-090
Property Address:	3431 North Illinois Street
Location:	Center Township, Council District #8
Petitioner:	Hi-Tone Ventures, LLC, by Anthony Morman
Current Zoning:	C-4 (TOD)
Request:	Rezoning of 0.12 acre from C-4 (TOD) district to the D-8 (TOD) district to provide for residential development.
Current Land Use:	Vacant
Staff Recommendations:	Approval of the rezoning request.
Staff Reviewer:	Kathleen Blackham, Senior Planner

PETITION HISTORY

This is the first hearing on this petition.

STAFF RECOMMENDATION

Staff recommends approval of the rezoning.

PETITION OVERVIEW

This 0.12-acre site, zoned C-4 (TOD), is vacant land and surrounded by a single-family dwelling to the north, zoned D-8 (TOD); vacant land to the south, zoned C-4 (TOD); a parking lot to the east, zoned D-8 (TOD); and vacant land to the west, across North Illinois Street, zoned D-10 (TOD).

REZONING

The request would rezone the site to the D-8 (Walkable Neighborhood) 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.”

"The purpose of walkable neighborhood districts is to 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."

The Comprehensive Plan recommends village mixed use typology.

Recommended land uses in this typology include detached / attached / small- and 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; artisan manufacturing and food production; structured parking; and community farms / gardens.

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 at all times and provide containers and receptables for proper disposal of trash and other waste.

Planning Analysis

As proposed, this request would align with the Comprehensive Plan recommendation of village mixed-use that recommends a variety of housing types.

Furthermore, the proposed rezoning would be consistent with the historical residential use and support the purpose of the TOD overlay.

GENERAL INFORMATION

Existing Zoning	C-3 (TOD)	
Existing Land Use	Vacant land	
Comprehensive Plan	Village Mixed-Use	
Surrounding Context	**Zoning**	**Land Use**
North:	D-8 (TOD)	Single-family dwelling
South:	C-4 (TOD)	Vacant land
East:	D-8 (TOD)	Parking lot
West:	D-10 (TOD)	Vacant land

Thoroughfare Plan		
North Illinois Street	Primary Arterial	Existing 57-foot right-of-way and proposed 80-foot right-of-way.
Context Area	Compact	
Floodway / Floodway Fringe	No	
Overlay	Yes – Transit Oriented Development (TOD)	
Wellfield Protection Area	No	
Site Plan	September 8, 2026	
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 Village Mixed Use typology. "The Village Mixed-Use typology creates neighborhood gathering places with a wide range of small businesses, housing types, and public facilities. This typology is intended to strengthen existing, historically small-town centers as well as to promote new neighborhood centers. Businesses found in this typology serve adjacent neighborhoods, rather than the wider community. This typology is compact and walkable, with parking at the rear of buildings. Buildings are one to four stories in height and have entrances and large windows facing the street. Pedestrian-scale amenities such as lighting, landscaping, and sidewalk furniture also contribute to a walkable environment in this typology. Uses may be mixed vertically in the same building or horizontally along a corridor. Public spaces in this typology are small and intimate, such as pocket parks and sidewalk cafes. This typology has a residential density of 6 to 25 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 – Village Mixed-Use 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.
- Where possible, contributing historic buildings should be preserved or incorporated into new development

Conditions for All Housing

- Should be within a one-quarter-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

Red Line Transit-Oriented Development Strategic Plan (2021).

This site is located within a ½ mile walk of a transit stop located at the intersection of North Meridian Street and 30th Street, with a District Center 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.

Characteristics of the District Center typology are:

- A dense mixed-use hub for multiple neighborhoods with tall buildings
- Minimum of three stories at core with no front or side setbacks
- Multi-family housing with a minimum of five units
- Structured parking only with active first floor.

Neighborhood / Area Specific Plan

Not Applicable to the Site.

Infill Housing Guidelines

The Infill Housing Guidelines (2021)

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

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

2026--CZN-821 (Withdrawn) / 2026-CVR-821 (2nd Amended); 3404, 3432, 3434, 3438 and 3444 North Illinois Street (west of site), requested a variance of Use and Development Standards of the Consolidated Zoning and Subdivision Ordinance to provide for a Large Mixed-Use development (not permitted); with a zero-foot rear yard setback (minimum 10 feet required); with a perimeter yard from zero to 10 feet in width (minimum of 20 feet required); with a Living Space Ratio (LSR) of 0.080 (0.66 required); and with 47 on-street and off-street parking spaces provided (minimum 82 parking spaces required), **granted.**

2024-ZON-042 / 2024-VAR-007; 3404, 3432, 3434, 3438 and 3444 North Illinois Street (west of site), requested rezoning of 1.12 acres from the D-8 (TOD) and C-4 (TOD) district to the D-10 (TOD) district to provide for multi-family dwelling uses and a variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for a multi-family development with reduced front yard and rear yard setback and variances from floor area and livability space ratio, **approved and granted**.

2010-ZON-080 and 2010-VAR-011; 3427 North Capitol Avenue (west of site), requested rezoning of 0.37 acre, from the D-5 District, to the D-8 classification to provide for multifamily development and Variance of development standards of the Dwelling Districts Zoning Ordinance to provide for a trash container with a three-foot rear setback (minimum 15-foot rear setback required); a six-foot tall front yard fence (maximum 42-inch fence height permitted within front yard); 11 parking spaces (minimum 20 parking spaces required); and a nine-foot north perimeter yard (minimum 15-foot perimeter yard required), **approved and granted.**

2008-ZON-802 / 2008-VAR-802 (Amended); 3402 and 3416 North Meridian Street and 3401, 3403, 3415, and 3420 Salem Street (east of site), requested rezoning of 1.13 acres from the D-P District, to the D-10 classification to provide for multi-family residential use and Variance of Development Standards of the Dwelling Districts Zoning Ordinance to provide for a four story, 59,926 square-foot multifamily building, containing 52 dwelling units, a) with a 34-foot front setback from the existing right-of-way of Meridian Street (minimum 40-foot front setback required), and with a 10-foot front setback from the existing right-of-way of 34th Street (minimum 30-foot front setback required), b) a floor area ratio (FAR) of 0.979 (maximum FAR of 0.800 permitted), c) an open space ratio (OSR) of 0.793 (minimum OSR of 0.870 required), d) a livability space ratio (LSR) of 0.240 (minimum LSR of 0.490 required), e) a major livability space ratio (MLSR) of 0.083 (minimum MLSR of 0.095 required), f) with parking, within the required 30-foot front yard along 34th Street (not permitted), within the required 25-foot front yard along Salem Street (not permitted), and within the required twenty-foot north and east perimeter yards (not permitted), and g) with a total car ratio (TCR) of 0.788 (minimum TCR of 0.940 required) and a Variance of Use and Development Standards of the Dwelling Districts Zoning Ordinance to provide for a parking lot at 3720 Salem Street, with two-foot north and south side setbacks, and a zero-foot rear setback, within the required twenty-foot side and rear perimeter yards (not permitted), **approved and granted.**

2003-ZON-145; 3416 Salem Street (east of site), requested rezoning of 0.119 acre from D-P to D-8 to provide urban dwelling use, **granted.**

2003-ZON-144; 3402 Salem Street (east of site), Rezoning of 0.358 acre from D-P to C-4 to provide for community regional commercial use, **granted.**

2000-ZON-805; 3402 North Meridian Street (east of site), requested rezoning of 1.16 acres from C-4 and D-9 to D-P to provide for a mixed-use development of multi-family dwellings and retail, **granted.**

94-Z-155; 3433 North Illinois Street (east of site), requested rezoning of 0.12 acre, being in the C-4 District, to the D-8 classification to provide for residential development, **approved.**

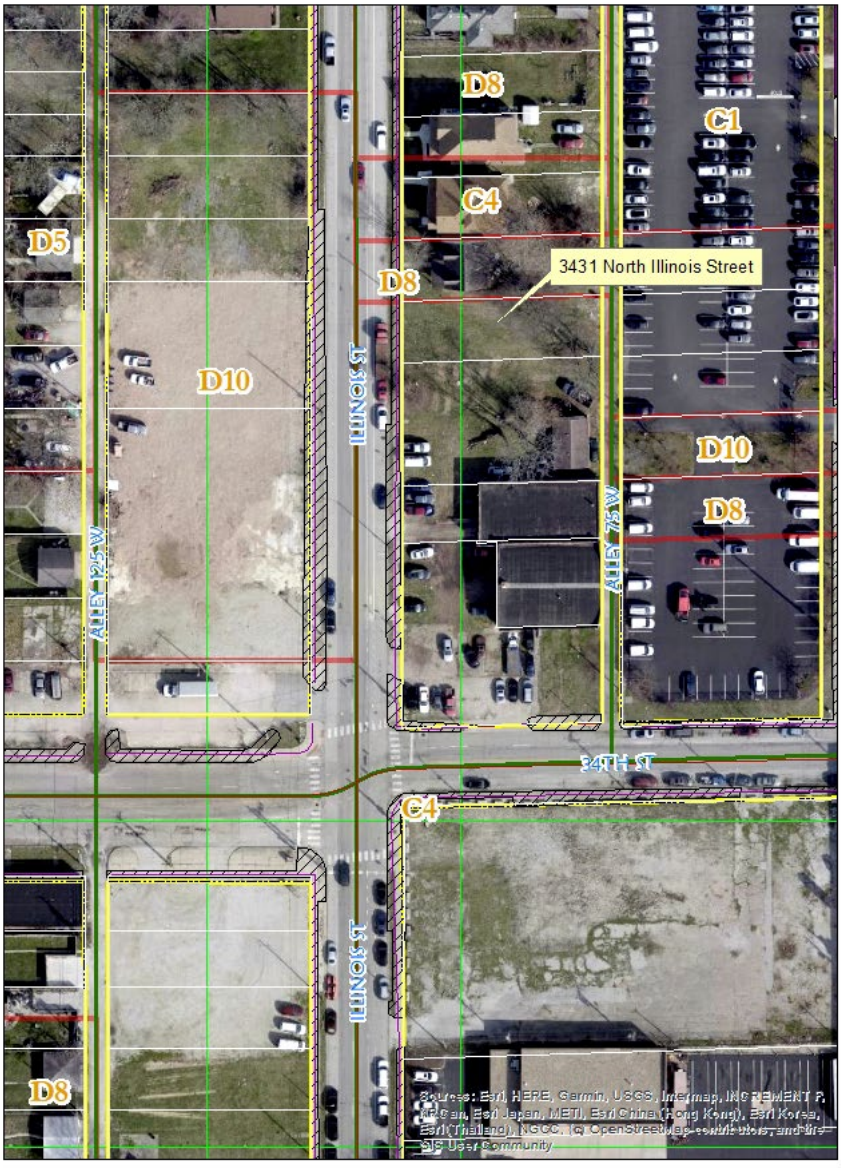
81-Z-9; 3402-05 Graceland and 3402-09 Capitol Avenues (west of site), requested rezoning of 0.43 acres, being in C-4 and C-5 districts, to C-4 classification, to provide protection for existing landscaping of formal landscaped entrance into Crown Hill Cemetery, **approved.**

80-Z-1; 3450 North Meridian Street (east of site), requested rezoning of 2.0 acres, being in D-5 and D-9 districts, to C-1 classification to provide for the construction of a one car garage to be used as a claim service office, **approved.**

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EXHIBITS



3431 North Illiniois Street

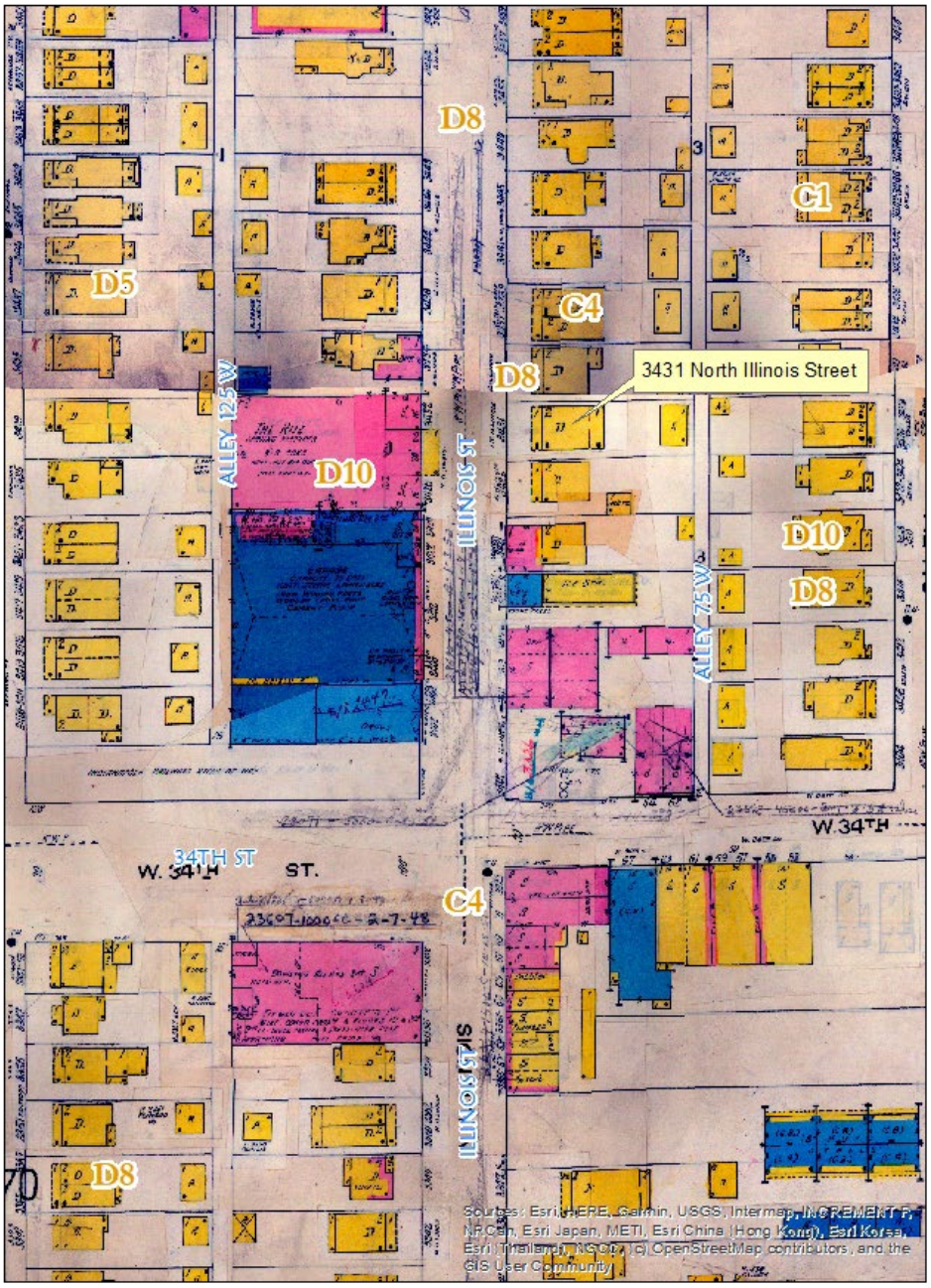
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0 0.00475 0.0095 0.019 0.0285 0.038 Miles

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1915 Sanborn Map



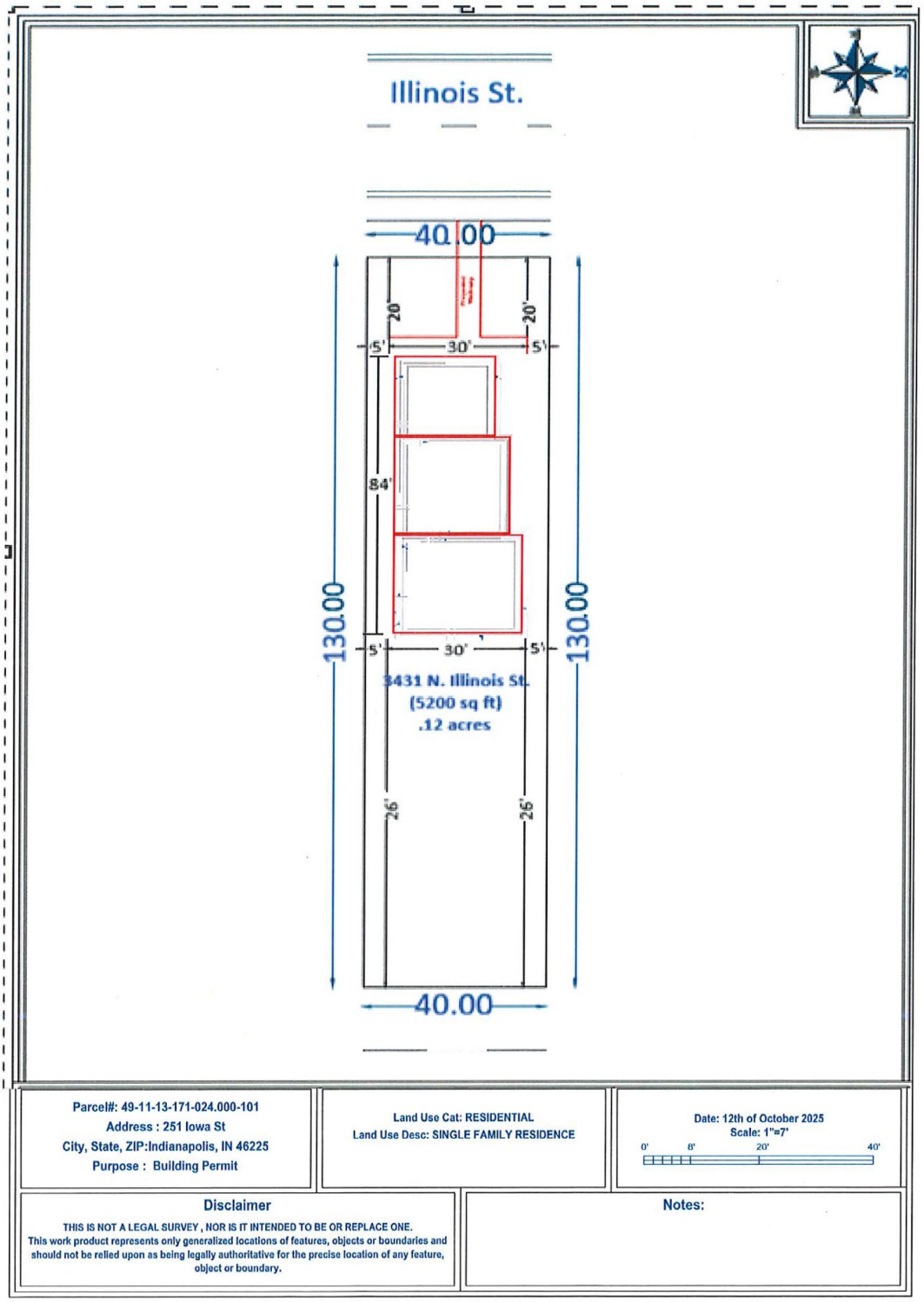
3431 North Illinois Street

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View looking south along North Illinois Street



View looking north along North Illinois Street



View of site looking east



View from site looking northeast at adjacent property



View from site looking southeast at adjacent property



View from site looking southwest across North Illinois Street



View from site looking west across North Illinois Street



View from site looking northwest across North Illinois Street

Department of Metropolitan Development
Division of Planning
Current Planning

MDC HEARING EXAMINER — October 29, 2026

Case Number:	2026-ZON-091
Property Address:	1636 East 46th Street *(approximate address)*
Location:	Washington Township, Council District #7
Petitioner:	Hi Tone Ventures LLC, by Anthony Morman
Request:	Rezoning of 0.15-acre from the SU-1 (W-1) district to the D-5 (W-1) district to allow for residential uses.
Current Land Use:	Undeveloped
Staff Recommendations:	Staff recommends **approval** of this petition.
Staff Reviewer:	Michael Weigel, Principal Planner I

PETITION HISTORY

This is the first public hearing for this petition.

STAFF RECOMMENDATION

Staff recommends **approval** of this petition.

PETITION OVERVIEW

LAND USE

1636 East 46th Street is a parcel with a size of 0.15 acres that is currently unimproved and has been undeveloped since 2011 per aerial photography. The property appears to have been developed with a single-family home in the past that was demolished in 2005. The property was then rezoned to the SU-1 district in 2006 to allow for construction of a religious use structure on the subject lot and the parcel to the west (this structure was partially built and removed from the property around 2011).

Surrounding land uses are residential in nature, and surrounding properties are zoned D-5 for residential use except for the lot immediately to the west (which is currently in the process of being rezoned to D-5).

REZONING

Approval of this petition would rezone the site from the SU-1 district to the D-5 district to allow for residential uses. The site plan provided indicates placement of a two-unit dwelling at the site.

The SU-1 district (Special Use District One) permits religious uses on a primary level as well as accessory structures and uses related to religious use.

Per Ordinance, the D-5 district is intended for medium and large-lot housing formats, primarily for detached houses, but may incorporate small-scale multi-unit building types in strategic locations. This district can be used for new, walkable suburban neighborhoods or for infill situation in established urban areas, including both low density and medium density residential recommendations of the Comprehensive Plan, and the Suburban Neighborhood and Traditional Neighborhood Typologies of the Land Use Pattern Book.

The W-1 secondary zoning district (Wellfield Protection District One) indicates a one-year time-of-travel protection area around a municipal water wellfield. Certain land uses would require additional review from a technically qualified person prior to approval of a zoning permit, but residential uses (such as those allowed by the proposed D-5 zoning) typically would not require this level of review or scrutiny.

STAFF ANALYSIS

The Comprehensive Plan's Pattern Book recommends this site to the Traditional Neighborhood living typology (additional information within the Comprehensive Plan Analysis below). A rezoning of this property to D-5 would be consistent with that guidance from the Plan.

Staff would also note that the proposed D-5 zoning district would be consistent with the residential uses that exist on each side of the subject site as well as with the D-5 zoning of immediately adjacent parcels (1624 E 46th Street to the west is pending a similar rezoning to D-5). Additionally, the 0.15-acre size of the lot would likely not allow for feasible development of both a religious use structure and required accessory parking areas.

Approval of the rezoning petition would not serve as concurrent approval of any site plan design: the site plan provided for review appears to show both a deficient side setback to the west as well as a deficient corner side setback to the east. Any variances from applicable development standards for the D-5 zoning district would be pursued via a separate petition filing, and would be evaluated separately by staff.

Since the proposed rezoning would comport with the surrounding land use context as well as the recommendations of the Pattern Book, staff recommends **approval** of the rezoning request.

GENERAL INFORMATION

Existing Zoning	SU-1	
Existing Land Use	Undeveloped	
Comprehensive Plan	Traditional Neighborhood	
Surrounding Context	**Zoning**	**Surrounding Context**
North:	D-5	North: Residential
South:	D-5	South: Residential
East:	D-5	East: Residential
West:	SU-1 (pending D-5)	West: Residential
Thoroughfare Plan		
46th Street	Primary Arterial	51-foot existing right-of-way and 56-foot proposed right-of-way

Context Area	Compact
Floodway / Floodway Fringe	No
Overlay	No
Wellfield Protection Area	Yes
Site Plan	09/08/2026
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

- Marion County Land Use Plan Pattern Book

Pattern Book / Land Use Plan

- The Comprehensive Plan contemplates the Traditional Neighborhood typology for these parcels. This 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.”

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)

- Not Applicable to the Site.

ZONING HISTORY

ZONING HISTORY – SITE

2005-ZON-054, Rezoning of 0.27-acre, being in the D-5 district, to the SU-1 classification to legally establish religious uses and to provide for construction of a new church facility, **approved subject to commitments.**

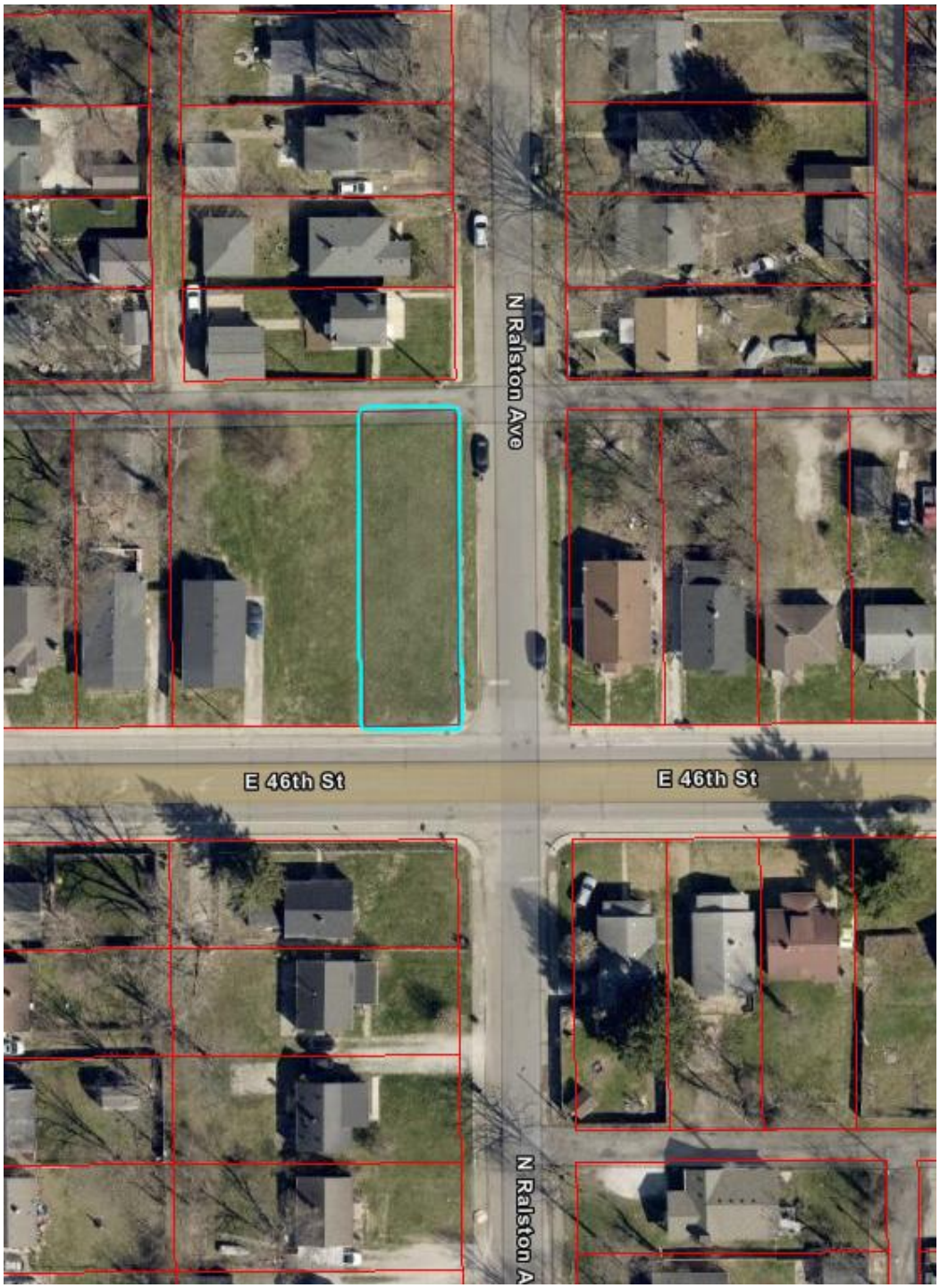
ZONING HISTORY – VICINITY

2026-ZON-055 ; 1624 East 46th Street, Rezoning of 0.14-acre from the SU-1 district to the D-5 district to allow for residential uses, **pending approval.**

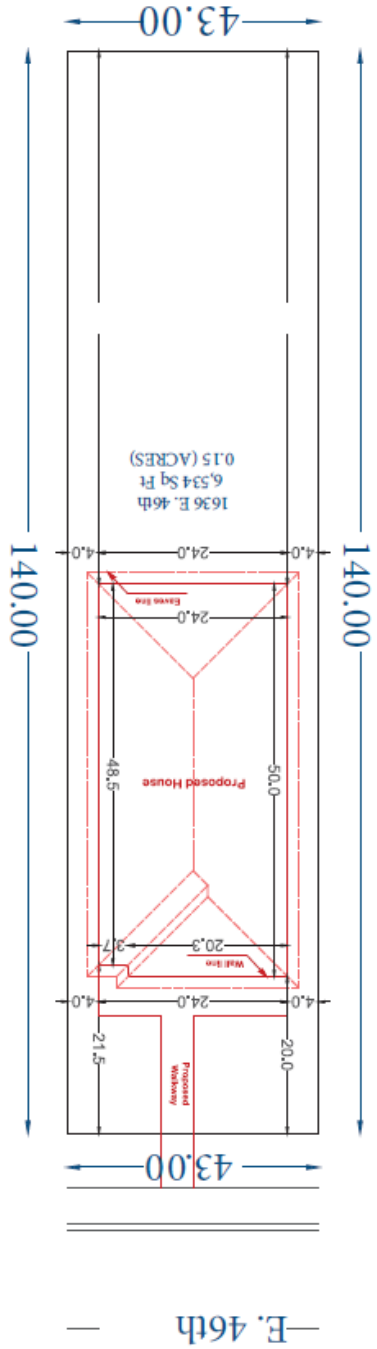
97-V1-73; 1536 East 46th Street, Variance of Development Standards of the Dwelling Districts Zoning Ordinance to provide for the construction of a 28 by 54 foot single-family residence with: a) a 6-foot-tall privacy fence along East 46th Street (maximum height 42 inches permitted in the front yard); b) 57% of the lot area devoted to open space (minimum 655 open space required); c) a 30 by 40-foot detached garage which would be 79% of the main floor area of the primary building (maximum 75% allowed), **approved subject to conditions.**

EXHIBITS

2026ZON091 ; Aerial Map



2026ZON091 ; Site Plan



Note: above site plan would require variances related the side yard setbacks. Rezoning approval would not remove the applicability of these standards or serve as an indiaction of staff support for variances to develop the site outside of Ordinance compliance

2026ZON091 ; Photographs



Photo 1: Subject Site Viewed from South



Photo 2: Subject Site Viewed from East

2026ZON091 ; Photographs (continued)



Photo 3: Adjacent Property to West



Photo 4: Adjacent Property to North

2026ZON091 ; Photographs (continued)



Photo 5: Adjacent Property to East



Photo 6: Adjacent Property to South

Department of Metropolitan Development
Division of Planning
Current Planning

METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER

August 13, 2026

Case Number:	2026-ZON-093
Property Address:	262 West Ray Street (*Approximate Address*)
Location:	Center Township, Council District #18
Petitioner:	Crossroads Venutres LLC, by Paul J. Lambie
Current Zoning:	I-3 (RC) / PK-1 (RC)
Request:	Rezoning of 0.11-acre from the I-3 (RC) and PK-1 (RC) districts to the D-8 (RC) district to legally establish a residential dwelling.
Current Land Use:	Residential
Staff Recommendation:	Staff recommends **approval** of the request.
Staff Reviewer:	Michael Weigel, Principal Planner I

PETITION HISTORY

This is the first public hearing for this petition.

STAFF RECOMMENDATION

Staff recommends **approval** of the request.

PETITION OVERVIEW

LAND USE

262 West Ray Street is a parcel with a size of 0.11 acres that is currently improved with a single-family residence that was originally constructed in 1919 and was remodeled in 2016 (without changes to the footprint size). Adjacent land uses include a park to the north, undeveloped land to the east, parking areas to the west across Ray Street, and Interstate 70 to the south. The area directly to the west of the subject property is public right-of-way under Indianapolis jurisdiction. The property is located near Lucas Oil Stadium (approximately 0.3 miles to the north), and many nearby parcels are used as parking areas.

This property is predominantly within the I-3 zoning district, although a small portion of the site near the eastern property line falls within the PK-1 zoning district. Additionally, the property is within the Regional Center secondary zoning overlay.

REZONING

Approval of this petition would rezone the property from I-3 (RC) and PK-1 (RC) to D-8 (RC) to legally establish the residential dwelling currently on the property.

Per Ordinance, the I-3 district is an intermediate district for industries that present moderate risks to the general public. Wherever practical, this district should be away from protected districts and buffered by intervening lighter industrial districts. Where this district abuts protected districts, setbacks are large and enclosure of activities and storage is required.

Per Ordinance, the PK-1 district (Park District One) permits a variety of sizes and ranges of parkland and facilities. It is a Development Plan District that requires Metropolitan Development Commission approval of all uses, sites, and development plans.

Per Ordinance, 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.

Per Ordinance, the Regional Center District is a secondary zoning district that overlays primary zoning districts located in the downtown area. It requires design review of all external changes or modifications (including signs) per the Regional Center Design Guidelines.

STAFF ANALYSIS

The proposed D-8 zoning district would match the existing land use at the site, since a single-family residence would be permitted by-right within D-8 (regardless of if the property is owner-occupied or utilized as a rental property). Additionally, several nearby dwellings that are also mis-zoned for industrial use have received variances of use to legally establish the residential uses (see Zoning History within the Exhibits below).

Rear-yard parking facilities are currently accessed by an alley from the rear of the site, and no indication has been provided by the petitioner that changes would be proposed to the building or parking layout. However, staff also notes that a small shelter/gazebo area that appears to be related to this residence has been placed within the public ROW to the west of the property. This improvement may constitute a zoning violation if not removed or relocated.

The Comprehensive Plan Pattern Book recommends this site to the City Neighborhood typology (additional information within Comprehensive Plan Analysis below). This typology often envisions larger apartments or attached single-family development with 15 or more dwelling units per acre. However, staff would note that **(a)** the size of this individual lot would limit options for placement of larger residential development and **(b)** the D-8 zoning district would allow for small apartment or rowhouse development in the future and is cited as a zoning district compatible with the City Neighborhood typology within the Ordinance. For these reasons, staff recommends **approval** of the requested rezoning petition.

Department of Metropolitan Development
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GENERAL INFORMATION

Existing Zoning	I-3 (RC) / PK-1 (RC)	
Existing Land Use	Residential	
Comprehensive Plan	City Neighborhood	
Surrounding Context	**Zoning**	**Surrounding Context**
North:	PK-1	North: Park
South:	I-3	South: Interstate
East:	PK-1	East: Undeveloped
West:	I-3	West: Parking Lot
Thoroughfare Plan		
Ray Street	Local Street	40-foot existing right-of-way and 48-foot proposed right-of-way
Context Area	Compact	
Floodway / Floodway Fringe	No	
Overlay	No	
Wellfield Protection Area	No	
Site Plan	09/13/2026	
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	

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

- Marion County Land Use Plan Pattern Book

Pattern Book / Land Use Plan

- 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.

Red Line / Blue Line / Purple Line TOD Strategic Plan

- Not Applicable to the Site.

Neighborhood / Area Specific Plan

- Not Applicable to the Request.

Infill Housing Guidelines

- Not Applicable to the Request.

Indy Moves
(Thoroughfare Plan, Pedestrian Plan, Bicycle Master Plan, Greenways Master Plan)

- Not Applicable to the Site.

ZONING HISTORY

ZONING HISTORY – SITE

N/A

ZONING HISTORY – VICINITY

2010UV2005 ; 943 Church Street (east of site), Variance of use and development standards of the Industrial Zoning Ordinance to legally establish a single-family dwelling, with a front setback of 8.5 feet (20-foot front setback from the proposed right-of-way required), and with two-foot and three-foot side setbacks (10-foot side setbacks required), **approved.**

2010UV2004 ; 937 Church Street (east of site), Variance of use and development standards of the Industrial Zoning Ordinance to legally establish a three-unit dwelling, with a front setback of eight feet (20-foot front setback from proposed right-of-way required), and with zero-foot and 4.8-foot side setbacks (10-foot side setbacks required), **approved.**

2006UV2010 ; 933 S Missouri Street (west of site), Variance of Use of the Industrial Zoning Ordinance to legally establish a single family dwelling and provide for the construction of a 16.67-foot tall, 816 square-foot detached garage (not permitted), **dismissed.**

2006UV2008 ; 910 Meikel Street (northwest of site), Variance of Use of the Industrial Zoning Ordinance to legally establish 15,200 square feet of outdoor storage of commercial vehicles, equipment and materials as a primary use (not permitted), and a Variance of Development Standards of the Industrial Zoning Ordinance to provide for a zero-foot front transitional yard setback (minimum 40-foot front transitional yard required), with a zero-foot rear yard (minimum 10-foot rear yard required), without the required screening for outdoor storage within 300 feet of a protected district (screening required), without landscaping in the required north and south side yards (landscaping required), **withdrawn.**

2005HOV028 ; 934 Meikel Street (west of site), Variance of Use of the Industrial Zoning Ordinance to legally establish an existing single-family dwelling, with a 400-square foot attached carport (residential uses and structures not permitted), **approved.**

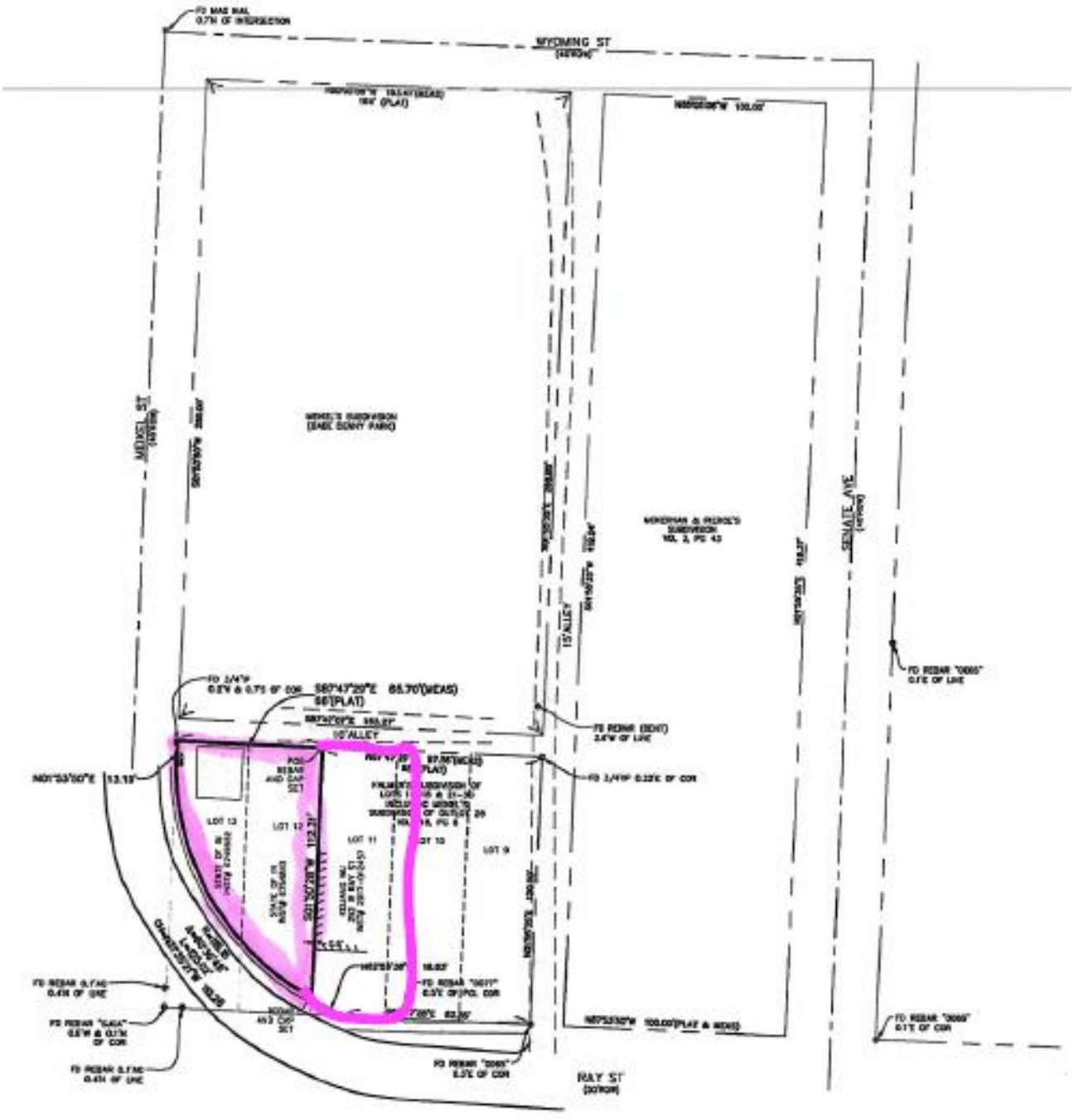
Department of Metropolitan Development
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EXHIBITS

2026-ZON-093 ; Aerial Map



2026-ZON-093 ; Site Survey



Note: rezoning request would be limited to the rectangular area outlined in blue on the previous page, and would not be inclusive of the pie-shaped portion of public right-of-way to the west of the subject site

2026-ZON-093 ; Photographs



Photo 1: Subject Site Viewed from South



Photo 2: Subject Site Viewed from West

2026-ZON-093 ; Photographs (continued)



Photo 3: Subject Site Viewed from North



Photo 4: Subject Site Viewed from East

2026-ZON-093 ; Photographs (continued)



Photo 5: Adjacent Property to South



Photo 6: Adjacent Property to West

2026-ZON-093 ; Photographs (continued)



Photo 7: Adjacent Property to North



Photo 8: Adjacent Property to East

2026-ZON-093 ; Photographs (continued)

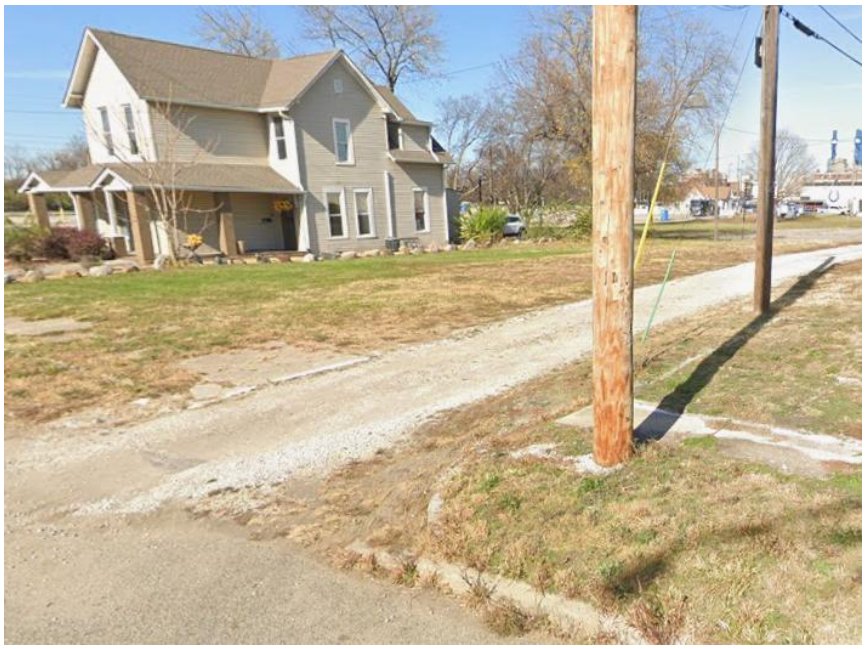


Photo 9: Alley Access to Rear Parking Area (November 2022)



Photo 10: Existing Improvements within Public Right-of-Way

Department of Metropolitan Development
Division of Planning
Current Planning Section

METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER — October 29, 2026

Case Number:	2026-ZON-094
Property Address:	7001 Hoover Road
Location:	Washington Township, Council District #2
Petitioner:	Landon Hurt
Current Zoning:	SU-38 and SU-6
Request:	Rezoning of 0.247 acre from the SU-38 district to the SU-6 district to provide for an addition to an existing assisted living facility.
Current Land Use:	Suburban Neighborhood
Staff Recommendations:	Staff recommend **approval** of this petition.
Staff Reviewer:	Jasmine Dillard Nikolich, Senior Planner

PETITION HISTORY

This is the first hearing for this petition.

STAFF RECOMMENDATION

Staff recommend approval of this petition.

PETITION OVERVIEW

LAND USE

7001 Hoover Road is a 17.96-acre parcel currently improved with an existing assisted living facility known as Hooverwood Living to the south of the parcel with a community center to the northwest. Surrounding land uses include residential to the north and south, a church to the west, and a community center, a church, and residential area to the east.

REZONING

Approval of the rezoning petition would change the property's zoning designation from SU-38 to SU-6. Per the ordinance, the SU-38 zoning district is Special Use District Thirty-Eight, is intended for community centers.

Per the Ordinance, the SU-6 zoning district is Special Use District Six, limits allowable uses to hospitals, sanitariums, and nursing homes.

STAFF ANALYSIS

Staff would note that the proposed rezone is to expand the existing assisted living facility, which has existed since the early 1900's according to the Assessor's Property Card and the Hooverwood Living website. There will be no expansion of the community center based on provided documentation.

The Comprehensive Plan Pattern Book recommends this site for Suburban Neighborhood uses. This typology envisions predominately residential uses but with support from a variety of neighborhood-serving businesses, institutions, and amenities where appropriate.

Since the proposed rezoning and improvements would align with the Comprehensive Plan recommendations, the size of the parcel meet all development requirements, and the proposed expansion would be harmonious to surrounding areas, staff recommend approval of this petition.

GENERAL INFORMATION

Existing Zoning	SU-38 and SU-6	
Existing Land Use	Living Facility and Community Center	
Comprehensive Plan	Suburban Neighborhood	
Surrounding Context	**Zoning**	**Land Use**
North:	D-1	Residential
South:	D-1	Residential
East:	SU-38, SU-1, and D-1	Community Center, Church, and Residential
West:	SU-1	Church
Thoroughfare Plan		
Hoover Road	Primary Collector	80-foot existing right-of-way and 80-foot proposed right-of-way
Context Area	Metro	
Floodway / Floodway Fringe	No	
Overlay	No	
Wellfield Protection Area	No	
Site Plan	9/10/2026	
Site Plan (Amended)	N/A	
Elevations	9/10/2026	
Elevations (Amended)	N/A	
Landscape Plan	9/10/2026	
Findings of Fact	N/A	
Findings of Fact (Amended)	N/A	
C-S/D-P Statement	N/A	

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

- Marion County Land Use Plan Pattern Book

Pattern Book / Land Use Plan

- The **Suburban Neighborhood** typology is predominantly made up of single-family housing but is interspersed with attached and multifamily housing where appropriate. This typology should be supported by a variety of neighborhood-serving businesses, institutions, and amenities. Natural Corridors and natural features such as stream corridors, wetlands, and woodlands should be treated as focal points or organizing systems for development. Streets should be well-connected, and amenities should be treated as landmarks that enhance navigability of the development. This typology generally has a residential density of 1 to 5 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 (Page, 26).

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)

- Not Applicable to the Site.

Department of Metropolitan Development
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Current Planning Section

ZONING HISTORY

ZONING HISTORY – SITE

2021-ADM-153, New signage in SU 38 district, **approved**.

2021-DV3-011, Variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for a five-foot tall freestanding sign with a 3.8-foot front setback from the right-of-way of Hoover Road (10-foot setback required), **approved**.

2018-ADM-176, Hooverwood Assisted Living addition to north of existing structure, **approved**.

2018-ADM-168, Kitchen Addition in SU-38 district, **approved**.

2017-ADM-181, Hooverwood Assisted Living addition, **approved**.

2016-ADM-090, Photometric plan and adjusted site plan (reflecting that a new gazebo will not be installed to the west of building), in lieu of site plan approved under 2016-ADM-055, **approved**.

2016-ADM-055, Landscape/Site Plans/Elevations. Building additions within the SU-6 and SU-38 Districts, **approved**.

2012-ADM-013, SU-6 approval for covering existing 221-square foot patio, **approved**.

66-Z-89, (formally known as 6900 Hoover Road), Rezoning from special use classification No. 38 which is now being utilized for Community Center and Jewish Educational Building to special use classification No. 6 permit the construction of a home for the aged which will render simi-complete medical and therapeutic services, **approved**.

ZONING HISTORY – VICINITY

2007-ZON-104; 7005 Hoover Road (east of site), Rezoning of 0.55 acre from D-1 to SU-38. Recorded commitment number 2007-0178635, **approved**.

2004-ZON-820; 6943 Hoover Road (east of site), Rezoning of 1.10 acre of the D-1 District, to the SU-1 classification to provide for religious uses, **approved**.

2001-ZON-141; 6905 Hoover Road (east of site), Rezoning of 0.55 acre from D-1 to SU-38 to provided for a community center related uses including offices and parking, **approved**.

98-Z-12; 801 W. 71st Street (south of site), Rezoning of 4.57 acre from SU-2 to SU-1, **approved**.

83-Z-230; 7411 Hoover Road (south of site), Rezoning from SU-2 to D-6II, **approved**.

76-Z-150; 725 W. 73rd Street (south of site), Rezoning of 2.20 acre from SU district to D-1 district, **approved**.

71-Z-89; 7099 Spring Mill Road (west of site), Rezoning to SU-34 district, **approved**.

68-Z-203; 412 Union Federal Building (south of site), Rezoning of 40.51 acre from A-2 and D-2 districts to D-6II, **approved**.

58-Z-140; 7120 Hoover Road (south of site), Rezoning 7.13 acres from A-2 to R-1, **approved**.

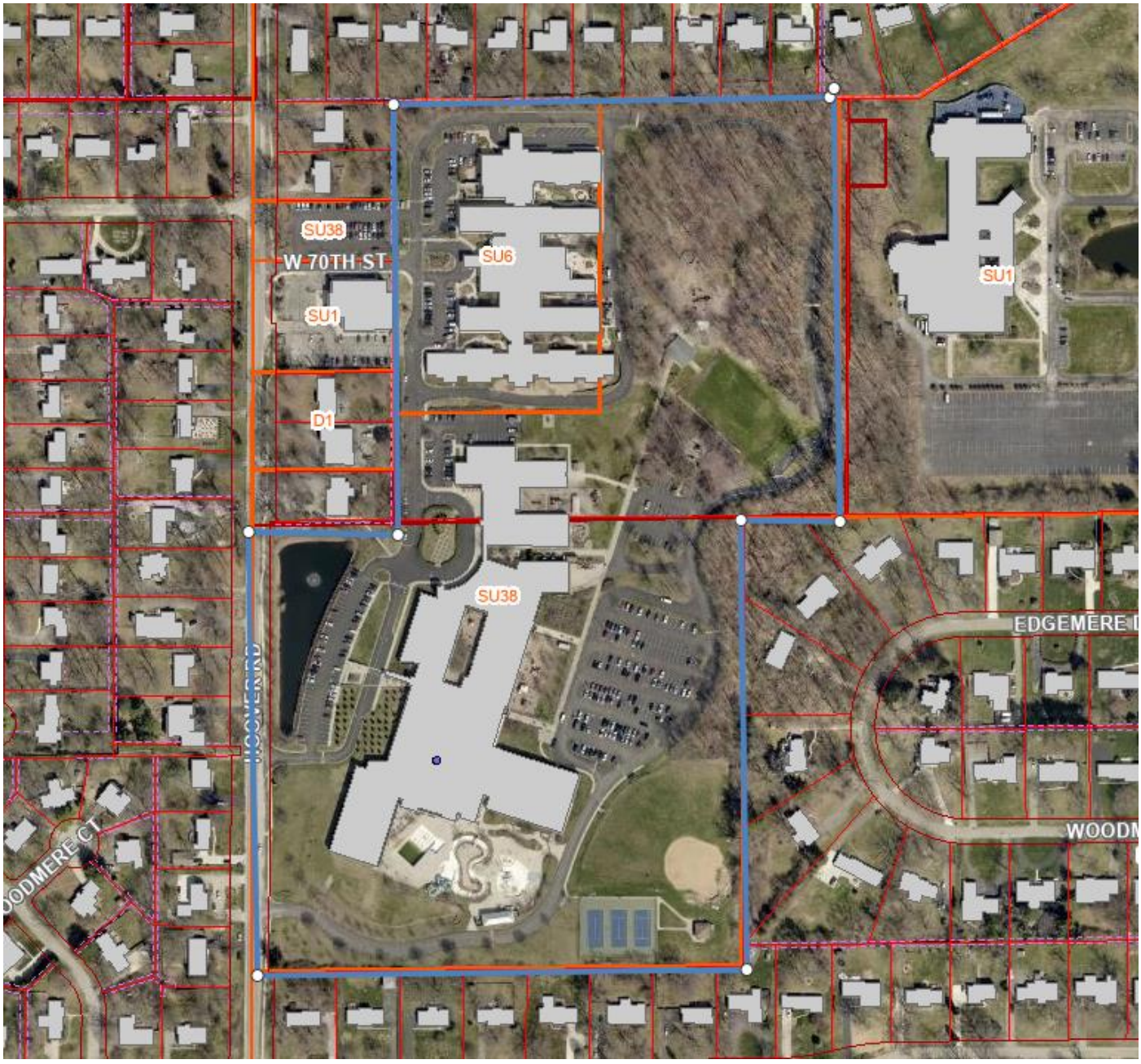
58-Z-132; 7161 Mohawk Lane (south of site), unknown.

58-Z-87; 73rd and Hoover Street (south of site), Rezoning of 18.5 acre from A-2 district to an R-2, **approved**.

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Division of Planning
Current Planning Section

EXHIBITS

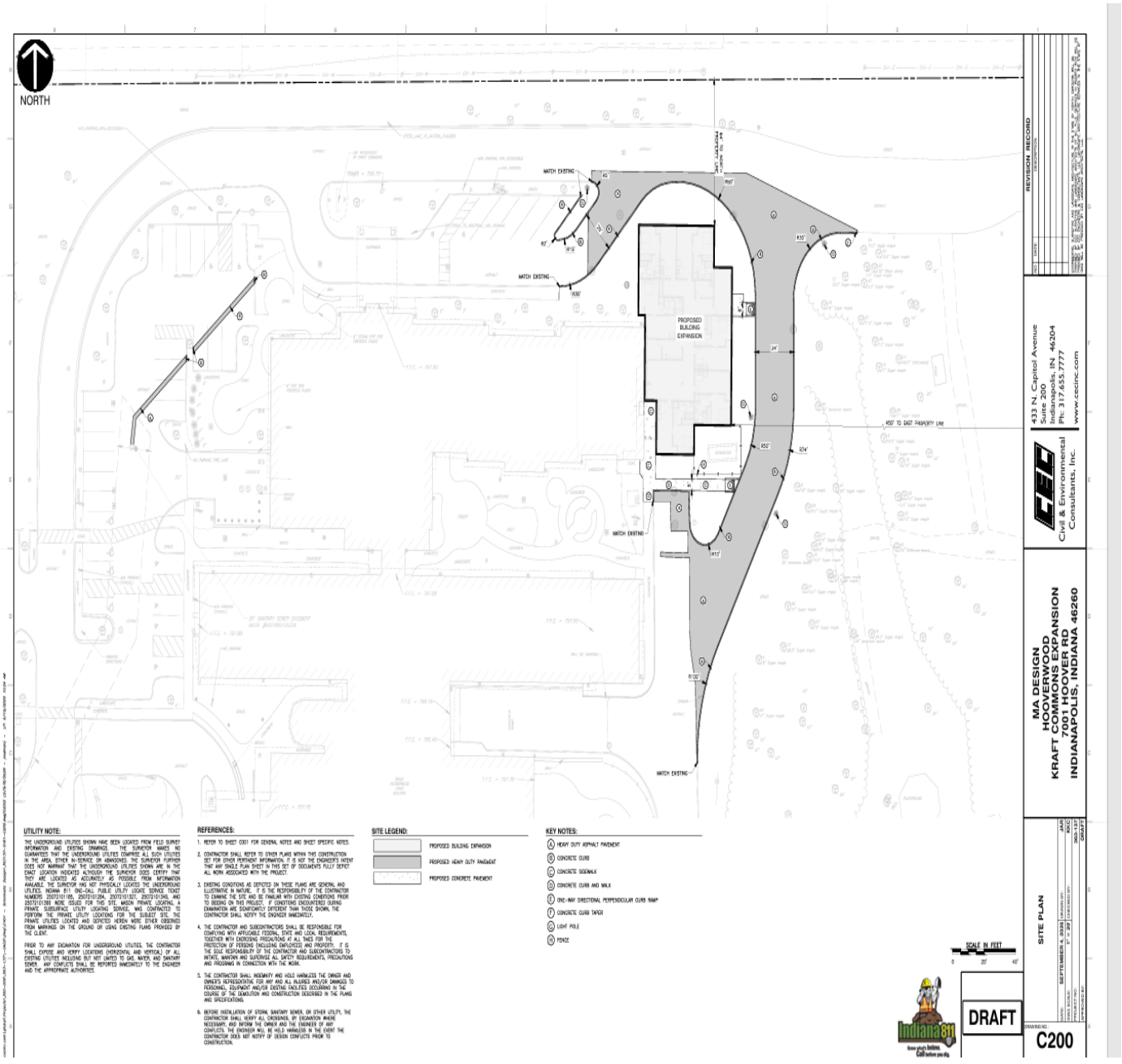
2026-ZON-094; Aerial Map



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Division of Planning
Current Planning Section

2026-ZON-094; Site Plan



2026-ZON-094; Photographs

Photograph 1: North of Assisted Living Facility



Photograph 2: East of Assisted Living Facility



Photograph 3: South of Assisted Living Facility



Photograph 4: West of Assisted Living Facility



Photograph 5: North of Community Center



Photograph 6: Northeast of Community Center



Photograph 7: South of Community Center



Photograph 8: Northwest of Community Center



Department of Metropolitan Development
Division of Planning
Current Planning

METROPOLITAN DEVELOPMENT COMMISSION HEARING EXAMINER — October 29, 2026

Case Number:	2026-CZN-853 / 2026-CVR-853
Property Address:	743 South State Avenue
Location:	Center Township, Council District #18
Petitioner:	Jason Blankenship, by Mark and Kim Crouch
Current Zoning:	C-3
Request:	Rezoning of 0.09 acre from the C-3 district to the D-8 district to provide for residential uses. Variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for a detached single-family dwelling within the clear-sight triangle of the State Avenue and Lexington Avenue intersection (not permitted).
Current Land Use:	Vacant
Staff Recommendations:	Approval of the rezoning and variance request.
Staff Reviewer:	Kathleen Blackham, Senior Planner

PETITION HISTORY

This is the first hearing on these petitions.

STAFF RECOMMENDATION

Staff recommends approval of the rezoning, subject to the following commitment being reduced to writing on the Commission's Exhibit "B" form at least three days prior to the MDC hearing

> Development of the site shall be in substantial compliance with the site plan, file -dated October 19, 2026.

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PETITION OVERVIEW

This 0.09-acre site, zoned C-3, is vacant and surrounded by a single-family dwelling to the north, zoned C-1; a park to the south, across Lexington Avenue, zoned PK-1; a single family dwelling to east, zoned D-5; a multi-family dwelling to the west, across South State Avenue, zoned C-3.

REZONING

The request would rezone the site to the D-8 (Walkable Neighborhood) 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."

"The purpose of walkable neighborhood districts is to 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."

The Comprehensive Plan recommends traditional neighborhood (north) and community commercial (south) typologies for the site.

Recommended land uses in the traditional neighborhood typology include detached housing; attached housing; small- and 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.

Recommended land uses in the community commercial typology include small- and large- 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; and small-scale parks.

The request would generally align with the Plan recommendations.

VARIANCE OF DEVELOPMENT STANDARDS

This request would allow for construction of a single-family dwelling within the clear-sight triangle of the intersection of South State Avenue and Lexington Avenue.

The petitioner's representative amended the site plan that increased the front setback along Lexington Avenue from 15 feet to 19.75 feet, which would decrease encroachment into the clear-sight triangle.

Given the recent residential redevelopment efforts in this immediate area and the character of the neighborhood, relief from the Ordinance by the grant of the variance would be compatible with surrounding dwellings and would have minimal impact on the surrounding land uses.

Department of Metropolitan Development
Division of Planning
Current Planning

GENERAL INFORMATION

Existing Zoning	C-3	
Existing Land Use	Vacant	
Comprehensive Plan	Traditional Neighborhood / Community Commercial	
Surrounding Context	**Zoning**	**Land Use**
North:	C-1	Single-family dwelling
South:	PK-1	Park
East:	D-5	Single-family dwelling
West:	C-3	Multi-family dwellings
Thoroughfare Plan		
South State Avenue	Primary Collector	Existing 70-foot right-of-way and proposed 56-foot right-of-way.
Lexington Avenue	Local Street	Existing 46-foot right-of-way and proposed 48-foot right-of-way.
Context Area	Compact	
Floodway / Floodway Fringe	No	
Overlay	No	
Wellfield Protection Area	No	
Site Plan	August 18, 2026	
Site Plan (Amended)	October 19, 2026	
Elevations	N/A	
Elevations (Amended)	N/A	
Landscape Plan	N/A	
Findings of Fact	August 18, 2026	
Findings of Fact (Amended)	N/A	
C-S/D-P Statement	N/A	

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

The Comprehensive Plan recommends Traditional Neighborhood and Community Commercial typologies.

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

The Community Commercial typology provides for low-intensity commercial, and office uses that serve nearby neighborhoods. These uses are usually in freestanding buildings or small, integrated centers. Examples include small-scale shops, personal services, professional and business services, grocery stores, drug stores, restaurants, and public gathering spaces.

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 – Traditional Neighborhood Typology

- 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

Conditions for All Land Use Types – Community Commercial 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.

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 (2021)

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.

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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

2024-CZN-836 / 2024-CVR-836; 802 South State Avenue,(south of site) requested rezoning of 0.13-acre from the C-3 district to the D-8 District to provide for a triplex residential development and variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for a floor area ratio of 1.18 (maximum FAR of 0.60 permitted) and a livability space ratio of 0.24 (minimum LSR of 0.66 required) and to legally establish a zero-foot front building line setback (minimum front building line range of 10 feet to 19.9 feet required), and a zero-foot corner side yard (minimum 10-foot corner side yard required),

2018-UV1-025; 802 and 808 South State Street (south of site), requested a variance of use and development standards of the Consolidated Zoning and Subdivision Ordinance to provide for three live-work units and three total garage spaces with the building having zero-foot front and front transitional setbacks**, granted.**

2018-UV1-024; 810, 814 and 818 South State Avenue (south of site), requested a variance of use of the Consolidated Zoning and Subdivision Ordinance to provide for four townhomes and four, two-car garages, **granted.**

2018-UV2-014; 1643 Lexington Avenue (west of site), requested a variance of use of the Consolidated Zoning and Subdivision Ordinance to provide for a single-family dwelling and garage with reduced setbacks, **granted.**

2018-HOV-037; 1644 Lexington Avenue (west of site), requested a variance of use and development standards of the Consolidated Zoning and Subdivision Ordinance to provide for primary and accessory single-family residential uses, including the demolition and reconstruction of a single-family dwelling and the construction of a detached garage with reduced setbacks, **granted.**

2016-DV1-056; 1638 Pleasant Street & 803 South State Street (south of site), requested a variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for (1) at 1638 Pleasant Street, an attached garage, with aa 2.8-foot front setback along State Avenue and a 2.6-foot side setback, creating 33% open space, and to legally establish the existing nine-foot front setback (18-foot front setback, three-foot side setback and 60% open space required), (2) to provide for, at 830 State Avenue, a detached garage, with a 3.3-foot rear setback, and creating 55% open space and to legally establish a single-family dwelling, with a 3.3-foot rear setback, a zero-foot setback along State Avenue and a deck with a three-foot front setback and to provide for and legally establish structures within the clear sight triangles at 1638 Pleasant Street, **granted.**

2010-ZON-090; 1710 Lexington Avenue (east of site), requested rezoning from the C-3 district to the D-5 classification, **approved.**

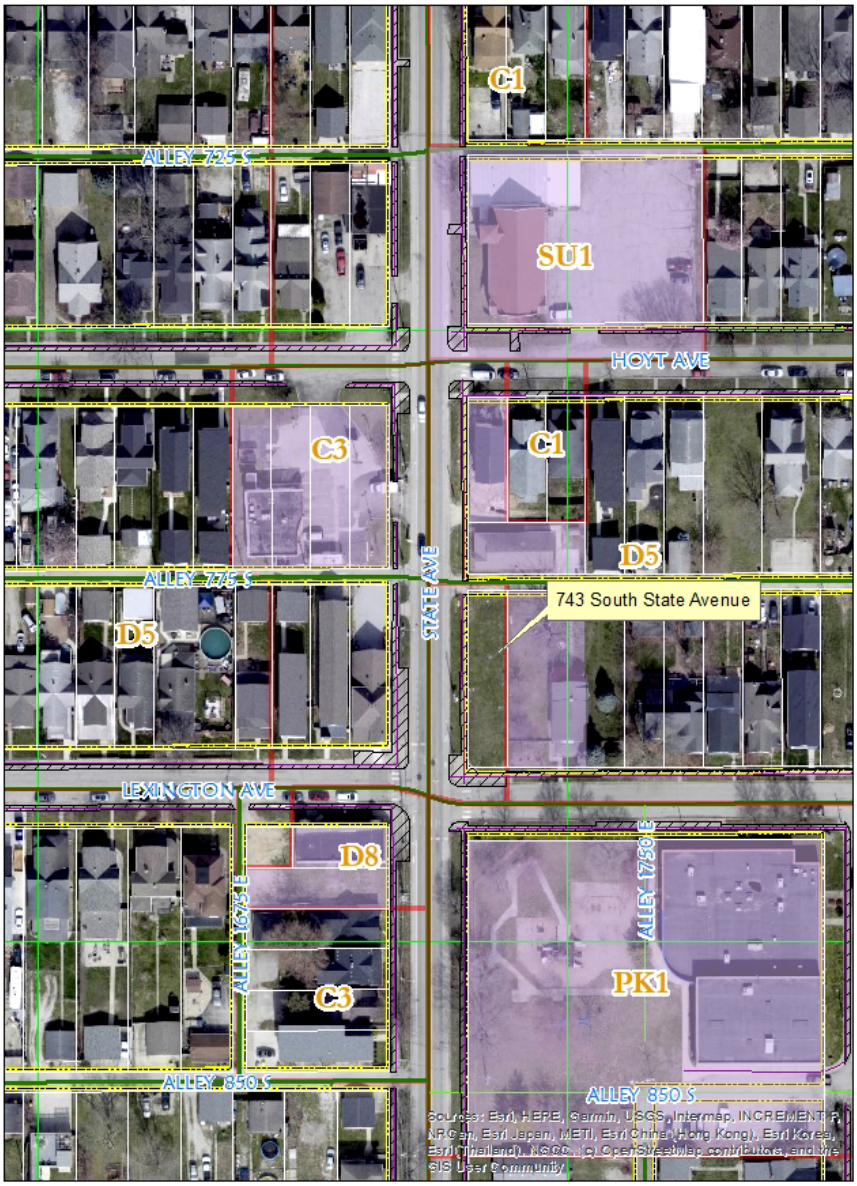
2005-HOV-009; 1643 Lexington Avenue (west of site), requested a variance of use of the Commercial Zoning Ordinance to legally establish a 1,456-square foot, two-story single-family dwelling with a 112-square foot front porch, and a 10-square foot east side porch, **granted.**

2002-UV3-024; 1632 Pleasant Street (south of site), requested a variance of use of the Dwelling Districts Zoning Ordinance to legally establish a group home / homeless shelter and religious counseling, within an existing single-family dwelling, **denied.**

97-NC-68; 1644 Lexington Avenue (west of site), requested a legal non-conforming use for the construction and use of a single-family dwelling, located in a C-3 (neighborhood Commercial District) zoning classification, **approved.**

95-AP-67; 801 South State Avenue (south of site), requested a variance of development standards of the Special Districts Zoning Ordinance to provide for the construction of a 17,000-square foot building for a new Boys and Girls Club with a five-foot front yard setback from Dawson Street and a 17-foot front yard setback along Lexington Avenue, **granted.**

EXHIBITS



743 South State Avenue

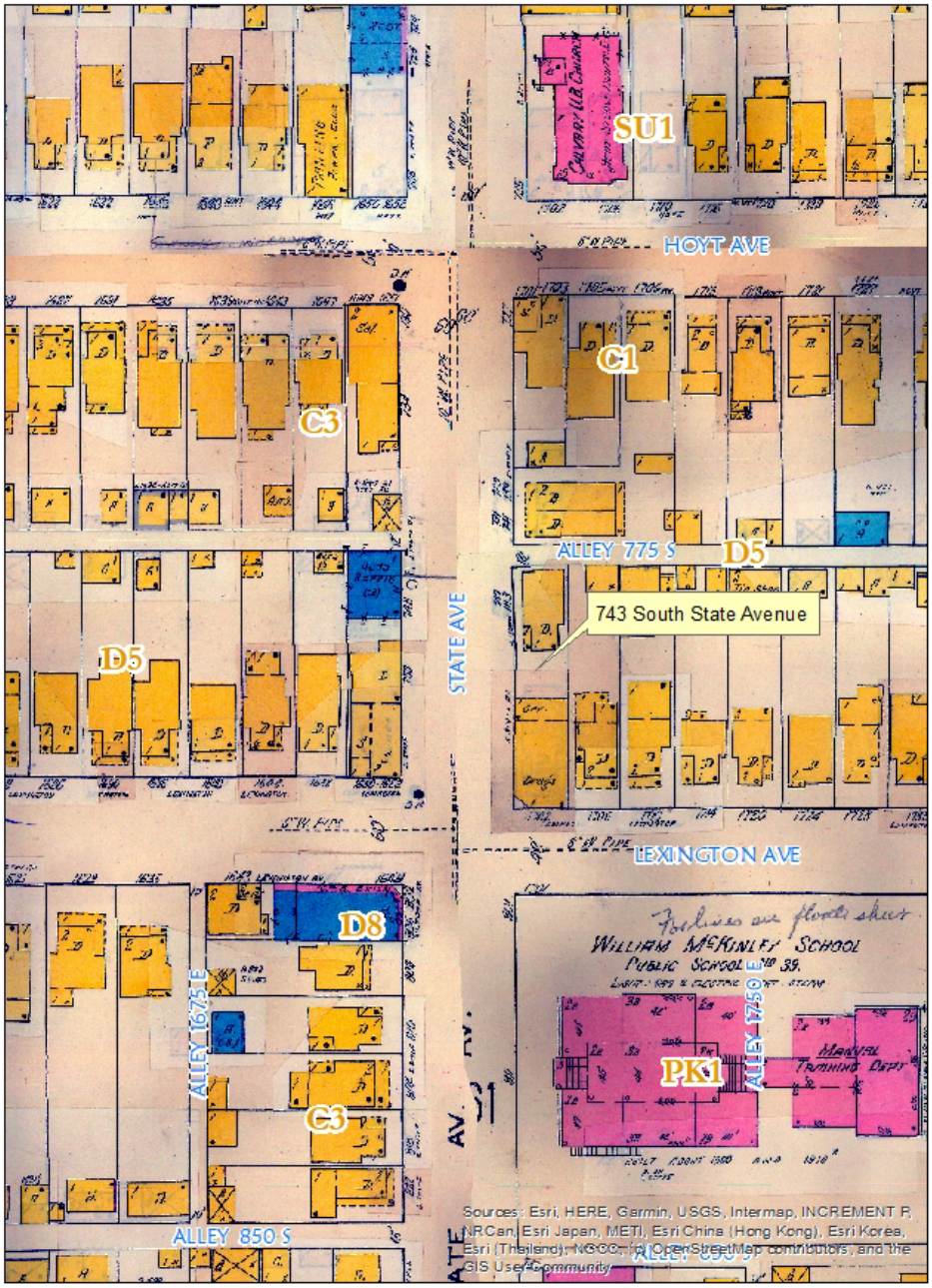
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Sanborn Map 1915



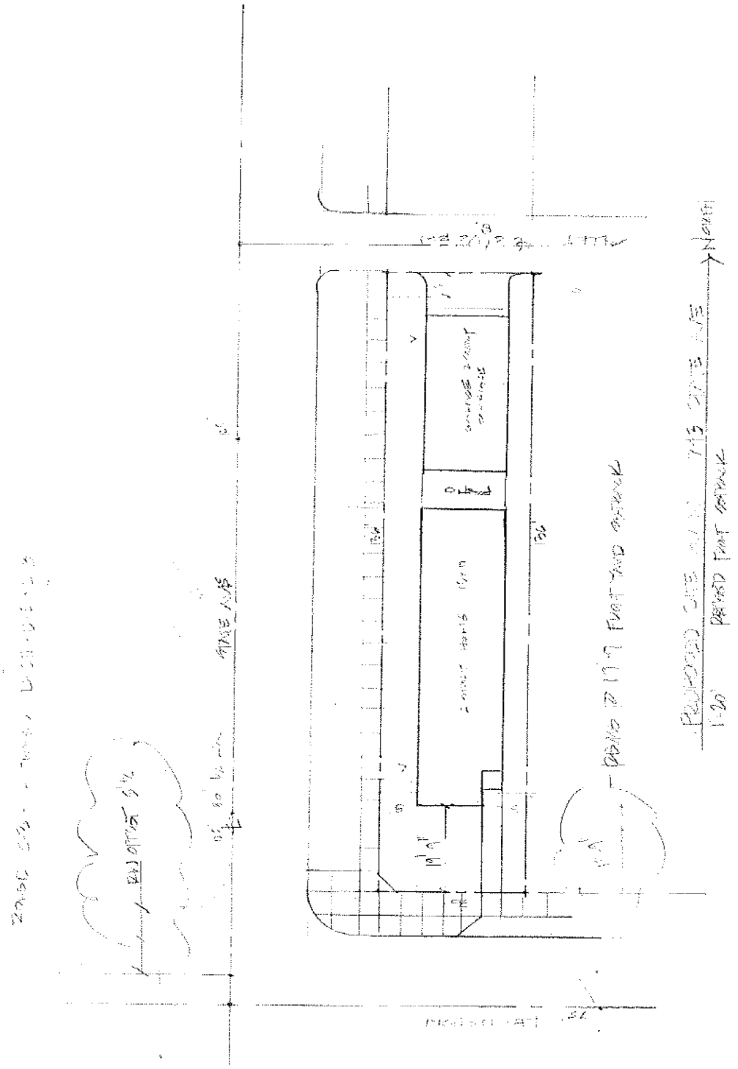
743 South State Avenue

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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 proposed residence within clearsite triangle 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:

residence will be consistent with development in the area and adjacent area.

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

lot is zoned commercial and will need to be rezoned to allow for residential use and lot is located on the corner of 2 major streets and also an alley resulting in a need to allow for clearsite encroachment. Without rezone and variance approval, proposed residence will not be built.

DECISION

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

Adopted this _____ day of _____ , 20 ____

_____ _____

_____ _____

_____



View looking north along South State Avenue



View looking south along South State Avenue



View looking east along Lexington Avenue



View looking west along Lexington Avenue

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View looking from site looking west across south State Avenue and Lexington Avenue



View from site looking west across intersection of South State Avenue and Lexington Avenue



View of site looking north across Lexington Avenue



View of site looking south east /west alley

Department of Metropolitan Development
Division of Planning
Current Planning

METROPOLITAN DEVELOPMENT COMMISSION HEARING EXAMINER — October 29, 2026

Case Number:	**2026-ZON-018**
Address:	**5510 Millersville Road (approximate address)**
Location:	**Washington Township, Council District #3**
Petitioner:	**R. Michael Thomas, by Ted Nolting**
Request:	**Rezoning of 2.75-acres from the D-3 and C-4 districts to the C-3 district to provide for a veterinary hospital.**
Current Land Use:	**Veterinary Hospital**
Staff Recommendations:	**Approval**
Staff Reviewer:	**Robert Uhlenhake, Senior Planner**

PETITION HISTORY

This petition was previously continued for cause by Staff, to the April 23, 2026, hearing, in order for it to be heard together with associated petition 2026-VAR-004.

City Councilor Boots requested that this petition be continued from April 23,2026 to May 28, 2026, and from May 28, 2026, to June 25, 2026, and from June 25, 2026, to the August 13, 2026, hearing, to continue discussions between the petitioner and area residents.

The petitioner, City County Councilor Boots, and the neighborhood jointly requested that this petition be continued for cause from the August 13, 2026, hearing, to the September 10, 2026, hearing, and from the September 10, 20206 hearing, to the October 29, 2026 hearing.

The petitioner had requested that Variance petition 2026-VAR-004, which requested a Variance of Development Standards of the Consolidated Zoning and Subdivision Ordinance to provide for an outdoor animal run/exercise area located 88 feet from a protected district (100-foot separation required), be withdrawn. That withdrawal was acknowledged by the Hearing Examiner on August 13, 2026.

The petitioner submitted an amended site plan, file dated September 3, 2026, that removed the rear vehicle access to DeQuincy Street, removed the outdoor dog run, and reduced the size of the proposed veterinary hospital. That revised site plan is included in this staff report. Additionally, the petitioner submitted another amended site plan, file-dated October 19, 2026, which identifies landscaping along DeQuincey Street and along the southern property line. That revised site plan is included in this staff report.

STAFF RECOMMENDATION

Staff recommends **approval** of the Rezoning request.

PETITION OVERVIEW

LAND USE

The 2.75-acre site is comprised of a parcel developed with a Veterinary Hospital, and a residential structure being used as offices. The site is adjacent to commercial uses zoned C-3, and single-family dwellings zoned D-3.

REZONING

The request would rezone the property to the C-3 district to allow for the construction of a new Veterinary Hospital that is not permitted in the existing D-3 district.

The C-3 District is intended to provide for the development of an extensive range of retail sales and personal, professional, and business services required to meet the demands of a fully developed residential neighborhood, regardless of its size. Examples of such types of uses include neighborhood shopping centers, sales of retail convenience or durable goods, shopping establishments, retail, and personal and professional service establishments. At this neighborhood scale of retail, a fine- grain of accessibility requisite for all modes of travel must be provided and maintained. It does not make provision, however, for those businesses that draw customers insignificant numbers from well beyond a neighborhood boundary and are, therefore, unusually heavy traffic generators, such as theaters.

STAFF ANALYSIS

The request would rezone the property to the C-3 district to allow for the construction of a new Veterinary Hospital, to replace the existing hospital.

Staff is supportive of the rezoning because it would remove a legacy D-3 zoning that is not compatible with existing commercial uses and would allow for the construction of a new veterinary hospital that is compatible with the surrounding area and would align with the Village Mixed Use recommendation of the Comprehensive Plan.

GENERAL INFORMATION

Existing Zoning		C-4 / D-3	
Existing Land Use		Veterinary Hospital and Office Building	
Comprehensive Plan		Village Mixed Use	
Overlay		N/A	
Surrounding Context		**Zoning**	**Surrounding Context**
	North:	C-3 / C-1	Commercial retail, office, and daycare
	South:	D-3	Single-family dwellings
	East:	C-3	Commercial retail
	West:	D-3	Single-family dwelling

Thoroughfare Plan		
Millersville Road	Local Street	30-foot existing right-of-way and 50-foot proposed right-of-way.
Context Area	Metro	
Floodway / Floodway Fringe	N/A	
Wellfield Protection Area	N/A	
Site Plan - Amended	September 3, 2026	
Elevations	N/A	
Landscape Plan	N/A	
Commitments	N/A	
Findings of Fact	N/A	
C-S / D-P Statement	N/A	

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

The Marion County Land Use Plan Pattern Book recommends the Village Mixed-Use typology that creates neighborhood gathering places with a wide range of small businesses, housing types, and public facilities. This typology is intended to strengthen existing, historically small-town centers as well as to promote new neighborhood centers. Businesses found in this typology serve adjacent neighborhoods, rather than the wider community. This typology is compact and walkable, with parking at the rear of buildings. Buildings are one to four stories in height and have entrances and large windows facing the street. Pedestrian-scale amenities such as lighting, landscaping, and sidewalk furniture also contributes to a walkable environment in this typology. Uses may be mixed vertically in the same building or horizontally along a corridor. Public spaces in this typology are small and intimate, such as pocket parks and sidewalk cafes. This typology has a residential density of 6 to 25 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 – Village Mixed Use 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.
- Where possible, contributing historic buildings should be preserved or incorporated into new development.

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)

Not Applicable to the Site.

ZONING HISTORY

2025-MO2-001; 5510 Millersville Road (subject site), requested a Modification of Commitments related to 2021-DV2-019, and 2023-MO2- 001, which provided for the location of a temporary modular building with a three-foot south side transitional setback, which expired two years from the date of their approval, being May 11, 2021, and May 11, 2025, respectively. The request is to extend this expiration date to May 11, 2026, **granted.**

2023-MO2-001; 5510 Millersville Road (subject site), requested a Modification of Commitments related to 2021-DV2-019, which provided for the location of a temporary modular building with a three-foot south side transitional setback, which would expire two years from the date of approval, being May 11, 2021. The request is to extend this expiration date to May 11, 2024, **granted.**

2021-DV2-019; 5510 Millersville Road (subject site), requested a variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for a temporary modular building with a three-foot south side transitional setback, **granted.**

90-V1-126; 5510 Millersville Road (subject site), requested a variance of development standards of the Commercial Zoning Ordinance to permit an addition to an existing veterinary office with an apartment with a 16-foot side yard, **approved.**

69-Z-199; 5510 Millersville Road (subject site), requested the rezoning of 0.85 acre, being in the D-3 district, to C-4 classification to provide for a small animal clinic, **approved.**

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EXHIBITS

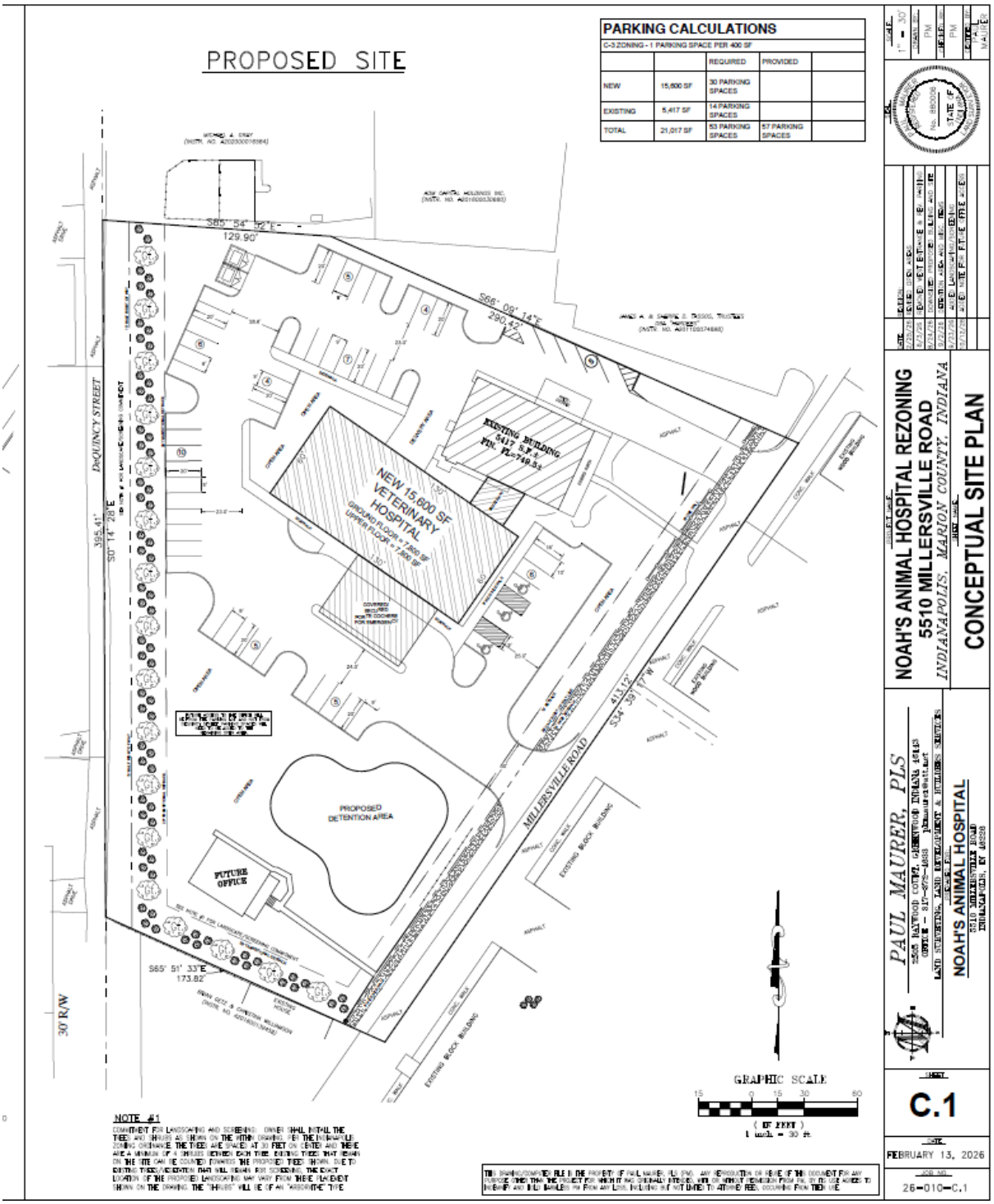
LOCATION MAP



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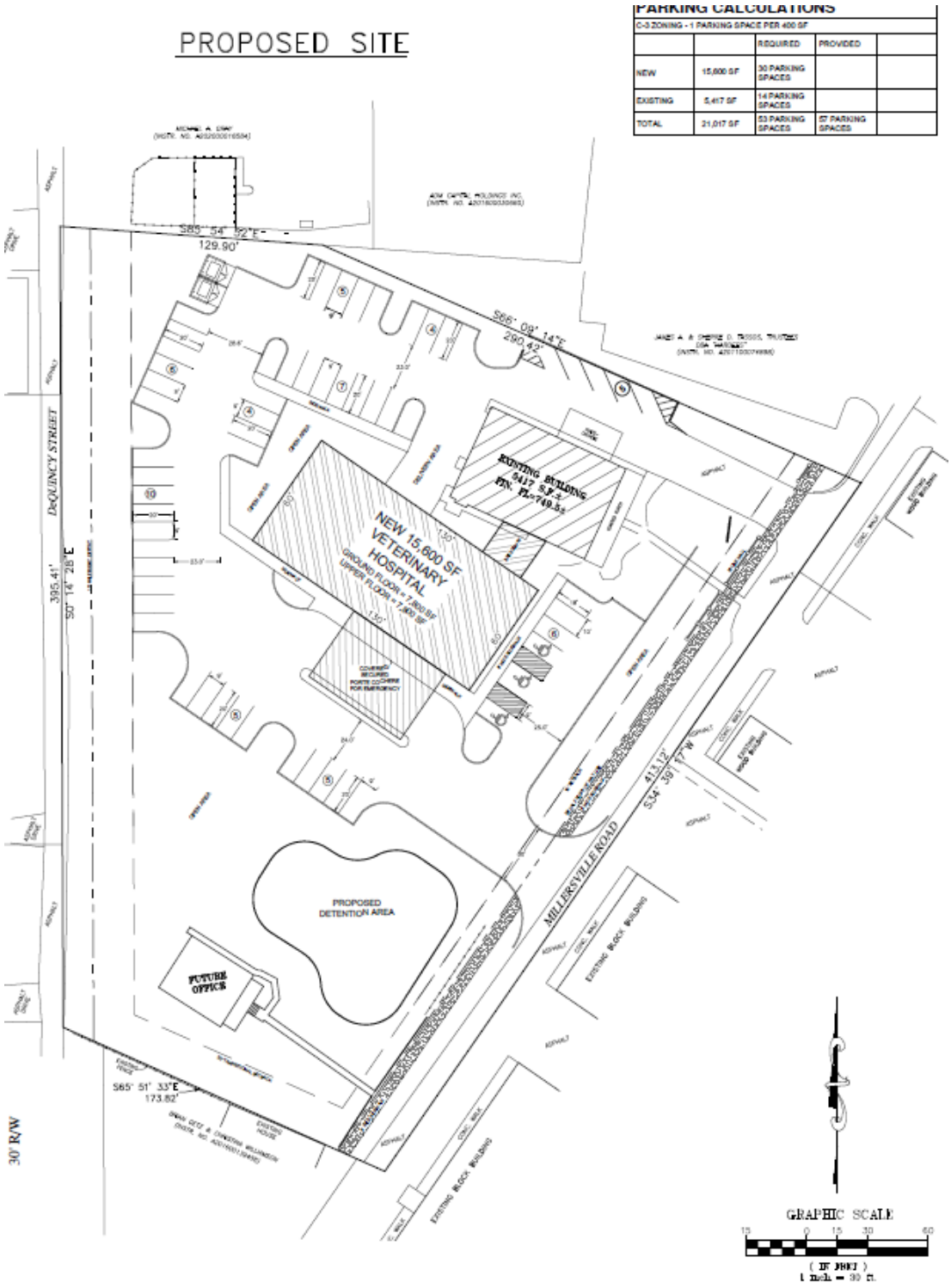
SITE PLAN – Amended October 19, 2026



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SITE PLAN – Amended September 3, 2026



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PHOTOS



Subject site, looking west.



Subject site temporary modular building behind the primary building, looking east.



Adjacent dwelling being used as an office related to the subject site, looking southwest.



Adjacent commercial use to the east, looking south.



Adjacent residential property on Dequincy to the west.



Adjacent residential property on Dequincy to the west.

Department of Metropolitan Development
Division of Planning
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MDC HEARING EXAMINER — October 29, 2026

Case Number:	2026-ZON-065
Property Address:	4402 Madison Avenue *(approximate address)*
Location:	Perry Township, Council District #23
Petitioner:	2 Jets LLC, by Samuel Salazar
Request:	Rezoning of 2.13 acres from the D-3 district to the C-3 district to provide for potential C-3 uses.
Current Land Use:	Residential
Staff Recommendations:	Staff recommends **approval** of this petition.
Staff Reviewer:	Josh Levesque, Manager—Code Revision and Compliance

PETITION HISTORY

This petition was originally set to be heard on August 27th. It was continued to the September 24th, 2026 hearing to allow for further discussions with community members and planning staff. The petition was subsequently continued to October 29th, 2026, to again allow for further deliberation. The petitioner has amended their request and, instead of seeking to rezone to C-5, they are instead seeking to rezone to C-3.

Changes to this report have been underlined.

STAFF RECOMMENDATION

Staff recommends **approval** of this petition.

SITE HISTORY

Records indicate the eastern parcel also known as 4402 Madison Avenue (local parcel number 5026152 and not the parcel subject to this petition) was rezoned from D-3 to C-3 in 1986 under 86-Z-113. The 1986 petition was originally filed as rezone petition to C-5 to allow for auto sales. After opposition from staff and neighbors, who indicated the use was incompatible with the surrounding residential context, the rezone request to C-5 was denied. The petitioner subsequently amended their petition to request a rezone to C-3 and this was approved.

PETITION OVERVIEW

- There are two parcels with the address known as 4402 Madison Avenue. The lot subject to this rezone petition corresponds to the local parcel number 5007013. This lot is currently zoned D-3

and is roughly 2.13 acres. The parcel immediately to the north is zoned D-3 while parcels further to the north are zoned C-3 and MU-1. Parcels to the south and west are zoned SU-1. The parcel immediately to the east is zoned C-3. Parcels further east are zoned D-3

- The petitioner is requesting a rezone from the D-3 district to the C-3 district to provide for C-3 uses.
- The Comprehensive Plan contemplates this parcel as part of the "Community Commercial" typology. This typology "for low intensity commercial and office uses that serve nearby neighborhoods. These uses are usually in freestanding buildings or small, integrated centers. Examples include small-scale shops, personal services, professional and business services, grocery stores, drug stores, restaurants, and public gathering spaces."
- The Comprehensive Plan's Community Commercial district closely aligns with the Ordinance's C-3 Neighborhood Commercial District. This district is for the "development of an extensive range of retail sales and personal, professional and business services required to meet the demands of a fully developed residential neighborhood, regardless of its size. Examples of such types of uses include neighborhood shopping centers, sales of retail convenience or durable goods, shopping establishments, retail and personal and professional service establishments. […] It does not allow those businesses that require the outdoor display, sale or storage of merchandise; or require outdoor operations."
- C-3 would allow for businesses that could serve the numerous residential properties in the area with an intensity that fits the scope of the surrounding area and the Comprehensive Plan. Such uses include, but are not limited to: medical offices, artisan food and beverage establishments, consumer services, mortuaries, printing services, R&D, grocery stores, light retail, professional or government offices, and eating establishments. A full list of C-3 uses can be found in Table 743-1 of the Ordinance and is provided in Exhibit 1 below. Furthermore, the C-3 directly to the east of this property and to the north would allow for the creation of a commercial node to better serve the community.
- Based on the above analysis, staff recommends **approval** of this petition.

GENERAL INFORMATION

Existing Zoning	D-3	
Existing Land Use	Vacant buildings	
Comprehensive Plan	Community Commercial	
Surrounding Context	**Zoning**	**Surrounding Context**
North:	C-3 / MU-1	North: Vacant / Residential
South:	SU-1	South: Religious Use
East:	C-3 / D-3	East: Commercial / Residential
West:	SU-1	West: Religious
Thoroughfare Plan		
Madison Avenue	Secondary Arterial	235-foot existing right-of-way and 112-foot proposed right-of-way
Context Area	Metro	
Floodway / Floodway Fringe	No	

Overlay	No
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

- Marion County Land Use Plan Pattern Book

Pattern Book / Land Use Plan

- The Comprehensive Plan contemplates the Community Commercial typology for this parcel. This typology “provides for low intensity commercial and office uses that serve nearby neighborhoods. These uses are usually in freestanding buildings or small, integrated centers. Examples include small-scale shops, personal services, professional and business services, grocery stores, drug stores, restaurants, and public gathering spaces.”

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)

- Not Applicable to the Site.

ZONING HISTORY

ZONING HISTORY – SITE

N/A

ZONING HISTORY – VICINITY

78-Z-167; 4540 Madison Avenue (west/southwest of site); Rezoning of 25.61 acres from the SU district to the SU-1 district to permit church uses, **approved.**

86-Z-113; 4402 Madison Avenue (parcel to east of subject site), Rezoning of 0.50 acre from the D-3 to the C-3 district, **approved.**

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EXHIBITS

2026ZON065; Aerial Map



2026ZON065; Photographs



Photo 1: Looking into subject site; area was gated limiting access for further photogrpahs

2026ZON065; Photographs (cont'd)



Photo 2: Google Maps image showing the curb cut off Madison; subject site behind gate

Exhibit 1

Table 743-1: USE TABLE

P = Permitted use
S = Special exception use
V= 'P' if Vacant for 5 consecutive years
A = Accessory use
T = Temporary use

Zoning District / LAND USE CATEGORY	D-A	D-S	D-1	D-2	D-3	D-4	D-5	D-5II	D-6	D-6II	D-7	D-8	D-9	D-10	D-11	C-1	C-3	C-4	C-5	C-7	MU-1	MU-2	MU-3	MU-4	I-1	I-2	I-3	I-4	CBD-1	CBD-2	CBD-3	Use-Specific Standards
RESIDENTIAL USES																																
Household Living																																
Single-Family Detached Dwelling	P	P	P	P	P	P	P	P				P				V	V	V	V				P									Article III. Section 02. A
Manufactured Home on a lot platted before 7-1-82	S	S	S	S	S	S	S	S				S																				Article III. Section 02. B
Manufactured Home on a lot platted on or after 7-1-82	S	S	S	S	P	P	P	P				S																				Article III. Section 02. B
Two-Family Dwelling				P	P	P	P	P	P	P	P	P				V	V	V	V				P									Article III. Section 02.C
Triplex or Fourplex									P	P	P	P				V	V	V	V			P	P									Article III. Section 02. D
Single-Family Attached Dwellings (a/k/a Townhouses or Rowhouses)								P	P	P	P	P				V	V	V	V			P	P							P	P	Article III. Section 02. E
Multifamily Dwellings (five or more units)									P	P	P	P	P	P		V	V	V	V		P	P	P	P					P	P	P	
Live/Work Unit																V	V	V	V		P	P	P	P					P	P	P	Article III. Section 02. F
Mobile Dwelling															P																	See Chapter 742.Article I. Section 03. L
Group Living																																
Assisted Living Facility									P	P	P	S	P	P		P					P	P	P	P								Article III. Section 02. G
Emergency Shelter, Daily																	P	P	P	P										S		Article III. Section 02.H
Group Home	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	V	V	V	V		P	P	P							P	P	Article III. Section 02. I
Nursing Home									P	P	P	S	P	P		P	P					P										Article III. Section 02. J
Transitional Living Quarters									P	P	P	S	P	P							A		A	A								Article III.Section 02.K

Table 743-1: USE TABLE

P = Permitted use
S = Special exception use
V= 'P' if Vacant for 5 consecutive years
A = Accessory use
T = Temporary use

Zoning District / LAND USE CATEGORY	D-A	D-S	D-1	D-2	D-3	D-4	D-5	D-5II	D-6	D-6II	D-7	D-8	D-9	D-10	D-11	C-1	C-3	C-4	C-5	C-7	MU-1	MU-2	MU-3	MU-4	I-1	I-2	I-3	I-4	CBD-1	CBD-2	CBD-3	Use-Specific Standards
PUBLIC, INSTITUTIONAL, RELIGIOUS AND CIVIC USES																																
Community, Cultural and Educational Facilities																																
Business, art, or other post-secondary proprietary school																P	P	P	P	P	P	P	P	P	V	V			V	P	P	
Club or Lodge																P	P	P	P	P	P	P									P	Article III.Section 03.A
Community Center											S		S	S		P	P	P	P		P	P	P						P	P	P	Article III.Section 03.B
Day Care Center or Nursery School									S	S	S	S	A	A	A	P	P	P	A	A	A	P	P	P	P	P	A	A	P	P	P	Article III.Section 03.C
Greenway	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	Article III.Section 03.E
Park or Playground	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	
Museum, Library, or Art Gallery																P	P	P	P	P	A	P	P	P	V	V	V	V	P	P	P	Article III.Section 03.D
Public Safety Facility or Post Office																	P	P	P	P	A	P	P		P	P	P	P	P	P	P	Article III.Section 03.F
Religious Uses	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	P	P	P	P	P	S	P	P	P	S	S	S	S	P	P	P	Article III.Section 03.G
Schools: Elementary, Middle or High Schools																P	P	P				P							P	P	P	
Vocational, technical, or industrial school or training facility																		P	P	P					P	P	P	P				
Health Care Facilities																																
Hospital																	P	P	P	P												
Medical or Dental Offices, Centers, or Clinics																P	P	P	P	P	P	P	P	P	P	A	A	A	P	P	P	

Zoning District / LAND USE CATEGORY	D-A	D-S	D-1	D-2	D-3	D-4	D-5	D-5II	D-6	D-6II	D-7	D-8	D-9	D-10	D-11	C-1	C-3	C-4	C-5	C-7	MU-1	MU-2	MU-3	MU-4	I-1	I-2	I-3	I-4	CBD-1	CBD-2	CBD-3	Use-Specific Standards
Medical or Dental Laboratories																P	P	P	P	P		P	P	P	P	P	P	P				
Methadone Clinic or Treatment Facility																		S	S	S										S		Article III.Section 03.H
Plasma (Blood) Center																	S	P	P	P			S	S						S	S	
Substance Abuse Treatment Facility																		P	P	P										P		Article III.Section 03. I
AGRICULTURAL, ANIMAL RELATED, and FOOD PRODUCTION USES																																
Agricultural Machinery and Equipment Sales, Rental or Repair																				P							P	P				
Agricultural Uses, Buildings and Structures	P																		V	V					P	P	P	P				Article III. Section 04. A
Animal Care, Boarding, Veterinarian Services	P																P	P	P	P	A	P	P	P	P	P				P		Article III. Section 04. B
Artisan Food and Beverage																	P	P	P	P	A	P	P	P	V	V			P	P	P	Article III.Section 04.C
Farmers' Market	A																P	P	P			P	A	A					P	T	T	Article III. Section 04. D
Garden as a Primary Use	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	A	A	A	A	A	A	P	P	P	P	A	P	P	Article III. Section 04. E
Processing, and Packaging of Food and Beverages																									S	P	P	P				
Stock Yards and Processing of Stock																												S				

Zoning District / LAND USE CATEGORY	D-A	D-S	D-1	D-2	D-3	D-4	D-5	D-5II	D-6	D-6II	D-7	D-8	D-9	D-10	D-11	C-1	C-3	C-4	C-5	C-7	MU-1	MU-2	MU-3	MU-4	I-1	I-2	I-3	I-4	CBD-1	CBD-2	CBD-3	Use-Specific Standards
COMMERCIAL and INDUSTRIAL USES																																
Business, Home, and Personal Services or Repair																																
Auctioneering and Liquidating Services																				P					P	P	P					
Check Cashing or Validation Service																	P	P	P	P		P	P	P								Article III. Section 05. K
Consumer Services or Repair of Consumer Goods													A	A		A	P	P	P	P	A	P	P	P	P	P	P		P	P	P	Article III. Section 05. L
Crematorium																											S	P				
Dry Cleaning Plant or Industrial Laundry																				P					P	P	P	P				Article III. Section 05.M
Financial and Insurance Services																P	P	P	P	P	P	P	P	P					P	P	P	
Hair and Body Care Salon or Service													A	A		P	P	P	P	P	A	P	P	P	A	A	A	A	P	P	P	
Laundromats													A	A			P	P	P	P		P	P	P	V	V						
Mortuary, Funeral Home																P	P	P	P													
Outdoor Advertising Off-Premises Sign																	P	P	P	P		P	P	P	P	P	P	P				Article III. Section 05. AA
Printing Services																	P	P	P	P		P	P	P	P	P	P	P	P	P	P	Article III. Section 05. FF
Tattoo Parlor																	S	P	P	P			S	S								Article III. Section 05. KK

Zoning District / LAND USE CATEGORY	D-A	D-S	D-1	D-2	D-3	D-4	D-5	D-5II	D-6	D-6II	D-7	D-8	D-9	D-10	D-11	C-1	C-3	C-4	C-5	C-7	MU-1	MU-2	MU-3	MU-4	I-1	I-2	I-3	I-4	CBD-1	CBD-2	CBD-3	Use-Specific Standards
Food, Beverage, and Indoor Entertainment																																
Adult Entertainment Business																		P	P	P												Article III. Section 05. A
Bar or Tavern																	P	P	P	P	A	P	P	P					P	P	P	Article III. Section 05.H
Eating Establishment or Food Preparation													A	A		A	P	P	P	P	A	P	P	P	A	A	A	A	P	P	P	Article III. Section 05. N
Indoor Recreation & Entertainment																A	A	P	P	P	A	A	P	P	V	V			P	P	P	Article III. Section 05. T
Indoor Spectator Venue																		P	P				P	P					P	P	P	Article III. Section 05. U
Night Club or Cabaret																		P	P	P	A		P	P					P	P	P	Article III. Section 05. Z
Heavy Services																																
Commercial and Building Contractors																		S	P	P					P	P	P	P				Article III. Section 05. I
Heavy Equipment Sales, Service or Repair																				P					P	P	P	P				
Lodging																																
Bed and Breakfast	S	S	S	S	S	S	S	S	S	S	S	S				P	P	P			A	P	P	P						P	P	Article III. Section 05. I
Hotel, Motel, or Hostel																		P	P		P		P	P					P	P	P	
Manufacturing																																
Artisan Manufacturing																			V	V	V	P	P	P	P	P	P	P		P		Article III. Section 05.C
Manufacturing, Light																						P	P	P	P	P	P	P		P		
Manufacturing, Medium																									S	P	P	P				
Manufacturing, Heavy																											S	P				

Zoning District / LAND USE CATEGORY	D-A	D-S	D-1	D-2	D-3	D-4	D-5	D-5II	D-6	D-6II	D-7	D-8	D-9	D-10	D-11	C-1	C-3	C-4	C-5	C-7	MU-1	MU-2	MU-3	MU-4	I-1	I-2	I-3	I-4	CBD-1	CBD-2	CBD-3	Use-Specific Standards
Manufacturing, Hazardous Materials or Objectionable Substances																												S				Article III. Section 05. W
Processing of Extracted Materials																												S				See Chapter 742.Article II.Section 06
Offices																																
Office: Business, Professional or Government																P	P	P	P	P	P	P	P	P	V	V	V	V	P	P	P	
Outdoor Recreation and Entertainment																																
Marina																				P						P	P		P	P	P	
Outdoor Recreation and Entertainment, General																			P	P										P		
Sports Stadium																													P	P	P	
Research and Development																																
Agricultural Sciences R&D	P																		P	P					P	P	P	P				
Clean Energy R&D	S																		P	P			P	P	P	P	P	P				
Information Technology R&D																P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	
Life Sciences R&D																			P	P			P	P	P	P	P	P	P	P	P	
Logistics R&D																P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	
Research and Development, Other																			V	V					P	P	P	P				

Zoning District / LAND USE CATEGORY	D-A	D-S	D-1	D-2	D-3	D-4	D-5	D-5II	D-6	D-6II	D-7	D-8	D-9	D-10	D-11	C-1	C-3	C-4	C-5	C-7	MU-1	MU-2	MU-3	MU-4	I-1	I-2	I-3	I-4	CBD-1	CBD-2	CBD-3	Use-Specific Standards
Retail Sales																																
Adult Entertainment Business: Retail																		P	P	P												Article III.Section 05.B
Department Store																	P	P	P	P			P	P					P	P	P	
Firearm Sales																		P	P	P			P		P				P	P	P	
Fireworks Sales, On-going																		P	P	P												Article III. Section 05. O
Grocery Store													A	A		A	P	P	P	P	A	P	P	P					P	P	P	Article III. Section 05. Q
Liquor Store																		P	P	P		P	P	P					P	P	P	Article III. Section 05. V
Pawn Shop																	P	P	P	P			S	S								Article III. Section 05.DD
Retail, Light General													A	A		A	P	P	P	P	A	P	P	P	A	A	A	A	P	P	P	Article III. Section 05. HH
Retail, Heavy General																		P	P	P					P				P	P		Article III. Section 05. II
Utilities																																
Power Generating Facility, Local																		P	P	P					P	P	P	P				Article III. Section 05.EE
Power Generating Facility, Major																											S	P				
Substations and Utility Distribution Nodes																P	P	P	P	P	P	P	P		P	P	P	P	P	P	P	Article III. Section 05. JJ
Wireless Communications Facility	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	Article III. Section 05. OO
Vehicle-Related Operations																																
Automobile and Light Vehicle Wash																		P	P	P					V	V				P		Article III. Section 05. D

Zoning District / LAND USE CATEGORY	D-A	D-S	D-1	D-2	D-3	D-4	D-5	D-5II	D-6	D-6II	D-7	D-8	D-9	D-10	D-11	C-1	C-3	C-4	C-5	C-7	MU-1	MU-2	MU-3	MU-4	I-1	I-2	I-3	I-4	CBD-1	CBD-2	CBD-3	Use-Specific Standards
Automobile and Vehicle Storage or Auction																				P						P	P	P				
Automobile Fueling Station																		P	P	P			S		P	P	P	P		P		Article III. Section 05. E
Automobile, Motorcycle, and Light Vehicle Sales or Rental																			P	P										P		Article III. Section 05. F
Automobile, Motorcycle, and Light Vehicle Service or Repair																		P	P	P							P	P		P		Article III. Section 05. G
Fleet Terminals																											P	P				Article III. Section 05. P
Heavy Vehicle Wash																				P							P	P				
Heliport or Helistop																									P	P	P	P	A	P	A	Article III. Section 05. S
Motorsports Industry																				P					P	P	P	P				Article III. Section 05. Y
Other Vehicle Sales, Rental or Repair																				P						V	P	P				
Parking Lot, Commercial																A	A	S	S	S	S	S	S	S	S	S	S	S	S	P	P	Article III. Section 05.BB
Parking Garage, Commercial																A	A	P	P	P	S	S	S	S	A	A	A	A	S	P	P	Article III. Section 05.CC
Transit Center																P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	
Truck or Heavy Vehicle Sales, Rental or Repair																				P							P	P				
Truck Stop																				P						P	P	P				Article III. Section 05. LL
Waste and Recycling																																
Recycling Station																		P	P	P					P	P	P	P				Article III. Section 05.GG
Waste or Recycling Transfer Facility																										S	P	P				Article III. Section 05. NN

Table 743-1: USE TABLE

P = Permitted use
S = Special exception use
V= 'P' if Vacant for 5 consecutive years
A = Accessory use
T = Temporary use

Zoning District / LAND USE CATEGORY	D-A	D-S	D-1	D-2	D-3	D-4	D-5	D-5II	D-6	D-6II	D-7	D-8	D-9	D-10	D-11	C-1	C-3	C-4	C-5	C-7	MU-1	MU-2	MU-3	MU-4	I-1	I-2	I-3	I-4	CBD-1	CBD-2	CBD-3	Use-Specific Standards
Wrecking or Salvage Facility																												S				Article III. Section 05. PP
Wholesale Distribution or Storage																																
Bulk Storage of Commercial or Industrial Liquids																												P				Article III. Section 05. J
Heavy Outdoor Storage																										S	P	P				Article III. Section 05. R
Mini-Warehouses (Self-Storage Facility)																			V	P					P	P	P	P				Article III. Section 05.X
Warehousing, Wholesaling and Distribution																			V	P					P	P	P	P	P	P		Article III. Section 05.MM
ACCESSORY and TEMPORARY USES																																
Amateur Radio Antenna	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	Article III. Section 06. D
Antenna, Radio or Television Broadcasting																											A	A	A	A	A	Article III. Section 06. E
Automated Teller Machine (ATM)													A	A		A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	Article III. Section 06. F
Automobile Rental Station													A	A			A	A	A	A	A	A	A	A	A	A	A	A	A	A		Article III. Section 06. G
Bicycle Sharing									A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	
Child Care Home	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A						A	A	A	A					A	A	A	Article III. Section 06.H
Drive-Through																A	A	A	A	A	A	A			A	A	A	A		A		Article III. Section 06. I
Employee Living Quarters	A	A	A	A	A	A	A	A	A	A	A	A	A	A							A	A	A	A					A	A	A	Article III. Section 06. J
Game Courts	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	Article III. Section 06. K
Home Occupations	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A																	Article III. Section 06. L
Minor Mobile Home															A																	Article III. Section 06.M

Table 743-1: USE TABLE

P = Permitted use
S = Special exception use
V= 'P' if Vacant for 5 consecutive years
A = Accessory use
T = Temporary use

Zoning District / LAND USE CATEGORY	D-A	D-S	D-1	D-2	D-3	D-4	D-5	D-5II	D-6	D-6II	D-7	D-8	D-9	D-10	D-11	C-1	C-3	C-4	C-5	C-7	MU-1	MU-2	MU-3	MU-4	I-1	I-2	I-3	I-4	CBD-1	CBD-2	CBD-3	Use-Specific Standards
Minor Residential Structures	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A							A	A									Article III.Section 06.N
Mobile Home Display															A					A												Article III. Section 06. O
Model Home	T	T	T	T	T	T	T	T				T											T									Article III. Section 06. P
Outdoor Display and Sales, On-going																		A	A	A			A	A						A		Article III. Section 06. Q
Outdoor Display and Sales, Temporary	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	Article III. Section 06. R
Outdoor Seating or Patio (nonresidential)																A	A	A	A	A	A	A	A	A	A				A	A	A	Article III. Section 06. T
Outdoor Seasonal Produce Sales																	T	T	T	T		T	T	T								Article III. Section 06. S
Outdoor Storage and Operations																			A	A					A	A	A	A				Article III. Section 06. U
Personal Garden	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	Article III. Section 06. V
Personal Livestock	A	A	A	A	A	A	A	A	A	A	A	A																				Article III. Section 06. W
Pick-up Station for Dry Cleaning or Laundry									A	A	A	A	A	A		A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	Article III. Section 06.X
Portable Storage	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	Article III. Section 06. Y
Produce Sales	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	Article III. Section 06. Z
Recycling Collection Point									A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	Article III. Section 06.BB
Recreational Vehicle Parking	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A																	Article III. Section 06. AA
Renewable Energy Facility, Solar and Geothermal	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	Article III. Section 06.CC
Renewable Energy Facility, Wind	A								A	A	A		A	A	A				A	A					A	A	A	A				Article III. Section 06.DD
Residential Support Facility or Amenity	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A																	Article III. Section 06.EE

Zoning District / LAND USE CATEGORY	D-A	D-S	D-1	D-2	D-3	D-4	D-5	D-5II	D-6	D-6II	D-7	D-8	D-9	D-10	D-11	C-1	C-3	C-4	C-5	C-7	MU-1	MU-2	MU-3	MU-4	I-1	I-2	I-3	I-4	CBD-1	CBD-2	CBD-3	Use-Specific Standards
Satellite Dish Antenna	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	Article III. Section 06. FF
Secondary Dwelling Unit	A	A	A	A	A	A	A	A				A										A	A									Article III. Section 06.GG
Sidewalk Cafe																A	A	A	A	A	A	A	A	A					A	A	A	Article III. Section 06. HH
Sign	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	Article III. Section 06. II
Swimming Pool or Hot Tub	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	Article III. Section 06. JJ
Temporary Construction Yard, Office, or Equipment	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	Article III. Section 06. KK
Temporary Fireworks Sales																T	T	T	T	T					T	T	T	T				Article III. Section 06.MM
Temporary Outdoor Event	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	Article III. Section 06. LL
Transportation Facilities and Accessories (Ground)							A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	Article III. Section 06. NN
Underground Storeroom or Safe Room	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A																	Article III. Section 06. OO
Vending Machine or Self-serve Kiosk (outside)																	A	A	A	A		A	A	A	A	A	A	A		A		Article III. Section 06. PP
Walk-up Window																	A	A	A	A	A	A	A	A					A	A	A	Article III. Section 06. QQ

DEPARTMENT OF METROPOLITAN DEVELOPMENT
DIVISION OF PLANNING | CURRENT PLANNING

Department of Metropolitan Development
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Current Planning

MDC HEARING EXAMINER — October 29, 2026

Case Number:	2026-ZON-074
Property Address:	980 East 42nd Street and 4210 Winthrop Avenue *(approximate address)*
Location:	Washington Township, Council District #7
Petitioner:	NLS LLC, by Joseph Ringger
Request:	Rezoning of two lots, totaling 0.3-acre, from the C-7 (W-5) and D-5 (W-5) (TOD) districts, to the D-8 (TOD) (W-5) district to allow for the construction of 6 townhomes.
Current Land Use:	Unimproved
Staff Recommendations:	Staff recommends **approval** of this petition, subject to a commitment.
Staff Reviewer:	Josh Levesque, Manager—Code Revisions and Compliance

PETITION HISTORY

This petition was continued from the September 10th, 2026, hearing to the October 29th, 2026, hearing, to allow for discussions between the petitioner and the community. Changes in the staff report have been underlined.

STAFF RECOMMENDATION

Staff recommends **approval** of this petition, subject to the following commitment:

- The petitioner will not construct more than 6 units on the property.

PETITION OVERVIEW

- 980 East 42nd and 4210 Winthrop are two contiguous lots totaling roughly 0.3-acre. The 42nd Street parcel is zoned C-7 while the Winthrop parcel is zoned D-5. Both parcels are within the Wellfield Protection—FiveYear Time-of-Travel Area (W-5) and Transit-Oriented Development (TOD) secondary districts. Parcels to the north are zoned D-5. Parcels to the west are zoned D-5 and C-7. Parcels to the east and south are zoned C-7.
- The petitioner is requesting a rezone from the C-7 (W-5) (TOD) and D-5 (W-5) (TOD) districts to the D-8 (W-5) (TOD) district to allow for the construction of 6 townhomes. Site plans as of October 21st, 2026, show the town homes with two levels and a height of 37 feet, 3 feet below the maximum height allowed for townhomes in D-8. While houses on Winthrop are largely one-story homes, houses on 42nd Street largely appear to be two story homes. Two stories, therefore, would not be wholly out of context with the neighborhood. Additionally, the gabled roofs shown in the site plan provide a more residential character, similar to surrounding properties
- The Comprehensive Plan assigns these parcels the “Village Mixed-Use” typology. The Marion County Land Use Plan Pattern Book describes the Village Mixed-Use typology as “creat[ing] neighborhood gathering places with a wide range of small businesses, housing types, and public

facilities. This typology is intended to strengthen existing, historically small town centers as well as to promote new neighborhood centers. Businesses found in this typology serve adjacent neighborhoods, rather than the wider community. This typology is compact and walkable, with parking at the rear of buildings. Buildings are one to four stories in height and have entrances and large windows facing the street. Pedestrian-scale amenities such as lighting, landscaping, and sidewalk furniture also contributes to a walkable environment in this typology. Uses may be mixed vertically in the same building or horizontally along a corridor. Public spaces in this typology are small and intimate, such as pocket parks and sidewalk cafes. This typology has a residential density of 6 to 25 dwelling units per acre."

- Per the Ordinance, "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."
- As highlighted in the Ordinance's description of the D-8 district, a rezone to D-8 would align closely with the Village Mixed-Use typology. In contrast, the C-7 district does not align well with the aforementioned typology. While wellfield regulations would limit certain C-7 uses this site, C-7 would permit such things as the sale of agricultural machinery, auctioneering services, auto sales, billboards, commercial and building contractors, and more.
- These parcels are also within 1,000 feet of the Red Line's 42nd and College BRT station. The 2020 Red Line Strategic Plan designated this area as part of the "Walkable Neighborhood" typology. A characteristic of this typology includes a mix of multi-family and single-family housing. A continuous sidewalk connection on 42nd Street from College to Winthrop provides pedestrian access from the Red Line stop at 42nd and College to Winthrop, providing further infrastructure to support mixed density development.
- The location of these parcels on a corner also provides an opportunity for further density with less disruption to the existing neighborhood patterns that one might see in mid-block development. Nonetheless, staff are cognizant of the surrounding single-family residential context. Given that D-8 can allow 8-12 units, staff acknowledge concerns regarding massing and density. To keep development appropriate to the surrounding area, staff would request a commitment that no more than 6 units be developed across these two parcels. Additionally, given that on-street parking is prohibited on both 42nd Street and Winthrop directly in front of this parcel, staff has removed the requested commitment limiting the surface parking area to 3 stalls. The proposed 6 stalls shown on the site would alleviate concerns about parking congestion on Winthrop.
- Staff will note that this petition is limited to a rezone. While plans have been provided, approval of a rezone petition does not equate approval of plans. No variances or other exceptions are being sought, and all development would have to meet Ordinance standards or be approved via subsequent land use petitions. For single-family attached dwellings, the Ordinance requires that each dwelling unit be on its own legally established lot or is set up as part a condominium. The petitioner will either need to set up a condominium or file a subsequent plat petition to establish each unit on its own lot.
- Given the alignment between D-8 and the Village Mixed-Use typology, staff recommends **approval** of this petition subject to the following commitment:
    - The petitioner will not construct more than 6 units on the property.

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GENERAL INFORMATION

Existing Zoning	C-7 / D-5	
Existing Land Use	Unimproved	
Comprehensive Plan	Village Mixed-Use	
Surrounding Context	**Zoning**	**Surrounding Context**
North:	D-5	North: Residential
South:	C-7	South: Residential / Unimproved
East:	D-7	East: Undeveloped
West:	D-5	West: Residential
Thoroughfare Plan		
42nd Street	Primary Collector	51-foot existing right-of-way and 56-foot proposed right-of-way
Winthrop Avenue	Local Street	50-foot existing right-of-way and 48-foot proposed right-of-way
Context Area	Compact	
Floodway / Floodway Fringe	No	
Overlay	TOD	
Wellfield Protection Area	W-5	
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

- Marion County Land Use Plan Pattern Book

Pattern Book / Land Use Plan

- The Comprehensive Plan contemplates the Village Mixed-Use typology for this parcel. This typology "creates neighborhood gathering places with a wide range of small businesses, housing types, and public facilities. This typology is intended to strengthen existing, historically small town centers as well as to promote new neighborhood centers. Businesses found in this typology serve adjacent neighborhoods, rather than the wider community. This typology is compact and walkable, with parking at the rear of buildings. Buildings are one to four stories in height and have entrances and large windows facing the street. Pedestrian-scale amenities such as lighting, landscaping, and sidewalk furniture also contributes to a walkable environment in this typology. Uses may be mixed vertically in the same building or horizontally along a corridor. Public spaces in this typology are small and intimate, such as pocket parks and sidewalk cafes. This typology has a residential density of 6 to 25 dwelling units per acre."

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)

- Not Applicable to the Site.

ZONING HISTORY

ZONING HISTORY – SITE

N/A

ZONING HISTORY – VICINITY

N/A

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EXHIBITS

2026ZON074; Aerial Map for 980 East 42nd Street



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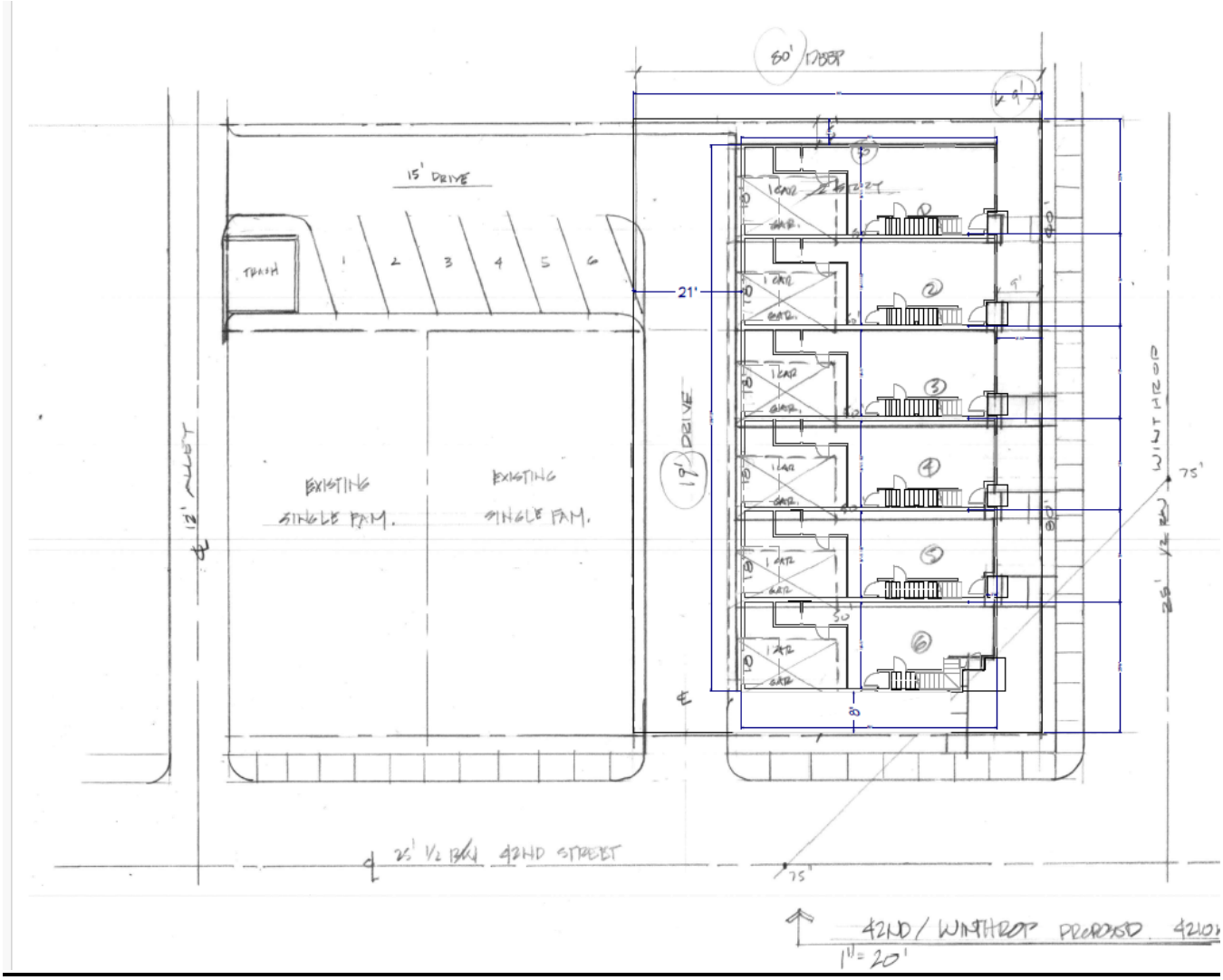
2026ZON074; Aerial Map for 4210 Winthrop



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2026ZON074; Preliminary Site Plan



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2026ZON074; Photographs



Photo 1: Looking at property from Winthrop Avenue

2026ZON074; Photographs (cont'd)



Photo 2: Looking east across Winthrop Avenue

2026ZON074; Photographs (cont'd)



Photo 3: Looking north on Winthrop Avenue. Single family houses are on the left side in the background

2026ZON074; Photographs (cont'd)



Photo 4: Looking west on 42nd Street

2026ZON074; Photographs (cont'd)



Photo 5: Entrance to alley off 42nd Street. The alley abuts the Winthrop parcel.

2026ZON074; Photographs (cont'd)



Photo 6: Looking north at subject site from 42nd Street. Single-family homes can be seen next to the parcel and in the background.

Department of Metropolitan Development
Division of Planning
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METROPOLITAN DEVELOPMENT COMMISSION HEARING EXAMINER — October 29, 2026

Case Number:	2026-ZON-077
Property Address:	2004 East 86th Street
Location:	Washington Township, Council District #2
Petitioner:	Michael and Maureen Surak, by Justin Kingen
Current Zoning:	D-A
Request:	Rezoning of 3.02 acres from the D-A (FF) (FW) district to the C-1 (FF) (FW) district to provide commercial office uses.
Current Land Use:	Undeveloped
Staff Recommendations:	Approval
Staff Reviewer:	Kathleen Blackham, Senior Planner

PETITION HISTORY

The Hearing Examiner acknowledged the timely automatic continuance by a registered neighborhood organization that continued this petition from the September 10, 2026 hearing, to the October 15, 2026 hearing.

The Hearing Examiner continued this petition from the October 15, 2026 hearing, to the October 29, 2026 hearing, at the request of the petitioner's representative.

STAFF RECOMMENDATION

Staff recommends approval, subject to the following commitments being reduced to writing on the Commission's Exhibit "B" form at least three days prior to the MDC hearing:

1. A tree inventory, tree assessment and preservation plan of all existing trees over 2.5 inches in diameter, shall be prepared by a certified arborist and shall be submitted for Administrator Approval prior to preliminary plat approval and / or prior to any site preparation activity or disturbance of the site. This plan shall, at a minimum: a) indicate proposed development; b) delineate the location of the existing trees, c) characterize the size and species of such trees, d) identify all heritage trees, e) indicate the wooded areas to be saved by shading or some other means of indicating tree areas to be preserved and f) identify the method of preservation (e.g. provision of snow fencing or staked straw bales at the individual tree's dripline during construction activity). All trees proposed for removal shall be indicated as such.
2. The site and improved areas within the site shall be maintained in a reasonably neat and orderly manner during and after development of the site with appropriate areas and containers / receptables provided for the proper disposal of trash and other waste.

3. Final site plan shall be submitted for Administrator Approval prior to the issuance of an Improvement Location Permit (ILP),

PETITION OVERVIEW

This 3.02-acre site, zoned D-A, is comprised of two undeveloped parcels surrounded by a single-family dwelling to the north, zoned D-A; educational uses to the south, across East 86th Street, zoned SU-2; single-family dwellings to the east, across El Rico Drive, zoned D-A; and undeveloped land to the west, zoned D-A.

REZONING

The request would rezone the site to the C-1 Office Buffer District to provide for commercial office uses. "The C-1 District is designed to perform two functions: act as a buffer between uses, and provide for a freestanding area that office uses, compatible office-type uses, such as medical and dental facilities, education services, and certain public and semipublic uses may be developed with the assurance that retail and other heavier commercial uses with incompatible characteristics will not impede or disrupt. Since the buildings for office, office-type and public and semipublic uses are typically much less commercial in appearance, landscaped more fully and architecturally more harmonious with residential structures, this district can serve as a buffer between protected districts and more intense commercial or industrial areas/districts - if designed accordingly. This district with its offices and other buffer type uses, may also be used along certain thoroughfares where a gradual and reasonable transition from existing residential use should occur."

The Comprehensive Plan recommends suburban neighborhood typology and floodway / floodway fringe. for the site.

Recommended land uses in this typology include detached / attached / 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.

Overlays

This site is also located within two overlays, specifically the Residential Corridor Reserve (RR) Overlay and Environmentally Sensitive Overlay (ES). "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 Residential Corridor Reserve (RR) overlay is intended for areas where the residential nature of a corridor is at risk due to encroachment from other land uses. An example might be residential areas that are being overtaken by schools, hospitals, or corporate campuses.

The Environmentally Sensitive Areas (ES) Overlay is intended for areas containing high quality woodlands, wetlands, or other natural resources that should be protected. The purpose of this overlay is to prevent or mitigate potential damage to these resources caused by development. This overlay is also appropriate for areas that present an opportunity to create a new environmental asset. This overlay is not intended for the preservation of open space.

High quality woodlands, specifically identified as Forest Alliance Woodlands, are located along the western and northwestern boundaries of the site.

Tree Preservation / Heritage Tree Conservation

There are significant amounts of natural vegetation and trees throughout this site. Due to their inherent ecological, aesthetic, and buffering qualities, the maximum number of these existing trees should be preserved on the site.

All development shall be in a manner that causes the least amount of disruption to the trees.

A tree inventory, tree assessment and preservation plan of all existing trees over 2.5 inches in diameter, shall be prepared by a certified arborist and shall be submitted for Administrator Approval prior to preliminary plat approval and / or prior to any site preparation activity or disturbance of the site. This plan shall, at a minimum: a) indicate proposed development, b) delineate the location of the existing trees, c) characterize the size and species of such trees, d) identify all heritage trees, e) indicate the wooded areas to be saved by shading or some other means of indicating tree areas to be preserved and f) identify the method of preservation (e.g. provision of snow fencing or staked straw bales at the individual tree's dripline during construction activity). All trees proposed for removal shall be indicated as such.

If any of the trees are heritage trees that would be impacted, then the Ordinance requires that the Administrator, Urban Forester or Director of Public Works determine whether the tree(s) would be preserved or removed and replaced.

The Ordinance defines “heritage tree” as a tree over 18 inches Diameter at Breast Height (DBH) and one of the Heritage tree species. Heritage tree species include: Sugar Maple (Acer saccharum), Shagbark Hickory (Carya ovata), Hackberry (Celtis occidentalis), Yellowwood (Cladrastus kentukea), American Beech (Fagus grandifolia), Kentucky Coffeetree (Gymnocladus diocia), Walnut or Butternut (Juglans), Tulip Poplar (Liriodendron tulipifera), Sweet Gum (Liquidambar styraciflua), Black Gum (Nyssa sylvatica), American Sycamore (Platanus occidentalis), Eastern Cottonwood (Populus deltoides), American Elm (Ulmus americana), Red Elm (Ulmus rubra) and any oak species (Quercus, all spp.)

The Ordinance also provides for replacement of heritage trees if a heritage tree is removed or dies within three years of the Improvement Location Permit (ILP) issuance date. See Exhibit A, Table 744-503-3: Replacement Trees.

Site Plan – August 26, 2026

The site plan, file-dated August 26, 2026, provides for two proposed office buildings fronting along East 86th Street, with a parking lot north of the buildings that consists of 57 parking spaces to serve both the commercial office uses and the proposed nature preserve / outdoor learning center.

Pedestrian access to the nature preserve would be provided by a connection from the sidewalk that would serve and be located along the north façade of the proposed western building.

Site access would be gained from El Rico Drive along the eastern boundary of the site.

This request is limited to rezoning the site and does not include approval of the site plan. Staff, however, would request submittal of the final site plan to review site access and impact on the surrounding land uses.

Floodway / Floodway Fringe (Haverstick Creek) – Southwest Corner of Site

This site has a secondary zoning classification of a Floodway (FW) and Floodway Fringe (FF). The Floodway (FW) is the channel of a river or stream and those portions of the floodplains adjoin the channels which are reasonably required to efficiently carry and discharge the peak flood flow of the base flood of any river or stream. The Floodway Fringe (FF) is the portion of the regulatory floodplain that is not required to convey the 100-year frequency flood peak discharge and lies outside of the floodway.

The purpose of the floodway district is to guide development in areas identified as a floodway. The Indiana Department of Natural Resources (IDNR) exercises primary jurisdiction in the floodway district under the authority of IC 14-28-1.

The designation of the FF District is to guide development in areas subject to potential flood damage, but outside the Floodway (FW) District. Unless otherwise prohibited, all uses permitted in the primary zoning district (C-1 in this request) are permitted, subject to certain development standards of the Flood Control Secondary Zoning Districts Ordinance and all other applicable City Ordinances

Stream Protection Corridor

A stream protection corridor consists of a strip of land, extending along both sides of all streams, with measurements taken from the top of the bank on either side. The width of the corridor is based upon whether the stream is designated as a Category One or Category Two. Category One streams have a corridor width of 60 feet in the compact context area and 100 feet in the metro context area. Category Two streams have a corridor width of 25 feet in the compact context area and 50 feet in the metro context area.

Construction projects over one (1) acre are subject to the requirements of the Environmental Protection Agency (EPA) General Permit and Indiana Department of Environmental Management (IDEM) Construction Stormwater General Permit (CSGP).

The vegetative target for the Stream Protection Corridor is a variety of mature, native riparian tree and shrub species that can provide shade, leaf litter, woody debris, and erosion protection to the stream, along with appropriate plantings necessary for effective stream bank stabilization.
The Stream Protection Corridor is defined as:

> "A vegetated area, including trees, shrubs, and herbaceous vegetation, that exists or is established to protect a stream system, lake, or reservoir, and where alteration is strictly limited. Functionally, stream protection corridors provide erosion control, improve water quality (lower sedimentation and contaminant removal) offer flood water storage, provide habitat, and improve aesthetic value."

Stream is defined as "a surface watercourse with a well-defined bed and bank, either natural or artificial that confines and conducts continuous or periodic flowing water."

Stream Bank is defined as "the sloping land that contains the stream channel and the normal flows of the stream."

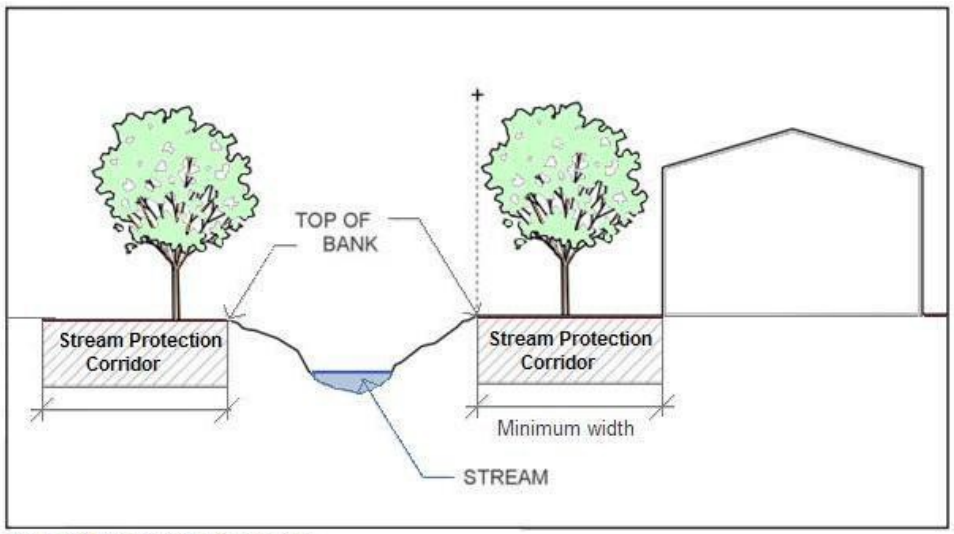
Stream Channel is defined as "part of a watercourse that contains an intermittent or perennial base flow of groundwater origin."

There are two types of categories of Streams: Category One Streams and Category Two Streams. Category One Stream is defined as: "A perennial stream that flows in a well-defined channel throughout most of the year under normal climatic conditions. Some may dry up during drought periods or due to excessive upstream uses. Aquatic organism such as some fish are normally present and easily found in these streams. The Category One Streams are listed in Table 744-205-2: Category One Streams."

A Category Two Stream is defined as: "An intermittent stream that flows in a well-defined channel during wet seasons of the year but not necessarily for the entire year. These streams generally exhibit signs of water velocity sufficient to move soil, material, litter, and fine debris. Aquatic organisms, such as fish, are often difficult to find or not present at all in these streams. These streams are identified on the United States Geological Survey (USGS) topographic maps and on the Department of Natural Resources Conservation Service (NRCS) soils maps."

There are 34 Category One streams listed in the Ordinance. The stream protection corridor is a strip of land on both sides of the stream whose width varies according to whether it is within the Compact or Metro Context Area and whether it is a Category One or Category Two Stream.

Haverstick Creek lies within the Metro Context Area and is located at the southwest corner of the site. It is designated as a Category Two stream requiring a 50-foot-wide stream protection corridor on both sides of the stream, as measured parallel from the top of the bank. Top of the bank is not defined by the Ordinance, other than by Diagram UU, Stream Protection Corridor Cross-section, as shown below.



Stream Protection Corridor

Planning Analysis

As proposed, this request would not be consistent with the Comprehensive Plan recommendation of suburban neighborhood. However, staff supports this request and finds that the C-1 district would have minimal impact on the surrounding land uses, including the nature preserve. Furthermore, this request would offer protection of the adjacent wooded area and creek to the west from future development and more intense commercial encroachment.

GENERAL INFORMATION

Existing Zoning	D-A	
Existing Land Use	Undeveloped land	
Comprehensive Plan	Suburban Neighborhood	
Surrounding Context	**Zoning**	**Land Use**
North:	D-A	Single-family dwelling
South:	SU-2	Educational Uses
East:	D-A	Single-family dwellings
West:	D-A	Undeveloped land
Thoroughfare Plan		
East 86th Street	Primary Arterial	Existing 92-foot right-of-way and proposed 102-foot right-of-way.
El Rico Drive	Local Street	Existing 48-foot right-of-way and proposed 50-foot right-of-way

Context Area	Metro
Floodway / Floodway Fringe	Yes, Haverstick Creek
Overlay	Yes – Residential Corridor Reserve and Environmentally Sensitive
Wellfield Protection Area	No
Site Plan	July 27, 2026
Site Plan (Amended)	August 28, 2026
Elevations	August 28, 2026
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 Suburban Neighborhood typology. “The Suburban Neighborhood typology is predominantly made up of single-family housing but is interspersed with attached and multifamily housing where appropriate. This typology should be supported by a variety of neighborhood-serving businesses, institutions, and amenities. Natural Corridors and natural features such as stream corridors, wetlands, and woodlands should be treated as focal points or organizing systems for development. Streets should be well-connected, and amenities should be treated as landmarks that enhance navigability of the development. This typology generally has a residential density of 1 to 5 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 –Suburban 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.
- Hydrological patterns should be preserved wherever possible.
- Curvilinear streets should be used with discretion and should maintain the same general direction.
- In master-planned developments, block lengths of less than 500 feet, or pedestrian cut-throughs for longer blocks, are encouraged.

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 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.

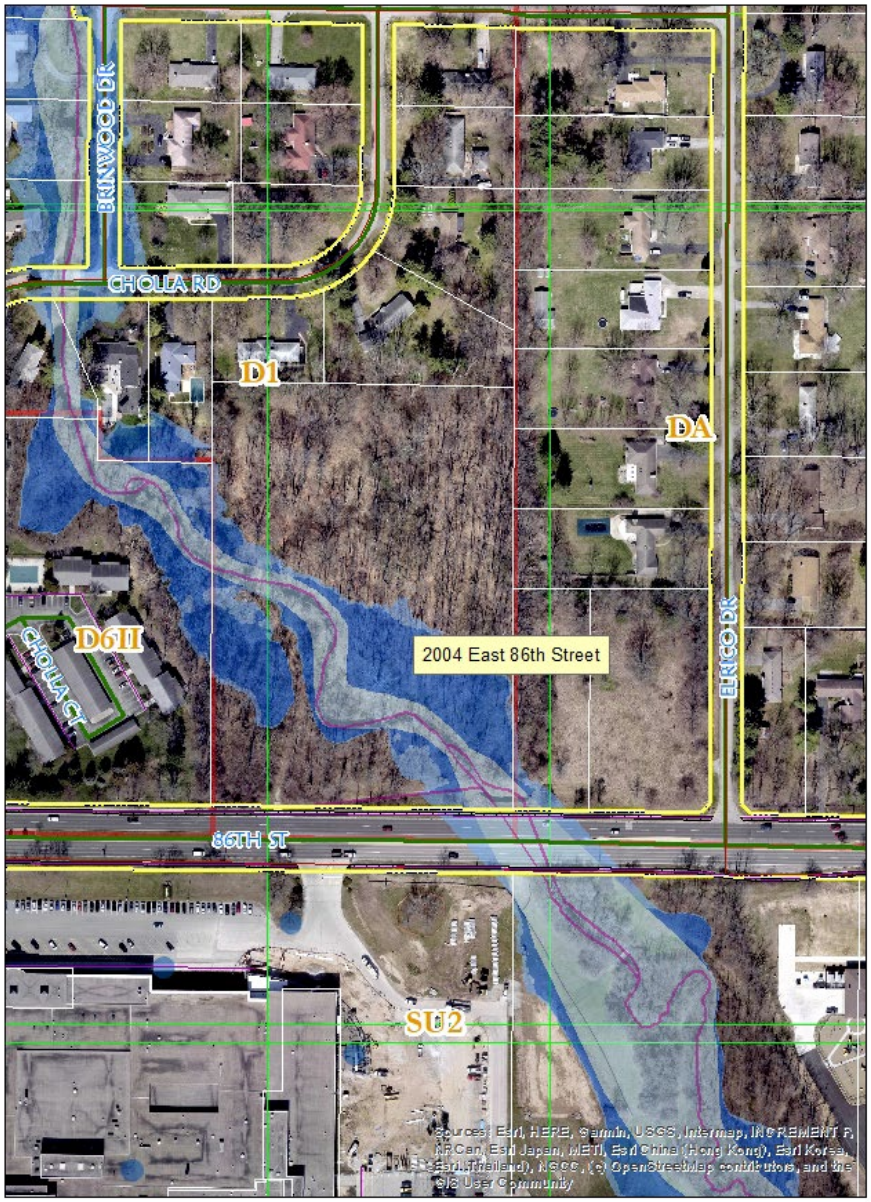
ZONING HISTORY

98-Z-22; 2004 East 86th Street, requested the rezoning of 4.0 acres from the D-A district to the D-P classification to provide for an assisted living community, consisting of 82 assisted living units and 24 special care units, as well as related dining, recreational and administrative facilities, **withdrawn.**

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Division of Planning
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EXHIBITS



2004 East 86th Street

N

0 0.010.02 0.04 0.06 0.08 Miles

EXHIBIT A

Heritage Tree Conservation

Removal of any Heritage Tree is prohibited unless any of the following determinations are made before removal:

1. The Administrator or the city's Urban Forester determines that the tree is dead, significantly and terminally diseased, a threat to public health or safety, or is of an undesirable or nuisance species.
2. The Director of the Department of Public Works determines that the tree interferes with the provision of public services or is a hazard to traffic.
3. The Administrator determines that the location of the tree is preventing development or redevelopment that cannot be physically designed to protect the tree.
4. The site from which the tree is removed is zoned D-A and the tree is harvested as timber or similar forestry products.

Table 744-503-3: Replacement Trees

Size of tree removed or dead (inches)	Number of Trees to be planted to replace a Heritage Tree	Number of Trees to be planted to replace an existing tree
Over 36 DBH	15	10
25.5 to 36 DBH	11	8
13 to 25 DBH	8	6
10.5 to 12.5 DBH	6	4
8.5 to 10 DBH	5	4
6.5 to 8	3	2
4 to 6	2	2
2.5 to 3.5	1	1

CREEK PRESERVATION

The broader Nora area was historically described as a wooded and swampy landscape associated with the White River and tributary creeks. Historic Indianapolis describes the pre-settlement landscape as forested and wet, with Native peoples using the river and tributary waterways for hunting and farming.

NORA NEIGHBORHOOD HISTORY

In 1871, Peter Lawson established the Nora post office/ general-store center near today's Westfield Boulevard and 86th Street. The community grew, building a small community.

The community continued to grow into a transportation stop in 1883 due to the arrival of the Monon Railroad, but remained classified as rural into the 1900s.

Following postwar development after the 1950's, the Nora landscape has transformed from wooded and creek-based landscapes to an automobile-oriented suburban community.

SOURCES

https://historicindianapolis.com/what-exactly-is-nora/

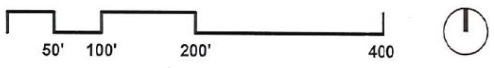
https://www.monon.org/bygone_site/bygone/indy.php

https://indyencyclopedia.org/nora/

SITE CONNECTIONS







CONCEPTUAL SITE PLAN

8/10/26 UPDATED PLAN, IMPLEMENTED CIVIL INSIGHTS

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CONCEPTUAL MASSING STUDY

HOW CAN AN OFFICE BUILDING INTEGRATE INTO AN ESTALISHED NEIGHBORHOOD?

01 Indoor / Outdoor Relation

02 Vestibule Entry

03 Office Spaces
(12,000 SF TOTAL)

04 Fenced-in Maintenance

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PERSPECTIVE FROM ELRICO DRIVE
CONCEPTUAL DESIGN

DEVELOPMENT PLANNING | 8026-074 E 86TH STREET DEVELOPMENT 08.10.2026 | 3

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View looking west along East 86th Street



View looking east along East 86th Street



View looking north along El Rico Drive



View looking south along El Rico Drive





View of site looking west across El Rico Drive



View from site looking southeast across intersection



View of site looking northwest across El Rico Drive



View of site looking northwest across East 86th Street from property to the south



View of site looking north across East 86th Street from property to the south