



Metropolitan Development Commission (December 3, 2025) Meeting Notice

Meeting Details

Notice is hereby given that the Metropolitan Development Commission of Indianapolis-Marion County, IN, will hold public hearings on:

Date: Wednesday, December 03, 2025 **Time:** 1:00 PM

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

Business:

Adoption of Meeting Minutes: 11-19-2025 Minutes

Special Requests

Policy Resolutions:

REAL ESTATE:

1. 2025-R-052

Authorizes the Department of Metropolitan Development to dispose of real property through its Vacant to Vibrant land bank program.

BOND BANK:

2. 2025-BB-002

Authorizes the expenditure of unobligated funds on deposit in the respective Allocation Funds in the total estimated amount of \$38,759.50 but not to exceed \$39,000.00, to reimburse the Bond Bank for prior expenditures incurred by the Bond Bank, acting for and on behalf of the City, for certain costs and expenses described in Exhibit A (collectively, the "Prior Projects") that are related to local public improvements which are physically located in or physically connected to the respective Allocation Areas, pursuant to Section 26(b)(3)(G) of the Redevelopment Act.

Zoning Petitions:

PETITIONS OF NO APPEAL (RECOMMENDED FOR APPROVAL):

3. 2025-APP-010 | 7331 West 34th Street

Wayne Township, Council District #11
PK-2
Antonio Palmero, by Brianna Cushman

Park District Two Approval to provide for a detached single-family dwelling.

4. 2025-APP-013 | 5425 Reed Road

Pike Township, Council District #5

PK-1

City of Indianapolis, Department of Parks and Recreation, by Henry Woodburn

Park District One Approval to provide for a concessions and comfort building.

5. 2025-APP-014 | 2010 West 86th Street

Washington Township, Council District #1

HD-2

2020 West 86th Street, LLC, by Katie Rarick

Hospital District Two Approval to provide for one freestanding sign and three building signs on existing buildings.

6. 2025-MOD-021 | 1010 East 86th Street, and 8685 and 8699 North Guilford Avenue

Washington Township, Council District #2

D-P

TM Crowley and Associates, LLC, by Joseph D. Calderon

Modification of Development Statement related to 2024-ZON-055 to provide for additional surface parking areas, commercial space, a reduction of residential units and elimination of a parking garage (previous development statement limited surface parking to 20 spaces, commercial space was limited to the proposed mixed-use building, proposed up to 473 dwelling units, and provided for a 686-space parking garage).

7. 2025-ZON-097 | 2705 and 2715 North Post Road

Warren Township, Council District #15

Marco A. Garcia

Rezoning of 0.99-acre from the D-4 and C-3 districts to the SU-1 district for religious uses.

8. 2025-ZON-102 (Amended) | 2802 Merchants Drive and 2802 Lafayette Road

Wayne Township, Council District #11

Timberland Home Center, by David Gilman

Rezoning of 13.05 acres from the C-4 (FF) (FW) district to the C-7 (FF) (FW) district to provide for heavy commercial uses.

9. 2025-ZON-111 | 11207 East Washington Street

Warren Township, Council District #20

Indianapolis Public Transportation Corporation d/b/a IndyGo, by Brian J. Tuohy

Rezoning of 1.433 acres from the D-5 (TOD) district to the SU-9 (TOD) district to provide for supportive uses for a proposed IndyGo transit center.

10. 2025-ZON-115 | 700 West 16th Street and 1302 Fall Creek Parkway East Drive

Center Township, Council District #12

City of Indianapolis Department of Parks & Recreation, by Henry Woodburn

Rezoning of 62.05 acres from the D-8, PK-1, CBD-S and C-4 (FW) (FF) (W-1) (W-5) (RC) Districts, to the PK-1 (FW) (FF) and (W-1) (W-5) (RC) classifications to provide for public park uses.

Petitions for Public Hearing

PETITIONS FOR PUBLIC HEARING:

11. COMPANION PETITIONS RECOMMENDED FOR DENIAL BY HEARING EXAMINER, APPEAL FILED BY PETITIONER:

2025-CPL-825 | 2025-CVR-825 (Amended) | 7140 and 7142 East Washington Street

Warren Township, Council District #14

C-4 (TOD)

Fieldstone Financial, LLC, by Joseph D. Calderon

Approval of a Subdivision Plat to be known as Wawa Shortridge Primary Plat, subdividing 9.4 acres into three lots.

Variance of Development Standards of the Consolidated Zoning and Subdivision Ordinance to provide for the construction of an automobile fueling station, with a parking area behind the front building line encompassing 88.1 percent of the lot width (maximum 40 percent lot width for parking permitted behind front building line), with deficient first-floor transparency (40 percent required).

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.

METROPOLITAN DEVELOPMENT COMMISSION (MDC)

MEMBER ROSTER

Commissioner	Appointing Authority	Term
John J. Dillon III (President)	Mayor	01/01/2025 – 12/31/2025
Megan Garver (Vice-President)	Mayor	01/01/2025 – 12/31/2025
Brian P. Murphy (Secretary)	Mayor	01/01/2025 – 12/31/2025
Bruce Schumacher (Acting Secretary)	Mayor	01/01/2025 – 12/31/2025
Brandon Herget	City-County Council	02/03/2025 – 02/03/2026
Brent Lyle	City-County Council	12/02/2025 – 12/02/2026
Daniel Moriarty	City-County Council	08/11/2025 – 08/11/2026
Brigid Robinson	Mayor	01/01/2025 – 12/31/2025
Gregg West	City-County Council	05/05/2025 – 05/25/2026

This meeting can be viewed live at [indy.gov: Channel 16 Live Web Stream](https://www.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](https://www.indy.gov/Watch-Previously-Recorded-Programs).

Multiple Properties
 Vacant to Vibrant Real Estate Conveyance
 Multiple Transferees

**METROPOLITAN DEVELOPMENT COMMISSION
 OF
 MARION COUNTY, INDIANA
 Resolution No. 2025-R-052**

WHEREAS, The City of Indianapolis ("City"), Department of Metropolitan Development ("DMD"), is engaging in disposition and redevelopment activities within the Marion County Redevelopment District in Marion County, Indiana ("Redevelopment District"); and

WHEREAS, pursuant to I.C. 36-7-15.1-6, the Metropolitan Development Commission ("MDC") is charged with the responsibility of promoting the use of land in the manner that best serves the interest of the City and its inhabitants, both from the standpoint of human needs and economic values; and

WHEREAS, the MDC has acquired real property listed on the attached Exhibit A located in the Redevelopment District, in multiple areas of the City ("Property"); and

WHEREAS, in accordance with IC 36-7-15.1-7, the MDC may hold, use, sell, exchange, lease, rent, invest in, or otherwise dispose of, through any combination of methods, property acquired for use in the redevelopment of areas needing redevelopment on the terms and conditions that the MDC considers best for the City and its inhabitants; and

WHEREAS, DMD desires to convey title or an option to purchase title to the Property to Transferees listed in Exhibit A for the sale prices listed in Exhibit A in consideration of and subject to the terms of a Project Agreement ("Agreement") to carry out the development proposal as presented to and approved by Vacant to Vibrant Review Committee for the purpose of providing development that will best serve the interest of the City.

NOW, THEREFORE, BE IT RESOLVED THAT:

1. The Metropolitan Development Commission hereby authorizes the DMD to convey title or an option to purchase title of the Property to Transferees listed in Exhibit A, subject to the terms of the Agreement as described and for the sale listed in Exhibit A.
2. The DMD Director is hereby authorized to execute the necessary documents, with such terms and provisions as may be deemed necessary or appropriate, including without limitation, commitments to be made by Transferees listed in Exhibit A in the Agreement to best accomplish the objectives set forth herein and all actions heretofore taken by any such official toward the completion thereof are hereby ratified, confirmed and approved, for the conveyance of said Property in accordance with this Resolution.

Approved as to Adequacy & Legal Form

Metropolitan Development Commission

Sheila Kinney

 Sheila Kinney, Asst. Corp Counsel
 Date: 11/18/2025

 John J. Dillon III, President
 Date: _____

Multiple Properties
Vacant to Vibrant Real Estate Conveyance
Multiple Transferees

Exhibit A

Address	Parcel Number	Transferee	Sale Program	Sale Price
6207 Windsor Dr	7016354	Kourtney Moncrief	Homestead	\$32,000
6268 E 25 th St	7015665	Paolo Kallimanis	Standard Sale	\$38,000
2422 N Gale St	1009822	Monica Hampton	Standard Sale	\$21,000
2258 Hovey St	1087878	Keyon Johnson	Standard Sale	\$20,000
2657 Burton Ave	1046937	Dejuan Howard – Premeer Investment Group	Standard Sale	\$14,000
1715 Roosevelt Ave	1035799	Andrew Walker II – Cours Holdings LLC	Standard Sale	\$31,000

RESOLUTION NO. 2025-BB-002**RESOLUTION OF THE METROPOLITAN DEVELOPMENT COMMISSION
OF MARION COUNTY, INDIANA, AUTHORIZING REIMBURSEMENTS TO THE
INDIANAPOLIS LOCAL PUBLIC IMPROVEMENT BOND BANK OUT OF CERTAIN
TAX INCREMENT FINANCE ALLOCATION FUNDS**

WHEREAS, the Metropolitan Development Commission of Marion County, Indiana (the “Commission”) serves as the Redevelopment Commission of the City of Indianapolis, Indiana (the “City”) under IC 36-7-15.1 (the “Redevelopment Act”);

WHEREAS, in that capacity, the Commission serves as the governing body of the City of Indianapolis Redevelopment District (the “District”); and

WHEREAS, the Redevelopment Act permits the Commission to create allocation areas in the District for the purposes of capturing and allocating property taxes commonly known as tax increment finance revenues (“TIF Revenues”); and

WHEREAS, the Commission has previously established certain redevelopment project areas and/or economic development areas which are identified on Exhibit A attached hereto (collectively, the “Areas”), has designated all or a portion of the Areas as separate allocation areas under the Redevelopment Act (collectively, the “Allocation Areas”) for purposes of capturing TIF Revenues, has created separate allocation funds (collectively, the “Allocation Funds”) for the respective Allocation Areas into which the TIF Revenues are deposited, and has approved separate redevelopment and/or economic development plans for the respective Areas (collectively, the “Plans”); and

WHEREAS, the Commission now desires to authorize the use of unobligated funds from the respective Allocation Funds to reimburse The Indianapolis Local Public Improvement Bond Bank (the “Bond Bank”) for prior expenditures incurred by the Bond Bank, acting for and on behalf of the City, for certain costs and expenses that are related to local public improvements physically located in or physically connected to the respective Allocation Areas, as permitted by Section 26(b)(3)(G) of the Redevelopment Act.

NOW, THEREFORE, BE IT RESOLVED by the Metropolitan Development Commission of Marion County, Indiana, acting as the Redevelopment Commission of the City of Indianapolis, Indiana, as follows:

1. The Commission hereby authorizes the expenditure of unobligated funds on deposit in the respective Allocation Funds in the total estimated amount of \$38,759.50 but not to exceed \$39,000.00, to reimburse the Bond Bank for prior expenditures incurred by the Bond Bank, acting for and on behalf of the City, for certain costs and expenses described in Exhibit A (collectively, the “Prior Projects”) that are related to local public improvements which are physically located in or physically connected to the respective Allocation Areas, pursuant to Section 26(b)(3)(G) of the Redevelopment Act. The Commission hereby finds and determines that the Bond Bank’s

advancement of funds, for and on behalf of the City, for the Prior Projects has furthered the objectives of the respective Plans for each of the respective Areas.

2. The City Controller is hereby authorized to disburse the moneys from the respective Allocation Funds for the reimbursements of the Prior Projects authorized above and more particularly described on Exhibit A hereto. The Mayor and City Controller of the City, the officers of the Commission, and the Director of the Department of Metropolitan Development, are hereby authorized and directed to take such further actions and execute such documents as they deem necessary or advisable to effectuate the authorizations set forth in this Resolution.

3. This Resolution shall take effect immediately upon adoption by the Commission.

ADOPTED AND APPROVED at a meeting of the Metropolitan Development Commission of Marion County, Indiana, held on December 3, 2025, at the City-County Building, 2nd floor, Public Assembly Room (Room 230), Indianapolis, Indiana.

METROPOLITAN DEVELOPMENT
COMMISSION OF MARION COUNTY,
INDIANA, acting as the Redevelopment
Commission of the City of Indianapolis, Indiana

John J. Dillon III, President

Approved as to the availability of funding:

Abigail Hanson
Abigail Hanson, City Controller

Approved as to form and legality:

Ethan Hudson, Office of Corporation Counsel

Exhibit A**DESCRIPTION OF THE PRIOR PROJECTS**

TIF Area Name	Amount	Expense Explanation
Near Eastside HOTIF	\$10,925.00	Financial Advisor Fee
Near Eastside HOTIF	\$27,834.50	Legal Fee
Total	\$ 38,759.50	

METROPOLITAN DEVELOPMENT COMMISSION

December 3, 2025

Case Number: 2025-CPL-825 / 2025-CVR-825 (Amended)

Property Address: 7140 and 7142 East Washington Street (approximate addresses)

Location: Warren Township, Council District #14

Petitioner: Fieldstone Financial, LLC, by Joseph D. Calderon

Current Zoning: C-4 (TOD)

Request: Approval of a Subdivision Plat to be known as Wawa Shortridge Primary Plat, subdividing 9.4 acres into three lots.

Variance of Development Standards of the Consolidated Zoning and Subdivision Ordinance to provide for the construction of an automobile fueling station, with a parking area behind the front building line encompassing 88.1 percent of the lot width (maximum 40 percent lot width for parking permitted behind front building line), with deficient first floor transparency (40 percent required).

Current Land Use: Commercial

Staff Recommendations: **Denial**

Staff Reviewer: Desire Irakoze, Principal Planner II

PETITION HISTORY

ADDENDUM FOR NOVEMBER 19, 2025 METROPOLITAN DEVELOPMENT COMMISSION

This petition was continued from the November 19, 2025 hearing to the December 3rd, 2025 hearing at the request of the petitioner's representative. The request has been updated to reflect the current site plan that required two (2) Development Standards Variances.

Staff continues to recommend **denial** of this request.

ADDENDUM FOR NOVEMBER 19, 2025 METROPOLITAN DEVELOPMENT COMMISSION

This petition was heard by the Hearing Examiner on October 23, 2025 hearing. After a full hearing, the Hearing Examiner recommended denial of the request. Subsequently, the petitioner filed an appeal of the Hearing Examiner's decision. A memorandum of her recommendation is attached.

An updated site plan, dated October 20, 2025, has been submitted. The revised plan includes an internal sidewalk connection and the removal of asphalt within the front yard to provide additional greenspace. This update eliminates Variance Request #2, related to parking area placement in front of the Front Building Line (FBL). However, staff recommends that a commitment be included with plat approval to ensure that parking is not reintroduced within that area in future development phases.

Despite these modifications, the updated site plan remains inconsistent with several provisions of the TOD Overlay and the C-4 Commercial District development standards.

Therefore, staff continues to recommend **denial** of this request.

ADDENDUM FOR OCTOBER 23, 2025 HEARING EXAMINER

The Hearing Examiner continued these petitions from the September 11, 2025 hearing to the October 23, 2025 hearing at the joint request of staff and the petitioner's representative to address concerns regarding the plat portion of the request. To date, no new information has been submitted.

Staff continues to strongly recommend denial of both the variance and plat requests.

For additional context, please refer to the Gas Stations Within a 2-mile radius and Blue Line TOD exhibits. Within a two-mile radius of the proposed site, there are 28 existing gas stations, with an average of 4.7 pumps and 9.4 parking spaces. The current proposal for six pumps and twelve parking spaces would exceed the typical intensity of similar facilities in the surrounding area and is inconsistent with the development objectives of the Blue Line TOD Overlay.

ADDENDUM FOR SEPTEMBER 11, 2025 HEARING EXAMINER

The Hearing Examiner continued these petitions from the August 14, 2025 hearing to the September 11, 2025 hearing at the joint request of staff and the petitioner's representative to address concerns regarding the plat portion of the request. To date, no new information has been submitted.

The petitioner has indicated that additional time is needed and is requesting a continuance from the September 11, 2025 hearing to the October 23, 2025 hearing.

Staff notes that this will be the final continuance it will support.

ADDENDUM FOR AUGUST 14, 2025 HEARING EXAMINER

The Hearing Examiner continued these petitions from the July 24, 2025 hearing to the August 14, 2025 Hearing at the joint request of staff and the petitioner's representative to allow additional discussion and submission of updated materials for further discussions. On July 28, 2025, the petitioner provided revised building elevations indicating increase glazing area.

While transparency ratios improved, staff noted that much of the additional glazing is spandrel glass, which is opaque and does not count toward the transparency requirements. Staff recommends a commitment regarding that all glazing materials used meet the definition of transparency as outlined in the Zoning Ordinance.

The updated site plan also remains noncompliant with multiple development standards of the C-4 Zoning District, the Transit Oriented Development (TOD) Overlay, and the Blue Line Transit-Oriented Development Strategic Plan.

The site plan has been updated to show connections to from the building rest of the integrated commercial center.

Staff continues to strongly recommend denial of these petitions.

ADDENDUM FOR JULY 24, 2025 HEARING EXAMINER

The Hearing Examiner continued these petitions from the June 12, 2025 hearing, to the July 24, 2025 hearing, at the request of staff and the petitioner's representative for further discussions, provide new notice and submit updated documents.

An additional site plan was submitted on July 15, 2025, reflecting the following modifications:

- The site plan shows a reduction in the number of pump islands/service areas and associated landscaping, from 16 to 12. However, this remains in excess of the eight (8) pump islands permitted under the Transit Oriented Development (TOD) Overlay regulations.
- The petitioner has withdrawn the variance request related to the Front Building line encompassing 37.1 percent of the lot width (where 60 percent is required).

Despite these revisions, the proposed plan continues to fall significantly short of compliance with both the C-4 District development standards and the TOD Secondary Overlay requirements.

Staff continues to strongly recommend denial of these petitions.

June 12, 2025 Hearing Examiner

This is the first public hearing on these petitions.

STAFF RECOMMENDATION

Staff strongly **recommends denial** of the request.

Should the Hearing Examiner approve and find that the plat, file dated April 11, 2025, complies with the standards of the Subdivision regulations, subject to the following conditions:

1. That the applicant provides a bond as required by Section 741-210, of the Consolidated Zoning and Subdivision Ordinance.
2. Subject to the Standards and Specifications of Citizens Energy Group, Sanitation Section. 3.
3. Subject to the Standards and Specifications of the Department of Public Works, Drainage Section.
4. Subject to the Standards and Specifications of the Department of Public Works, Transportation Section.
5. That addresses and street names, as approved by the Department of Metropolitan Development, be affixed to the Final Plat prior to recording.
6. That the Enforcement Covenant (Section 741-701, of the Consolidated Zoning and Subdivision Ordinance) be affixed to the Final Plat prior to recording.
7. That the Site Distance Covenant (Section 741-702, of the Consolidated Zoning and Subdivision Ordinance) be affixed to the Final Plat prior to recording.
8. That the Sanitary Sewer Covenant (Section 741-704, of the Consolidated Zoning and Subdivision Ordinance) be affixed to the Final Plat prior to recording.
9. That the Storm Drainage Covenant (Section 741-703, of the Consolidated Zoning and Subdivision Ordinance) be affixed to the Final Plat prior to recording.
10. That the plat restrictions and covenants, done in accordance with the rezoning commitments, be submitted prior to recording the Final Plat.

11. That all the standards related to Secondary Plat approval listed in Sections 741-207 and 741-208 of the Consolidated Zoning and Subdivision Ordinance be met prior to recording the Final Plat.
12. That the plat shall be recorded within two (2) years after the date of conditional approval by the Hearing Examiner.
13. The greenspace patio located on LOT A, per the site plan, is to ensure that parking is not reintroduced within that area in future development phases.

PETITION OVERVIEW

LAND USE

The 9.4-acre subject site, zoned C-4 (TOD), is developed with a commercial center containing an IU Health clinic, a fitness gym, and other commercial tenants. The petitioner proposes to construct a convenience store and fueling station with six (6) pump islands, and a parking lot located behind the front building line that occupies 88.1% of the lot width (maximum 40% permitted). The proposed building occupies only 37.1% of the lot width along the front building line (60% minimum required) and provides deficient first-floor transparency (40% minimum required).

PLAT

Site Plan

This petition requests the approval of a Subdivision Plat to be known as Wawa Shortridge Primary Plat, subdividing 9.4 acres into three (3) lots.

Streets

No new streets are proposed.

Waivers

None requested.

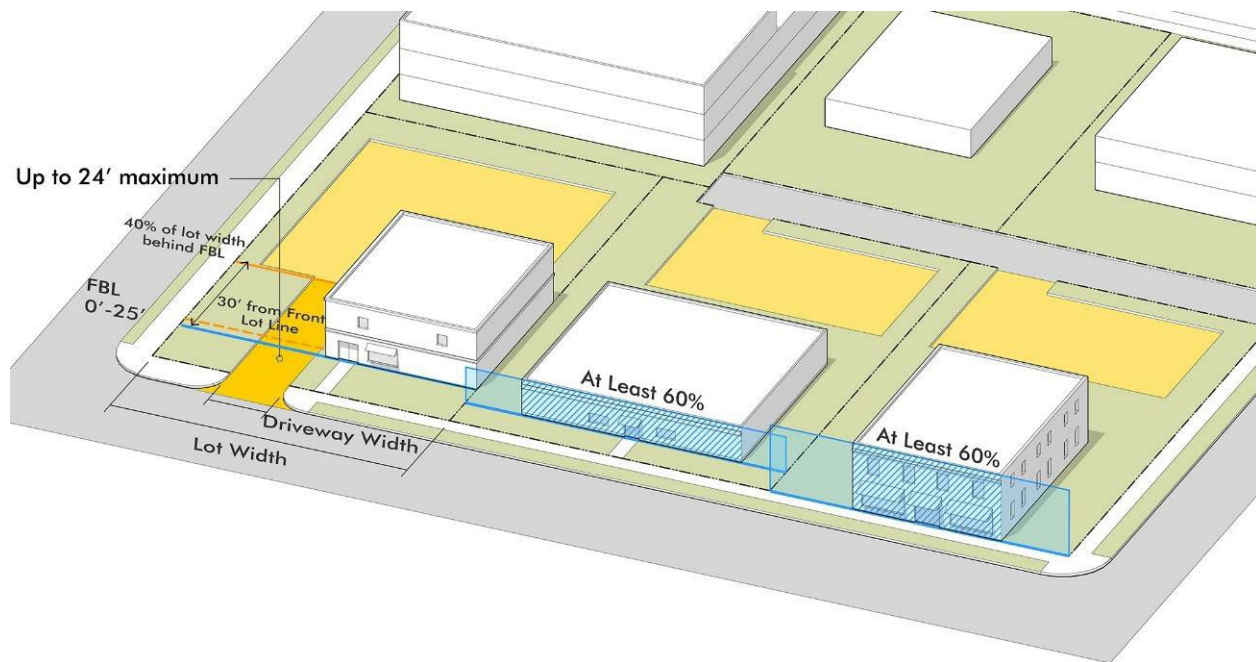
VARIANCE OF DEVELOPMENT STANDARDS

Private Frontage Types. The design of private frontages on lots establishes the relationship of buildings and lots to the streetscape. Coordinating the quality and character of the streetscape, the placement of the building, and the details of building design creates better relationships. The private frontage design standards in Table 744-702-2 coordinate the access, building location and building design on a block-by-block basis to create a consistent frontage along the block.

TABLE 744-702-3: PRIVATE FRONTAGE DESIGN STANDARDS	
FRONTAGE TYPE FRONTAGE ELEMENT	CONNECTOR
FRONTAGE DESIGN	
Surface Parking Limits	25' setback; AND 40% maximum of lot width behind FBL
Landscape [See Section 744, Article V. for standards and specifications.]	1 street tree per 35' of frontage
BUILDING PLACEMENT & FORM	
Front Building Line (FBL)	0' – 25'
Required FBL (minimum)	60%
BUILDING SCALE & DESIGN	
First Story Transparency	40% - 90%
Upper Story Transparency	15% - 40%

Variance Request # 1

Parking Area Covering 88.1% of Lot Width Behind Front Building Line



1Figure 744.701.05 Connector: Frontage Design & Building Placement & Form

This variance concerns the Commercial Frontage design standards that surface parking behind the front building line may occupy no more than 40% of the entire lot width. The petitioner's site plan shows parking covering 88.1%, more than double the permitted amount.

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

The petitioner argues for compliance based on 144 lot width along Washington Street, However, the Zoning Ordinance defines the front building line for measuring parking width as: “the actual linear which the front of the building is established, extending across the entire lot.”

Lot B’s entire lot width is 234 feet. The building is 92 feet (39%), where the criteria is 60% and parking no more 40% of the lot width. The petitioner instead proposes the Inverse.

Findings of Fact- Practical Difficulty

Under Criterion #3, practical difficulty must arise from unique site conditions not of the petitioner’s making. In this case, the difficulty stems solely from a site plan designed in conflict with the Commercial Frontage design standards.

Feasible remedies exist, including:

1. Revising the plat to reduce LOT B’s width to match the proposed building footprint; or
2. Increasing the building width to appropriately occupy the lot frontage.

Both are reasonable given the site’s area and configuration. No unique conditions necessitate the excessive parking coverage. The request reflects design preference rather than practical difficulty.

Staff Recommendation: **Denial** of Variance Request #1. Staff encourages revising the plat and/or building footprint to comply with the current Ordinance standards.

Variance request #4 Deficient First-Floor Transparency

Transparency measures visibility through windows and doors between interior and exterior activity areas. The Ordinance requires 40% minimum transparency on all ground-floor façades within 3–8 feet above grade.

Because the site lies within both C-4 and the TOD Secondary District, both transparency standards apply. Any façade with a public entrance or within 50 feet of an arterial must meet the 40% minimum.

Staff Transparency Calculations.

Elevation	Required	Transparent Glazing	% Provided
Front	40%	113 sq ft	25%
Rear	40%	35 sq ft	8%
Left	40%	81 sq ft	23%
Right	40%	0 sq ft	0%

The final variance request seeks relief from the Ordinance requirement that at least 40 percent of the wall surface area on all public-facing building facades between 3-8 feet above grade be composed of

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

transparent glazing. This standard is intended to ensure active, engaging frontages that support pedestrian interaction, safety, and visual interest along transit corridors.

As the subject property is located within both the C-4 zoning district and the Transit Oriented Development (TOD) Secondary District, both sets of standards apply. Specifically, the C-4 District Dimensional Standards require that any façade with a public pedestrian entrance, as well as any façade within 50 feet of an arterial street, maintain a minimum of 40 percent transparency within the defined area. In this case, both the northern and southern facades of the proposed building are affected by this standard.

The submitted building elevations indicate substantial non-compliance. The proposed design provides transparency ratios as low as 0 percent (right elevation) and 8 percent (rear elevation), with the front elevation providing only 25 percent transparent glazing—far below the required minimum. Furthermore, much of the glazing depicted on the elevations is spandrel glass. The petitioner aims to use spandrel glazing has an opaque surface that doesn't let anyone see through the glass, there for neither meeting the criteria nor intent of the transparency.

The petitioner has offered no compelling justification for retaining such a low level of transparency, and staff finds that allowing this variance would directly contradict the TOD Overlay's pedestrian-oriented design objectives. Accordingly, staff **recommends denial** of this variance request and advises the petitioner to revise the building elevations to meet the transparency requirements outlined in both the TOD Overlay and the C-4 district standards.

STAFF ANALYSIS

The intent of the Transit Oriented Development (TOD) Secondary District is to coordinate more compact, walkable and urban development patterns with public investment in the transit system. These development patterns ensure that walking and biking are viable options for short trips and transit is a priority for longer trips. This district follows the policies and principles of the comprehensive plan, the transit-oriented development strategic plans, and the Livability Principles in this code, and has the following specific design objectives:

1. Place a wide range of housing types within walking distance of commercial centers and transit stops or stations, and at a critical mass that supports these places.
2. Create connections through many different modes of transportation between neighborhoods and places for commercial services and employment.
3. Provide a concentration of many different and small-scale uses with a fine-grained pattern that integrates and transitions well with the neighborhoods they support.
4. Ensure human-scale design that prioritizes relationships of sites and buildings to the streetscapes.

The Transit Oriented Development Secondary District aims to reduce or limit auto-related businesses along transit lines through design standards that assert pedestrian-oriented scale rather than autocentric configuration. Allowing a fueling station of this scale—along with the extensive deviations from design standards—runs counter to the very principles the overlay seeks to uphold. The development pattern in

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

this corridor is evolving. This site has the opportunity to contribute positively to that evolution. Automobile Fueling Station are not prohibited outside 600' from a BRT stop, however, certain design standards are required to further eliminate the regression towards site design that doesn't prioritize humans over cars.

Further, Staff does not believe there to be any practical difficulty for needing the requested variances. The subject site contains sufficient lot frontage and does not contain any significant obstructions or natural difficulties that impact the manner in which it can be developed.

Staff has continually encouraged the petitioner to submit a revised site plan that aligns with TOD principles and ordinance requirements to promote better land use compatibility, pedestrian orientation, and long-term neighborhood vitality.

GENERAL INFORMATION

Existing Zoning	C-4 (TOD)	
Existing Land Use	Commercial (Parking Lot)	
Comprehensive Plan	Office/Industrial Mixed-Use	
Surrounding Context	<u>Zoning</u>	<u>Land Use</u>
North:	C-S	Commercial (Auto-Repair)
South:	C-5/ SU-9	Auto-Dealer / State Government Offices
East:	C-4	Commercial
West:	ROW	Highway Interchange
Thoroughfare Plan		
East Washington Street	Primary Arterial	120 feet of right-of-way existing and 102 feet proposed
North Shortridge Road	Local Street	74 feet of right-of-way existing and 48 feet proposed
Context Area	Compact	
Floodway / Floodway Fringe	No	
Overlay	Yes -TOD	
Wellfield Protection Area	No	
Site Plan	April 29, 2025	
Site Plan (Amended)	July 15, 2025	
Elevations	April 29, 2025	
Elevations (Amended)	July 28, 2025	
Landscape Plan	October 10, 2025	
Findings of Fact	April 29, 2025	
Findings of Fact (Amended)	N/A	
C-S/D-P Statement	N/A	

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

- Marion County Land Use Plan (2019)
- Blue Line Transit-Oriented Development Strategic Plan (2022)
- IndyMoves (2019)

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:
- The Marion County Land Use Plan pattern Book recommends the Office/Industrial Mixed Use working typology for this site.
 - The **Office/Industrial Mixed-Use (Business Park)** typology is intended to provide for light industrial, distribution, and office uses conducted within enclosed structures and unlikely to create emissions of light, odor, noise, or vibrations. The typology is characterized by groups of buildings within office/warehouse parks. Examples of typical uses include warehousing, wholesaling, research and development facilities, testing and evaluation facilities, offices, education resource centers, assembly of high technology products, and conference centers. Industrial or truck traffic should be separated from local/residential traffic in this typology.

Red Line / Blue Line / Purple Line TOD Strategic Plan

- Blue Line Transit-Oriented Development Strategic Plan (2022)
 - The subject site is located approximately 1,000 feet from the Sadlier Drive Blue Line transit station.
 - The Sadlier Drive transit station has been categorized as the community center typology, which is characterized as a dense, mixed-use neighborhood center with minimum 2 stories at the core with no front or side setbacks, and 0–10-foot setbacks at the periphery.

The Blue Line Transit-Oriented Development Strategic Plan TOD recommends Community Center Typology Characteristics

- Community Center
 - A dense mixed-use neighborhood center
 - Minimum of 2 stories at core

- No front or side setbacks at core; 0-10 ft. front setbacks and 0-10 ft. side setbacks at the periphery
- Multi-family housing with a minimum of 3 units
- Structured parking at the core and attractive surface parking at the periphery

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

SITE

2024-DV3-026; 7140 and 7142 East Washington Street (subject site) Variance of Development Standards of the Consolidated Zoning and Subdivision Ordinance to provide for the construction of an automobile fueling station with 16 pump islands/service areas (eight permitted) with a parking area having a minimum 15-foot setback from Washington Street with parking area behind the front building line encompassing 88.1 percent of the lot width (25 feet required, maximum 40 percent lot width for parking permitted behind front building line), with a front building line encompassing 37.1 percent of the lot width (60 percent required) and deficient first floor transparency (40 percent required), **withdrawn**.

83-HOV-44A, 7140 and 7142 East Washington Street (subject site) Variance of Development Standards of the Sign Regulations to allow for the relocation of an integrated-center pole sign containing 678.31 square feet, **granted**.

VICINITY

2022-CZN-804 / 2022-CVR-804; 7150 East Washington Street (northwest of site), Rezoning of 3.57 acre from the C-4 (TOD) districts to the C-S (TOD) districts, **withdrawn**.

2016-DV1-044, 7101 E Washington Street (south of site), Variance of Development Standards of the Consolidated Zoning and Subdivision Ordinance to provide for an approximately 38-foot-tall freestanding pylon sign, within 158 feet of an existing freestanding sign on the 372-foot frontage of East Washington Street (300-foot separation and 600 feet of frontage required for two signs), **granted**.

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

2015-UV3-031, 7410 E Washington Street (east of site), Variance of Use and Development Standards of the Commercial Zoning Ordinance to provide for the expansion of a carwash, with additional vending, change and storage structures and 16 vacuum stations (not permitted), with a five-foot north side transitional yard (20-foot transitional yard required), with said facilities being within 100 feet of a protected district (not permitted), **denied**.

2014-DV3-024, 7 N Shortridge Road (east of site), Variance of Development Standards of the Commercial Zoning Ordinance to provide for a fast-food restaurant, with carry-out and delivery services within approximately 10 feet of a D-3 zoned protected district (fast food restaurants and carryout food service not permitted within 100 feet of a protected district), **granted**.

2013-ZON-026; 401 N Shadeland Avenue (north of site), Rezoning of 37 acres from the C-S District to the C-S classification to provide for a solar power generation in addition to the uses previously approved by 2010-ZON-063, **approved**.

2010-ZON-063, 401 N Shadeland Avenue (north of site), Rezoning of approximately 36 acres from the C-4 District to the C-S classification to provide for a data processing center, C-4 uses, with certain use prohibitions, and public safety uses, including an impound lot, **approved**.

2010-UV2-003; 401 North Shadeland Avenue (north of site), requested a Variance of Use to provide for the parking and storage of automobiles for a three-year period, **granted**.

2006-ZON0-65; 41 N Shadeland Avenue (east of site), Rezoning of .43 acres, being in the D-3 District, to the C-3 classification to provide for neighborhood commercial uses, **approved**

2005-ZON-200; 7206 E Washington Street (east of site), Rezoning of 0.49 acre, being in the C-4 district, to the C-5 Classification to provide for general commercial uses, **approved**.

2004-UV2-028, 41 North Shortridge Road (east of site), Variance of Use to provide for a restaurant with alcoholic beverage sales within an existing building in D-5; **denied**.

97-Z-171; 7101 East Washington Street (south of site), Rezoning of 1.26 acres, being in the C-4 and D-2 Districts, to the C-5 Classification to provide for retail commercial uses including an automobile dealership for new and used vehicles, **approved**.

94-V1-19; 7150 East Washington Street, requested a second integrated center sign with excess area, **granted**.

93-V2-111, 41 North Shortridge Road (east of site), Variance of Use to provide for a grocery store on the first floor of an existing two-story office building in D-5; **approved**.

90-Z-214; 7201 East Washington Street (southeast of site), Request the rezoning of 6.356 acres, being in the C-4 District, to the C-5 classification to provide for the sale of the Automobile parts, and automobile repair, **approved**.



Department of Metropolitan Development
Division of Planning
Current Planning

90-CV-32A; 7201 East Washington Street (southeast of site), Variance of Development Standards of the Commercial Zoning Ordinance to permit the construction of a care center, having a 3-foot transitional yard along the south property line, **granted**.

89-Z-191; 7201 East Washington Street (southeast of site), request the Rezoning of 16.9 acres, being in the D-2 and C-2 Districts, to the C-4 classification to provide for commercial development, **approved**.

89-UV2-96; 7101 East Washington Street (south of site), Request a Variance of Use of the Commercial Zoning Ordinance to permit the continued operation of a portable sales office, with the outdoor display and sales of mini barns and garages, **granted**.

89-Z-27; 350 North Shadeland Avenue, requested a zoning of four acres from the C-2 and C-4 districts to the C-5 district, **approved**.

87-UV3-50, 7206 East Washington Street (east of site), Variance of Development Standards to provide for a fast-food restaurant with a drive-through component located within 100 feet of a protected district; **approved**.

EXHIBITS

MEMORANDUM OF EXAMINER'S DECISION

2025-CPL/CVR-825

7140, 7142 E. Washington St.

The petitions request the subdivision of 9.4 acres into three lots and variances of development standards to provide for the construction of an automobile fueling station with 12 pump islands/service areas (8 permitted), with parking area behind the front building line encompassing more than 40% of lot width, and with deficient first floor transparency on a site that is zoned C-4 (TOD).

Your Hearing Examiner visited the site prior to the hearing and noted that it is a parking lot. It is surrounded by commercial uses, and located along a busy thoroughfare. Your Hearing Examiner also noted that this site is located along the developing route of the Bus Rapid Transit (BRT) Blue Line.

The petitioner's representative described the proposal as a redevelopment of a parking lot that would reduce the existing impervious surface and add a building and landscaping. The site plan was revised several times in an effort to address concerns of staff and remonstrators, and the revisions included reducing the number of pump islands, removing parking from the front yard, meeting the front building setback requirement, adding landscaping, and adding sidewalk/ pedestrian areas. Letters of support were provided by Warren Township Development Association, which also spoke in support, and the State Senator. Letters and petitions of support numbering several hundred were also submitted, although many of the signatures did not include an address.

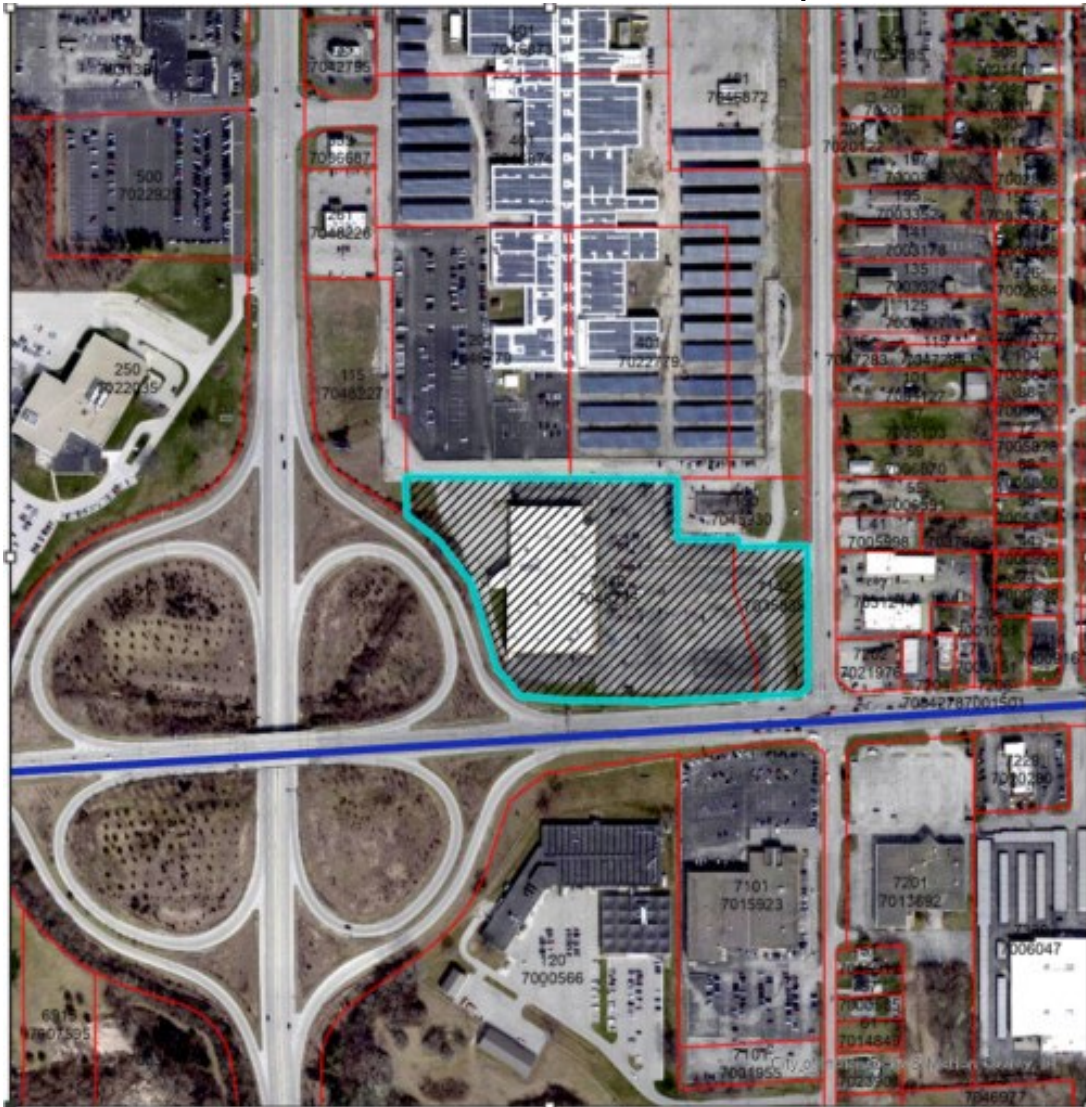
Several remonstrators spoke, including the City-County Councilor for the district. Concerns focused on the proliferation of larger fueling stations in the area, the need for mixed uses, and incompatibility with the BRT Blue Line. Letters of opposition were submitted by the Metropolitan Planning Organization, IndyGo, and Irvington Community Council, as well as by the Councilor. The letters focused on non-compliance with the Transit Oriented Development (TOD) overlay.

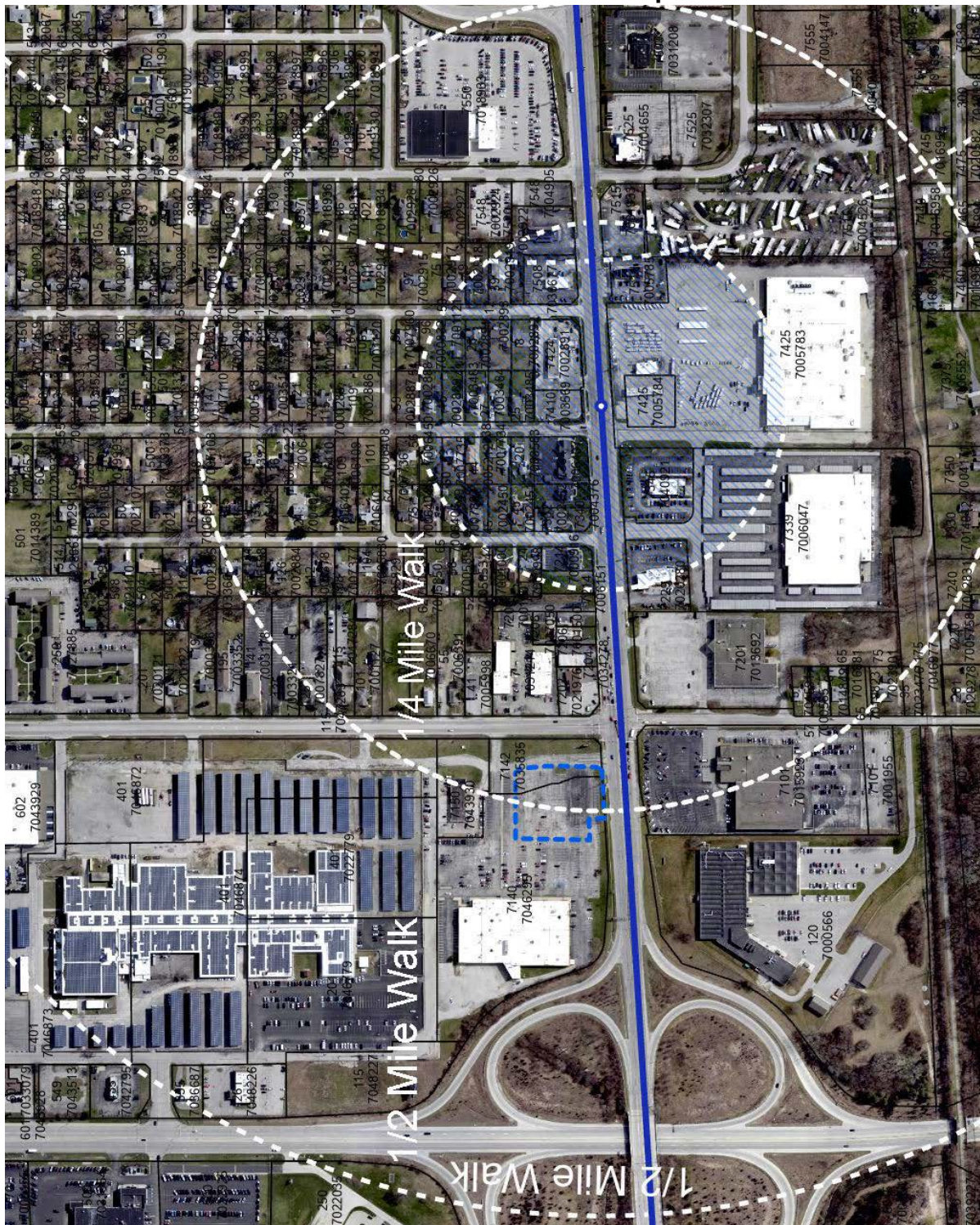
Staff acknowledged changes made to the site plan, and that an automobile fueling station is a permitted use on the site. Although proposed landscaping has increased and proposed transparency has improved, staff opined that the development did not meet the TOD goal of allowing land uses that are walkable and encourage use of mass transit.

In your Hearing Examiner's opinion, redevelopment of the site would be an improvement. Although the petitioner made revisions to the site and landscape plans and the building elevations that, in your Hearing Examiner's opinion, made it a much better development, the standards of the TOD overlay should be met. Denial of these petitions was recommended.

For Metropolitan Development Commission Hearing on November 19, 2025

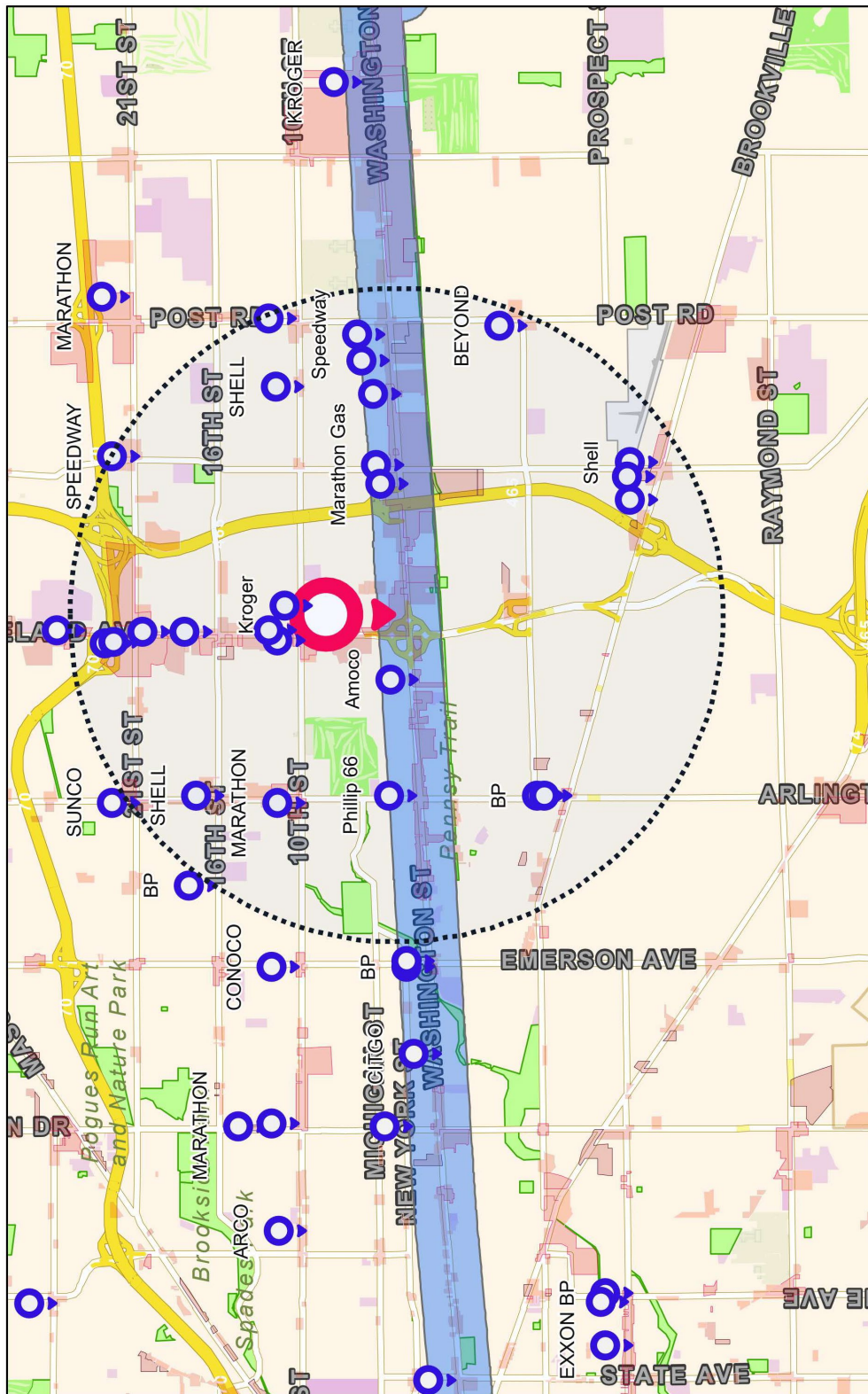
2025-CVR-825/2025-CPL-825 Area Map





Gas Stations in 2 Mile Radius and Blue Line TOD.

Gas Stations





Department of Metropolitan Development
Division of Planning
Current Planning

2025-CVR-825/2025-CPL-825 Finding of Fact

Petition Number 2025-CVR-_____

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 project allows for a development on an unused portion of a commercial parking lot which has safe ingress/egress, and which provides for a building and other improvements which attempt to provide elements desired under the Transit Oriented Development requirements in the Zoning Ordinance

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:

there is adequate vehicular circulation proposed by the development and the investment in redeveloping an unused portion of an existing parking lot will add value to existing adjoining uses, which are all commercial and suburban in nature. The Subject Property is largely surrounded by pavement and with suburban retail, and automotive uses to the west and south. The variances will not interfere with access or visibility to or from the adjoining properties.

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

the use is a permitted use, but has to be oriented to south, in order to meet the front build to line, which restricts available transparency on the south facade, due to interior components on the inside of the south facade. There are parking spaces in excess of 40% of the lot width on the north end of the subject property, but there are parking spaces in the same location today. Finally, the only difference between the proposed fueling stations and the Zoning Ordinance requirements is that the proposed fueling stations are double sided, whereas the Zoning Ordinance would require single sided fueling stations, which would not even necessarily reduce the canopy and fueling station area, and which is neither practical or economically feasible.

DECISION

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

Adopted this _____ day of _____, 20 ____





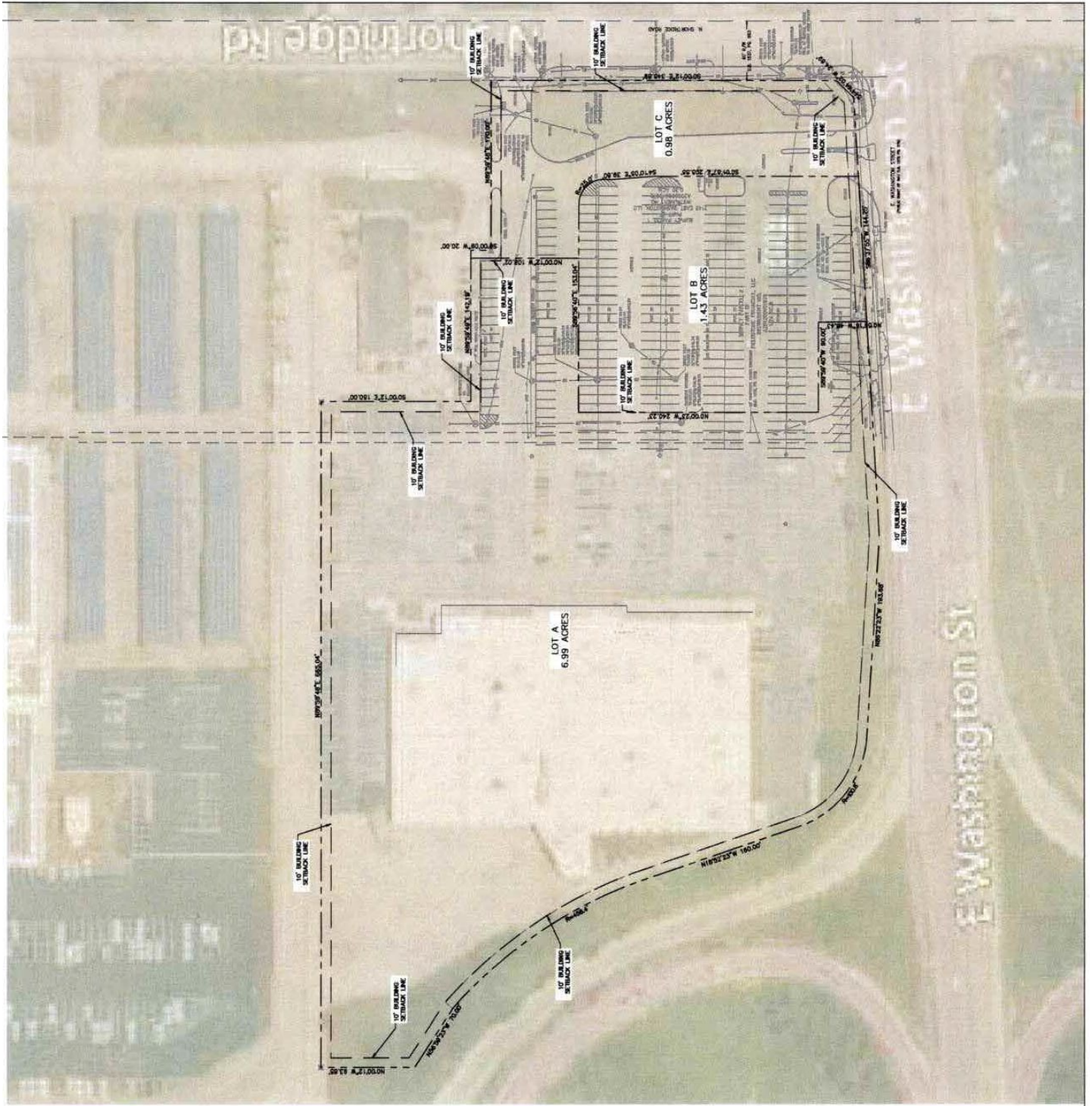
2025-CVR-825/ 2025-CPL-825 Updated Elevations



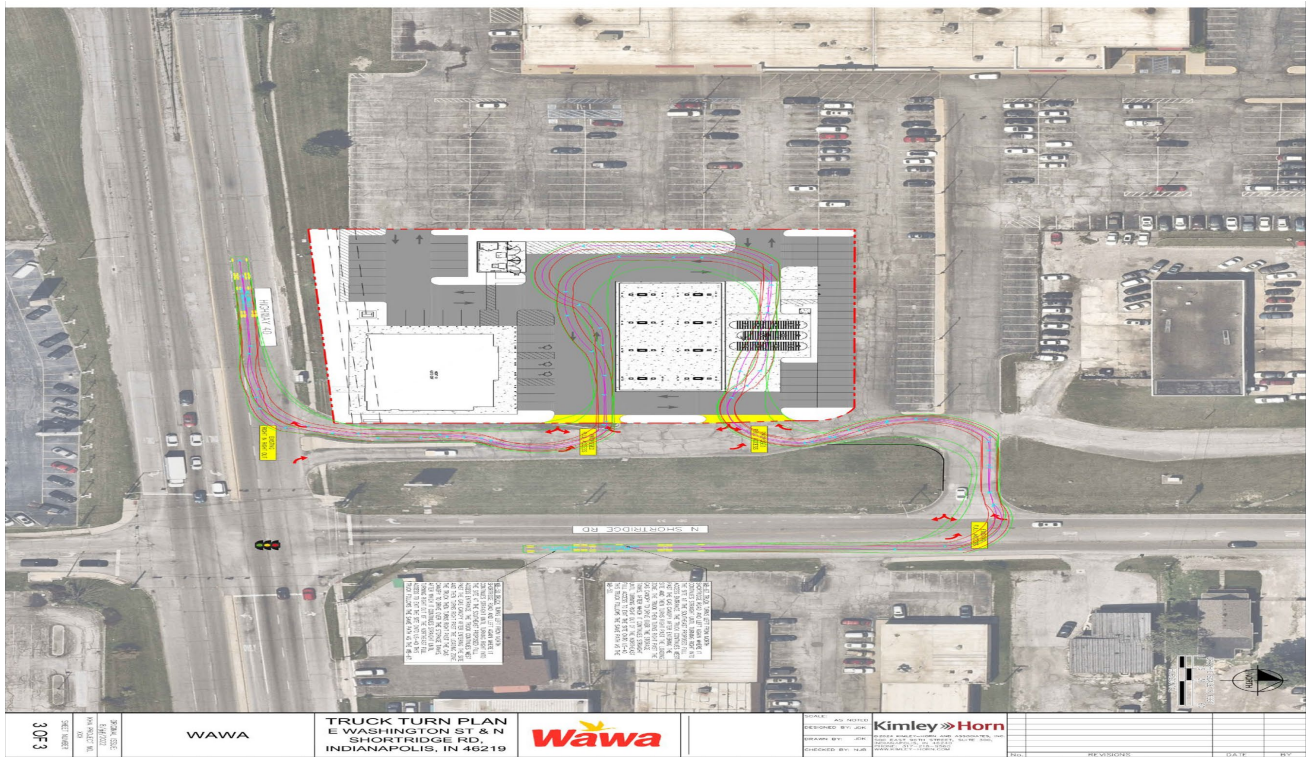
2025-CVR-825/ 2025-CPL-825 Old Elevations



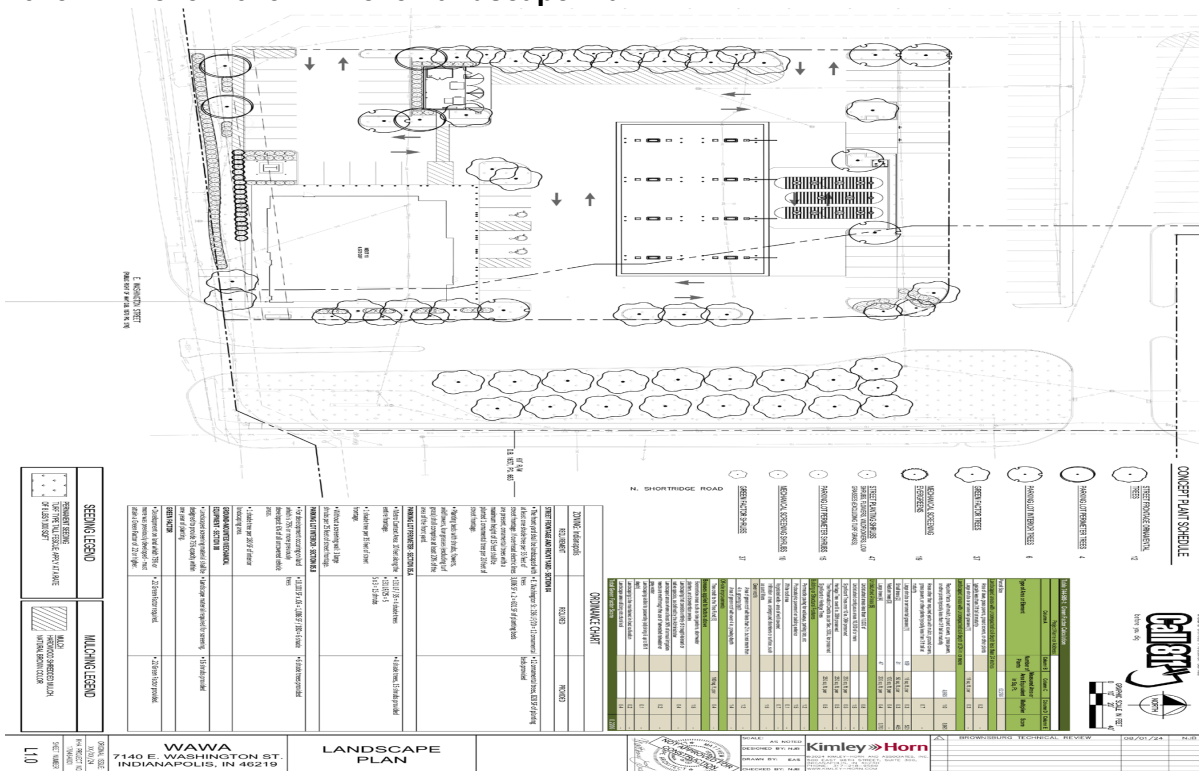
2025-CVR-825/ 2025-CPL-825 PLAT



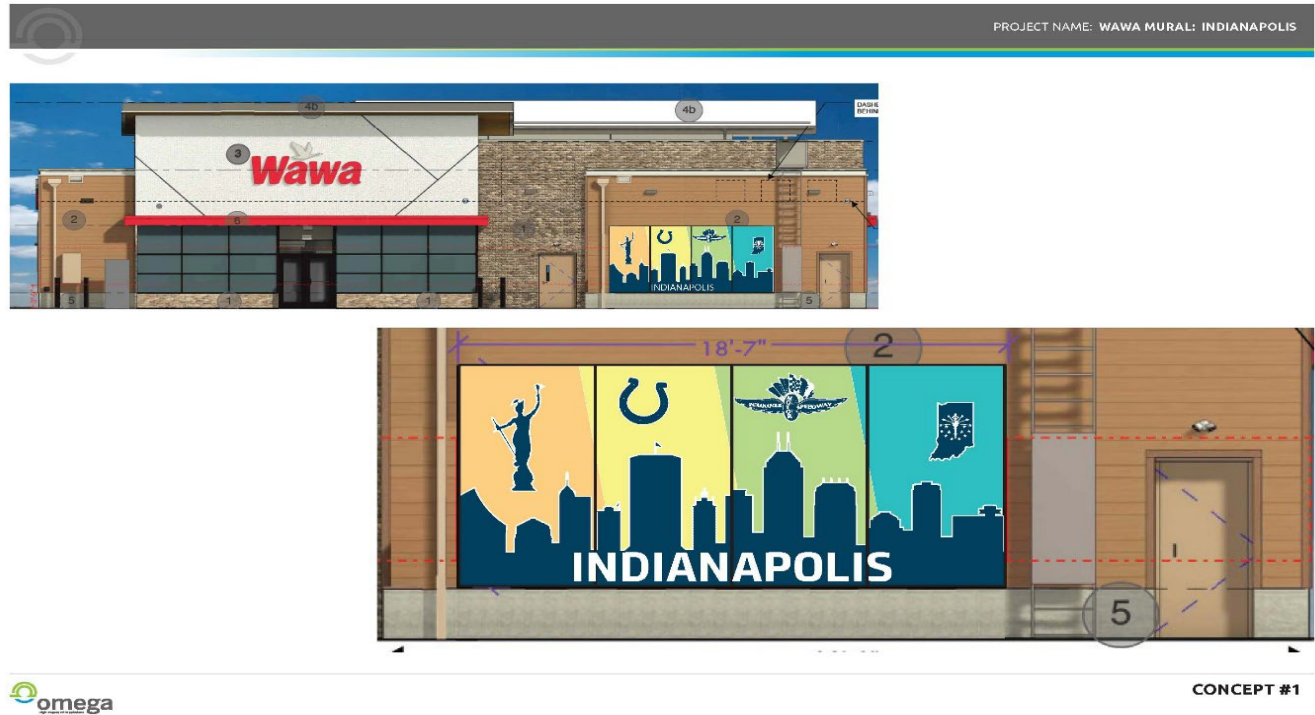
2025-CVR-825/ 2025-CPL-825 Site Circulation



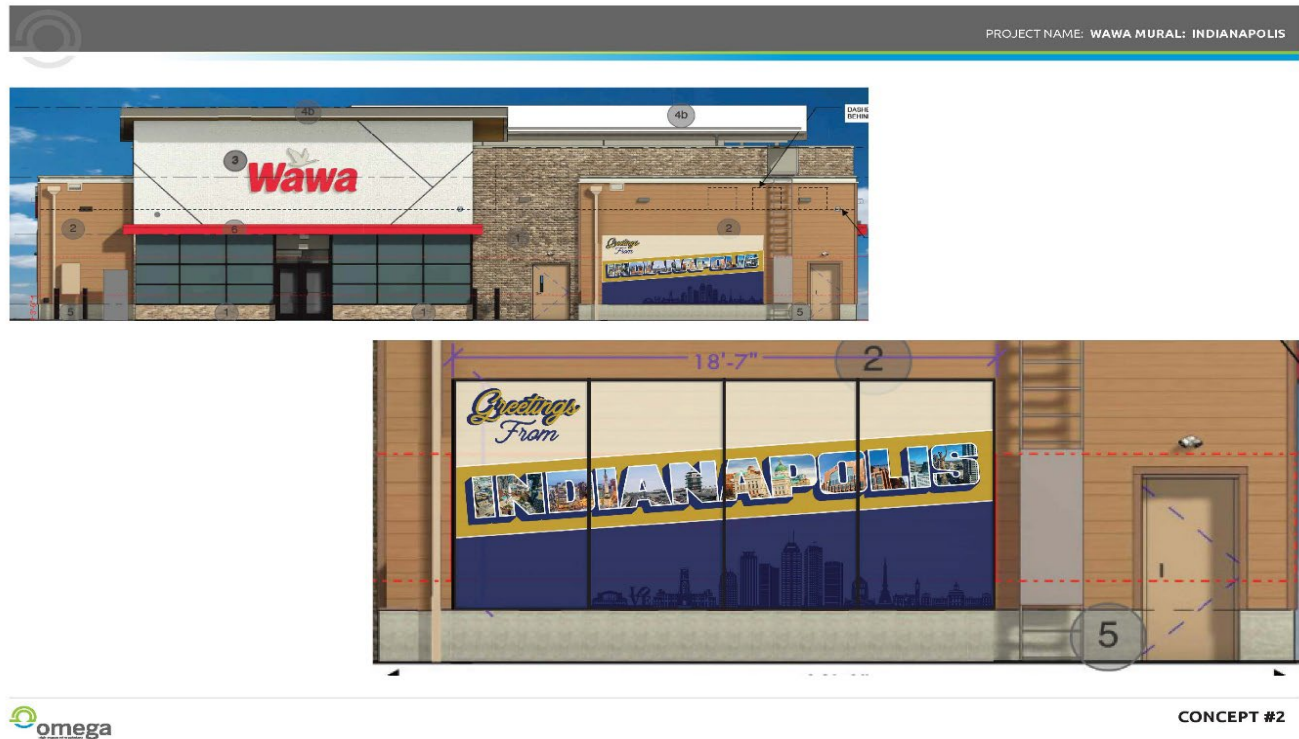
2025-CVR-825/ 2025-CPL-825 Landscape Plan



2025-CVR-825/2025-CPL-825 Front Elevation Concept #1



2025-CVR-825/2025-CPL-825 Front Elevation Concept #2



2025-CVR-825/2025-CPL-825 Front Elevation Concept #3

PROJECT NAME: WAWA MURAL: INDIANAPOLIS



Petitioner's Exhibit

List of Variances

7140-7142 East Washington:

1. **Ch. 742, Art. II, Sec. 07, Table 742-207-2:** Automobile Fueling Station limited to 8 pump islands/service areas; 8 two-sided pump islands/service areas proposed.
2. **Ch. 744, Art, VI 1, Sec. 702, Table 744-702-3:** Surface parking in connector frontage has a 40% maximum of lot width behind the front building line; portions of parking are located north of the front building line exceed 40% of the lot width.
3. **Ch. 744, Art. VII, Sec. 702, Table 744-702-3:** First story street frontage transparency of 40% - 90% required; Less than 40% first floor transparency on Washington Street frontage provided.



From proposed Lot 1 looking west.



Looking south along the proposed entrance drive on to East Washington Street

Department of Metropolitan Development
Division of Planning
Current Planning



Looking South from the subject property at the bus station along East Washington Street.



Looking from, the subject property west towards the exiting commercial center



Looking west from subject site along proposed western entrance.



Looking North toward



Looking east across proposed entrance to site at existing pylon sign.



Looking west from E Washington Street at I U Connected Health Care and Get Fit Athletic Club