

METROPOLITAN DEVELOPMENT COMMISSION **May 6, 2026**

Case Number: 2026-CZN-808 / 2026-CVR-808 (Amended)
Property Address: 8450 Westfield Boulevard (*Approximate Address*)
Location: Washington Township, Council District #2
Petitioner: Black Panther Athletica, LLC, by Misha Rabinowitch
Current Zoning: C-3 (TOD) / SU-38 (TOD)
 Rezoning of 6.16 acres from C-3 (TOD) and SU-38 (TOD) to SU-16 (TOD) to provide for an indoor and outdoor recreational facility, with accessory uses including daycare, a restaurant, and retail.

Request: Variance of Development Standard of the Consolidated Zoning and Subdivision Ordinance to provide for development with a 6.5-foot north side transitional yard setback (minimum 20-foot side transitional yard required), a five-foot rear yard setback (minimum 10-foot rear yard setback required), a zero-foot south side yard setback (minimum 10-foot side yard setback required), a building height of 64 feet along a transitional yard (maximum 18-foot height permitted), a front building line 94 feet from the property line and 51% of the lot width (range of 0-20 feet and 60% required), a single primary entry feature (3 required), 234 parking spaces (minimum 363 parking spaces required), a driveway with 32 feet in width (maximum 24-foot width), and front-yard parking with a 20-foot setback (25-foot setback required), and to provide for a pylon sign with an Electronic Variable Messaging Sign (EVMS) component (pylon sign within 600 feet of a protected district not permitted, EVMS not permitted).

Current Land Use: Undeveloped
Staff Recommendation: Staff recommends **approval** of each of the requested variances, except for **denial** of the variance related to the EVMS sign.
Staff Reviewer: Michael Weigel, Principal Planner I

PETITION HISTORY

4/9/26: Due to a potential conflict of interest, the Hearing Examiner recused themselves from initial hearing of this petition. The case was continued and transferred for initial hearing by the Metropolitan Development Commission on May 6th, 2026.

STAFF RECOMMENDATION

Staff recommends **approval** of the rezoning request as well as **approval** of the variances related to setbacks, building height, front building line, front entry features, number of parking spaces, driveway width, parking placement, and pylon sign.

Staff recommends **denial** of the variance related to allowing for a digital display on the proposed sign.

PETITION OVERVIEW

LAND USE

The subject site is comprised of approximately 6.16 acres and is currently undeveloped. The previous office building at the site was demolished in 2025, although two (2) vehicle access points remain at the site. The property is predominantly zoned C-3, although a small portion to the south is zoned SU-38 (Community Center). Surrounding land uses include apartment buildings to the north, a YMCA to the southwest, and several schools (Hilltop Elementary School, Northview Middle School) to the east. The site is located near the Monon Trail to the west, Nora Plaza shopping center to the north, and North Central High School to the northeast.

REZONE

Approval of this petition would rezone the subject site to the SU-16 zoning district, to allow for a multi-story indoor recreational facility containing tennis, pedal, and ping-pong facilities. The facility would also include accessory uses to the primary recreational facility: a daycare, two restaurants, first-floor retail space, and offices are noted on floor plans provided for staff review. daycare, a restaurant, and retail. The development would also result in the placement of new accessory parking areas, an outdoor playground associated with the daycare, the placement of new sidewalk and crosswalks, and alterations to both curb cuts: the northern entry point would be closed while the southern one would be removed and combined with the existing YMCA driveway to the south.

The SU-16 zoning district is the Special Use district to allow for indoor and outdoor recreation and entertainment establishments. Administrative Approval of plans would be required for new development within this district. Accessory uses related to a primary indoor/outdoor recreation facility would also be allowed by-right within SU-16 zoning.

C-3 is the Neighborhood Commercial District characterized extensive range of retail sales and personal, professional, and business services required to meet the demands of the residential neighborhood in proximity. C-3 generally does not allow those businesses that require the outdoor display, sale or storage of merchandise; or require outdoor operations.

SU-38 is the Special Use District that permits a community center. Only a small portion of the subject site has this zoning designation, due to proximity to the existing YMCA facility to the southwest of the property.

The property also falls within the Transit-Oriented Development ('TOD') Secondary Zoning district since the property is within 1000 feet of a projected future extension of the existing Red Line (the closest contemplated stop would be a BRT station at 91st and College). The TOD designation would result in additional dimensional standards applicable for development in this zoning district (SU-16 standards would mirror those applicable for C-5 zoning).

VARIANCES OF DEVELOPMENT STANDARDS

Plans submitted by the applicant indicate the need for 12 Variances of Development Standards:

- Parking areas would be 6.5 feet from the property line to the north (20-foot transitional yard setback would be required).
- Parking areas would be 5 feet from the property line to the west (10-foot rear yard setback would be required).
- Parking areas would be 0 feet from the property line to the south (10-foot side yard setback would be required).
- The height of the building would be 64 feet, and since the building would encroach into the required transitional yard, a maximum height of 18 feet would be required.
- The front building line of the structure would be established 94 feet from the property line (a range of 0-20 feet would be required for the frontage type).
- The front building line of the structure would comprise 51% of the lot's total width (60% of the total lot width would be required for the frontage type).
- The building would have one primary entry feature on the front façade (3 would be required given the width of the front façade).
- The site would be improved with 234 parking spaces (the proposed uses and square footage of the facility would require the placement of at least 363 parking spaces).
- The newly placed driveway would have a width of 32 feet (a maximum of 24 feet would be permitted for the frontage type).
- The parking area proposed within the front yard would have a setback of 20 feet from the front property line to the east (25-foot setback would be required).
- The proposed freestanding sign would be a pylon sign given its height of 11.17 feet (pylon signs are not allowed within 600 feet of protected districts in SU zoning).
- The proposed freestanding sign would incorporate a digital display (Electronic Variable Messaging Signs are not permitted within SU zoning).

STAFF ANALYSIS

Staff feels that the proposed SU-16 zoning would be consistent with other institutional uses that have Special Use zoning along this corridor (SU-2 to the east, SU-38 to the south), and that the proposed mix of uses would be consistent with the Village Mixed Use recommendation of the Comprehensive Plan. Maintaining a Special Use zoning (as opposed to a higher-intensity commercial district which might introduce uses less appropriate for the corridor context) would more closely match the existing YMCA facility and would reflect the likelihood of utilization by the various educational facilities to the east. Staff recommends approval of the request to rezone to the SU-16 zoning district.

Findings of Fact related to the requested setback variances note that each of the encroachments would only be from paved vehicle areas, that the southern setback would be for a parcel with which there would be integrated parking facilities, and that the transitional setback relates to a D-P zoning district that

contains several multi-story apartment buildings of a similar intensity to the proposed facility. Staff concurs and recommends **approval** of the variances requested related to setbacks.

Similarly, application documents provided by the petitioner indicate that approval of the transitional yard height variance would be justified given that the apartment buildings within the D-P zoning district to the north are of a similar height to the proposed structure. Staff agrees that this would constitute an atypical buffer yard, and would note that a building height of 65 feet is contemplated within the SU-16 zoning district for instances without a transitional yard. Staff recommends **approval** of the height variance.

Table 744-402-1 of the Ordinance regulates required parking minimums that are based on both building use and square footage. Required parking for a building with this size and this combination of uses would be 363 total parking spaces. Staff would note that the single largest contributor to the number of required parking spaces would be for the proposed tennis, padel, and ping-pong areas (85,493 square feet in total). While the minimum requirement of 1 space per 400 square feet would be logical for team sports such as basketball or soccer, the game courts proposed for this facility typically only allow for a max of 4 players per court. Additionally, the petitioner has noted that they have a parking agreement in place with the YMCA to the south and that a Traffic Impact Study will potentially be undertaken (not a requirement of petition approval). The property also falls within the TOD secondary overlay where off-street parking spaces are discouraged. Given this context, staff recommends **approval** of the parking space variance.

The site's location within the TOD overlay results in the need for five (5) separate variances outlined above. Those variances relate to the front building line, number of primary entry features, driveway width, and parking setback. Findings note the consistency of the proposed FBL width and placement with surrounding development, and staff would note that (a) the new driveway proposed at the southern edge of the property would be a shared drive with the YMCA that would consolidate and replace the two (2) driveways that currently exist there; (b) the single proposed entry feature on the provided elevations is substantial and that the rest of the front façade maintains a high level of transparency as contemplated by the Comprehensive Plan; and (c) landscape buffering would be placed between front-yard parking areas and both the frontage and the playground area which would reduce negative externality. Staff recommends **approval** of the five (5) variances applicable from Table 744-702-3.

Although SU zoning districts don't allow for pylon signage, staff would note that the proposed sign height provided in the given renderings (11 feet) would fall between the maximum heights of monument and pylon signs applicable for SU zoning (5 feet and 15 feet respectively) and would fall well below the maximum height for pylon signs contemplated in commercial districts (25 feet). Additionally, the closest protected district would be the D-P zoning district to the north containing several tall apartment buildings. The proposed sign would also comply with other dimensional standards (excepting the digital display; discussed below). Staff finds the pylon request to be minor in nature and recommends **approval**.

EVMS SIGNAGE

Findings of Fact provided in support of the request to allow for a digital display on the requested freestanding sign indicate that a similar digital display sign already exists for the school property to the east and that the EVMS display would be needed to notify the public of activities occurring on-site. Staff would note that neither the previous office tenant sign at the subject, the YMCA sign to the south, nor the

school sign directly to the east incorporate a digital display. Additionally, alternate methods to inform the public of events would exist. Staff does not feel that a practical difficulty has been displayed to justify the placement of an EVMS sign and recommends **denial** of this variance.

GENERAL INFORMATION

Existing Zoning	C-3 (TOD) / SU-38 (TOD)	
Existing Land Use	Undeveloped	
Comprehensive Plan	Village Mixed Use	
Surrounding Context	Zoning	Surrounding Context
North:	D-P	North: Multi-Family Residential
South:	SU-38	South: YMCA
East:	SU-2	East: Middle School
West:	SU-38	West: YMCA / Monon Trail
Thoroughfare Plan		
Westfield Boulevard	Secondary Arterial	102-foot existing right-of-way and 102-foot proposed right-of-way
Context Area	Metro	
Floodway / Floodway Fringe	No	
Overlay	No	
Wellfield Protection Area	No	
Site Plan	02/20/2026	
Site Plan (Amended)	03/18/2026	
Elevations	02/20/2026	
Elevations (Amended)	N/A	
Landscape Plan	03/27/2026	
Findings of Fact	02/20/2026	
Findings of Fact (Amended)	03/17/2026	

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

- Marion County Land Use Plan Pattern Book (2019)
- Red Line Transit Oriented Development Strategic Plan (2015)

Pattern Book / Land Use Plan

- 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.

- Large-Scale Schools, Places of Worship, Community-Serving Institutions/Infrastructure, and Other Places of Assembly is a contemplated land use within this typology. Such uses should be located along arterial or collector streets, near bus or rapid transit stops, and should maintain continuous pedestrian connectivity.

Red Line / Blue Line / Purple Line TOD Strategic Plan

- Due to its proximity to the contemplated College & 91st BRT stop, this parcel is recommended to the Walkable Neighborhood TOD typology to allow for walkable areas that are primarily residential but may have a commercial node of one to two blocks, with a mix of uses near stations and stabilized residential beyond that. Off-street parking is discouraged and should be limited to garages.

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 property is located near the Monon Trail to the west (separated by one parcel).

ZONING HISTORY

ZONING HISTORY – SITE

58-Z-84, rezoning of 6.237 acres from A-2 to B-2 to allow for retail stores, offices, and personal service shops, **approved**.

RECENT ZONING HISTORY – VICINITY

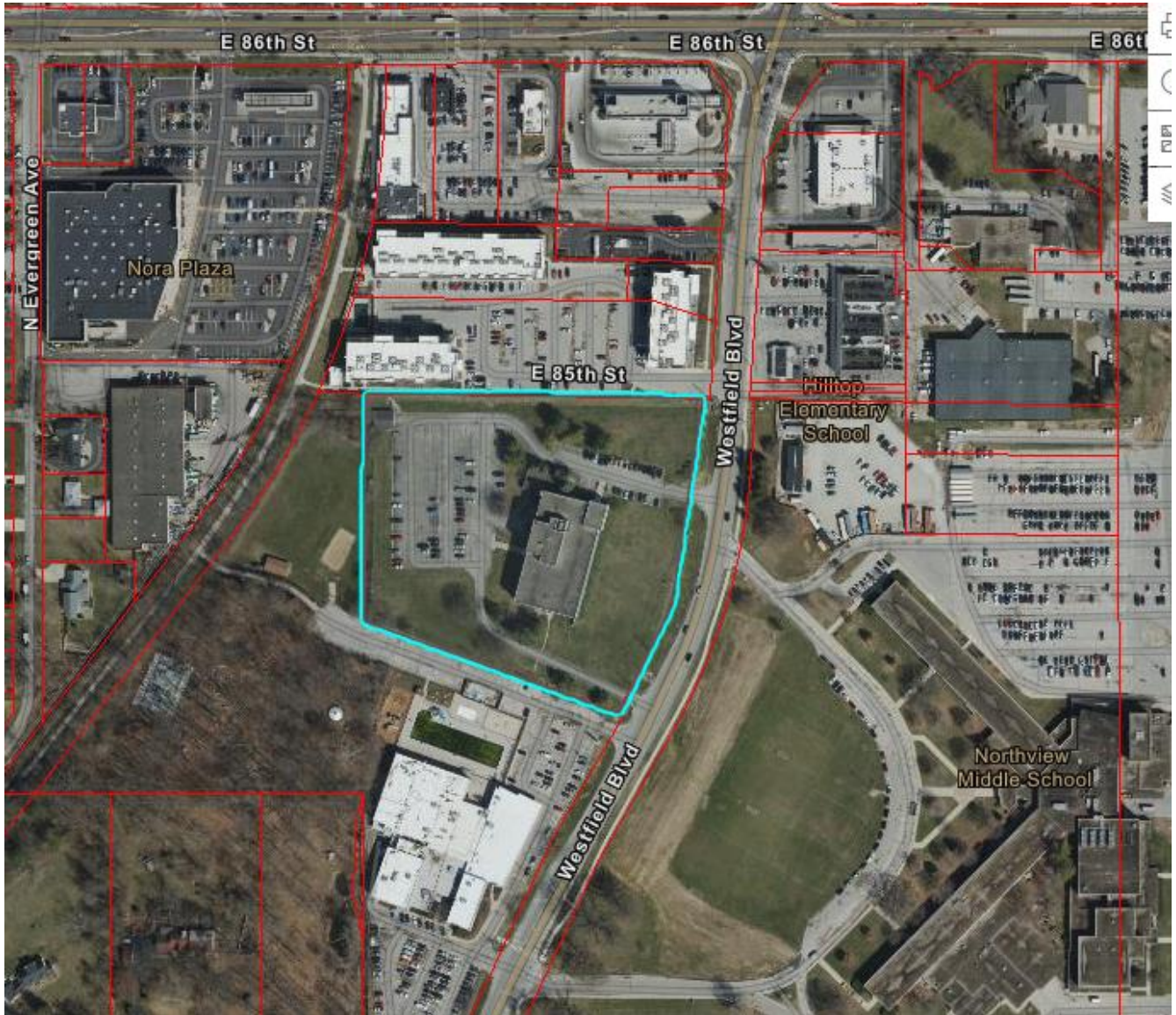
2017ZON037 ; 8502 Westfield Boulevard (north of site), Rezoning of 4.375 acres from the C-4 district to the D-P classification to provide for a 186-unit multi-family development, at a density of 42.5 units per acre, and a coffee shop, ice cream and/or frozen yogurt shop, **approved**.

2008DV3006 ; 8501 Westfield Boulevard (northeast of site), Variance of Development Standards of the Sign Regulations to provide for a 35.67-foot tall, 213.33-square foot pole sign, being within 91.167 of another freestanding sign along Westfield Boulevard within an integrated center with 250 feet of frontage (minimum 300-foot separation required, minimum 600 feet of frontage required for two signs), **approved**.

2001DV1041 ; 8401 Westfield Boulevard (east of site), variance of development standards of the Sign Regulations to provide for the construction of a 7.4-foot tall, 48.6 square foot pylon sign located within 535 feet of a dwelling district (pylon signs required to be 600 feet from a dwelling district), **withdrawn**.

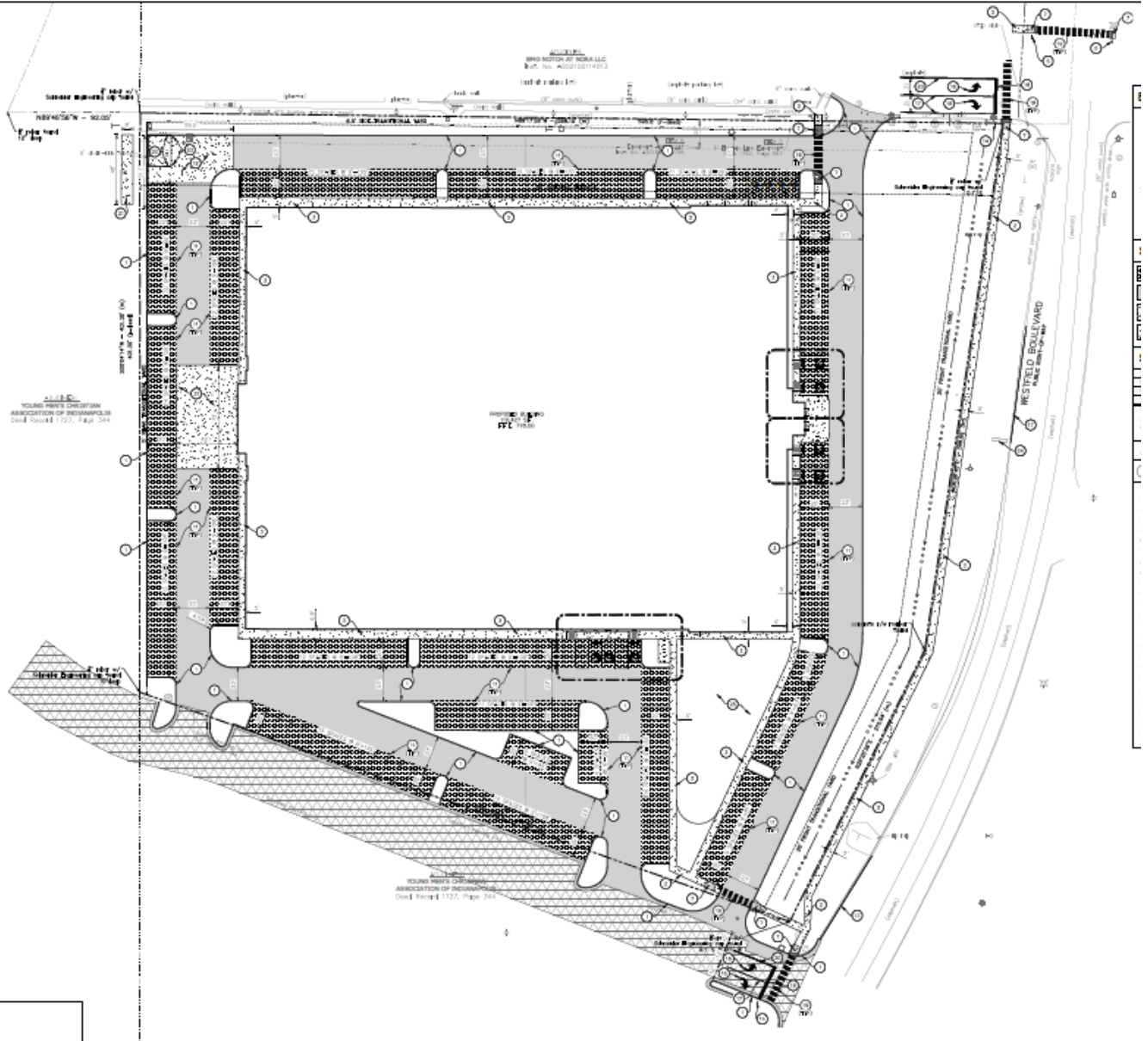
EXHIBITS

2026-CZN-808 / 2026-CVR-808 ; Aerial Map



Note: aerial photo was taken prior to demolition of the building and parking areas

2026-CZN-808 / 2026-CVR-808 ; Site Plan



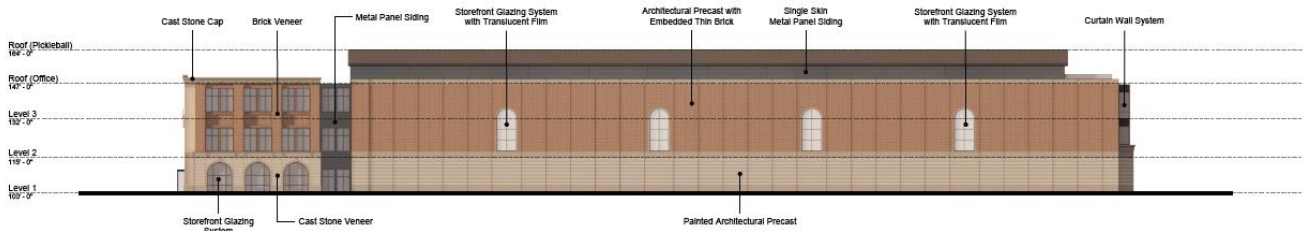
2026-CZN-808 / 2026-CVR-808 ; Elevations



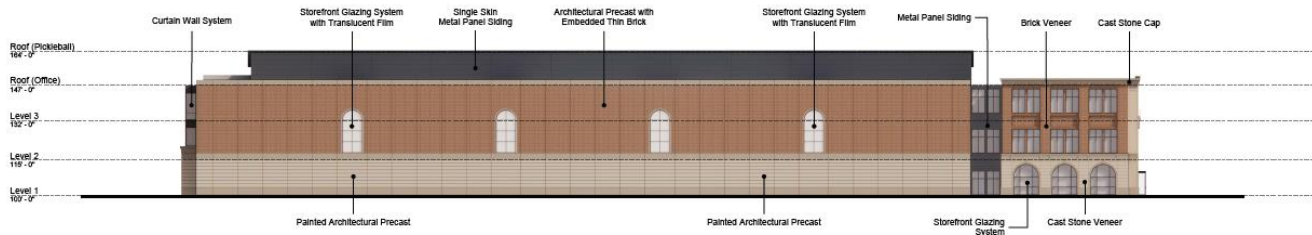
EAST ELEVATION



WEST ELEVATION

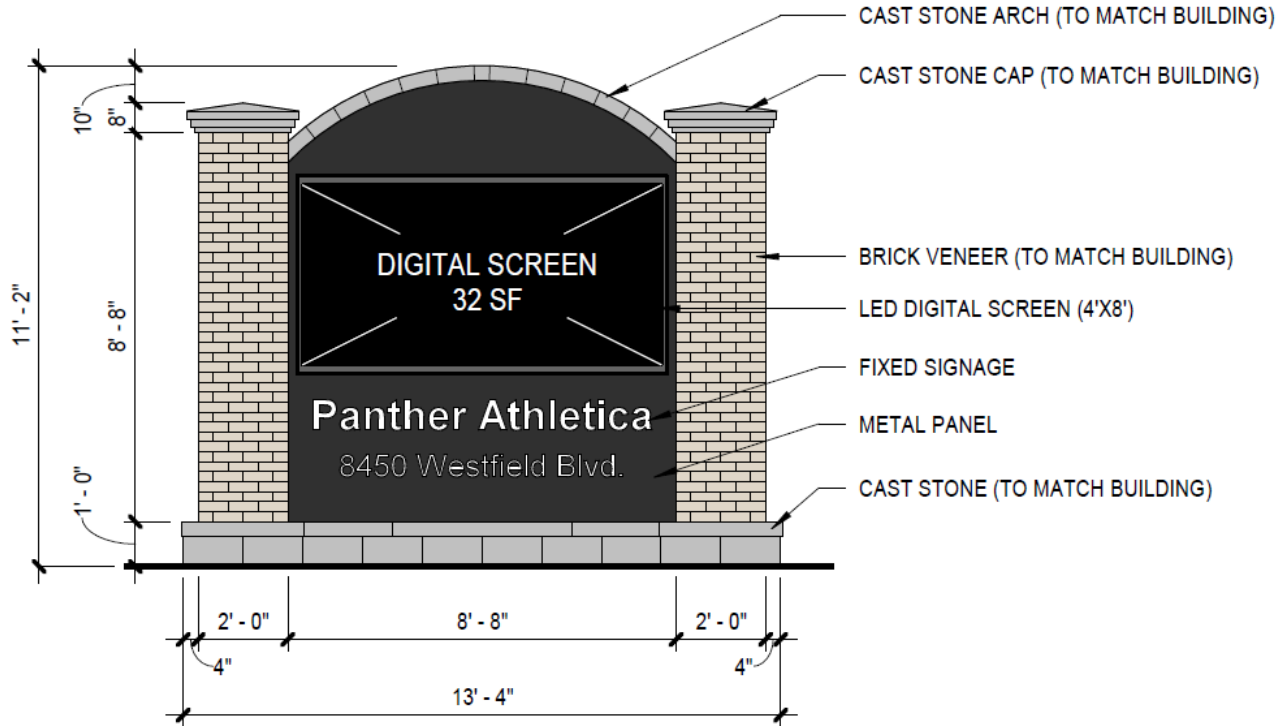


NORTH ELEVATION



SOUTH ELEVATION

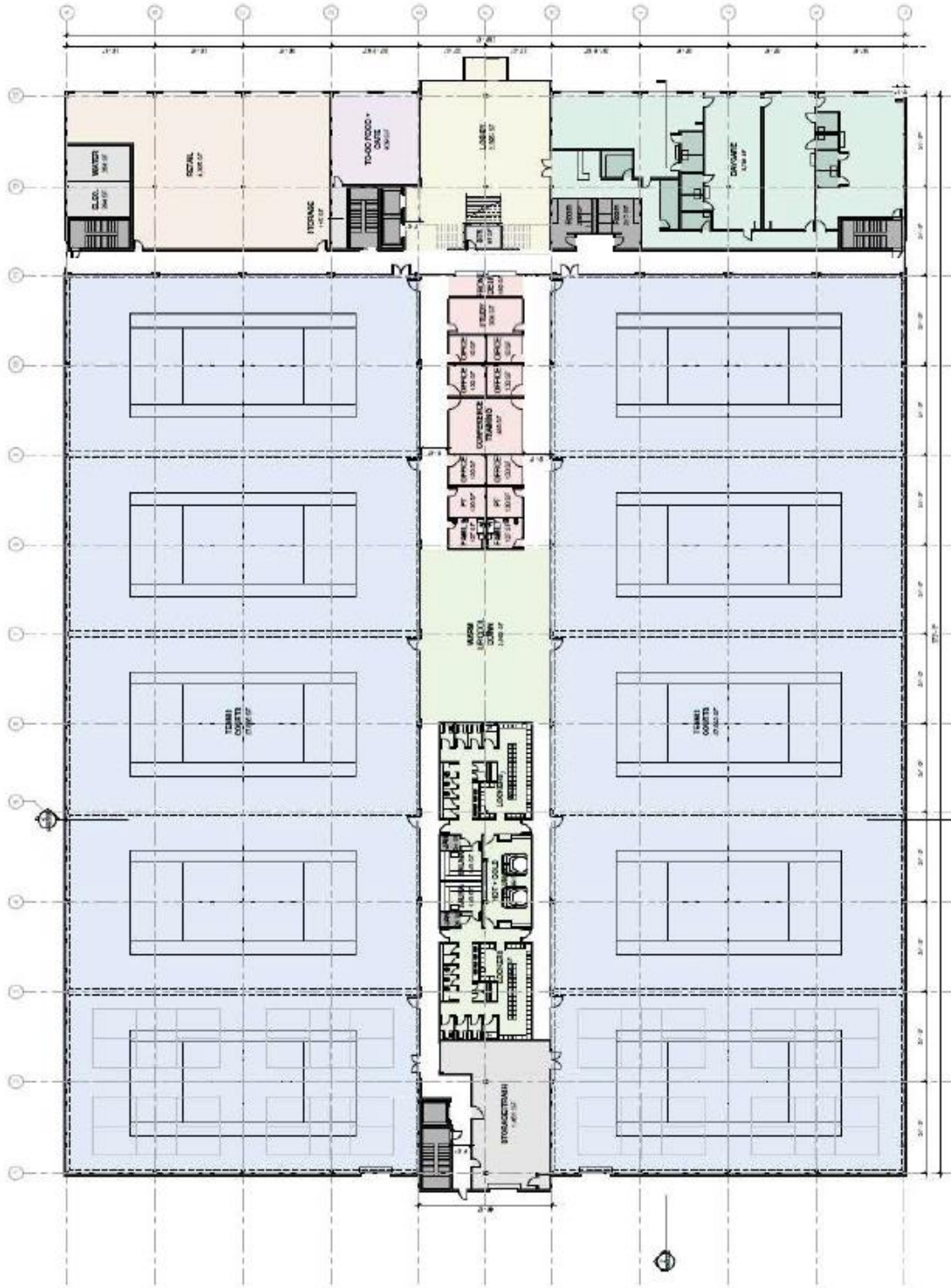
2026-CZN-808 / 2026-CVR-808 ; Sign Rendering



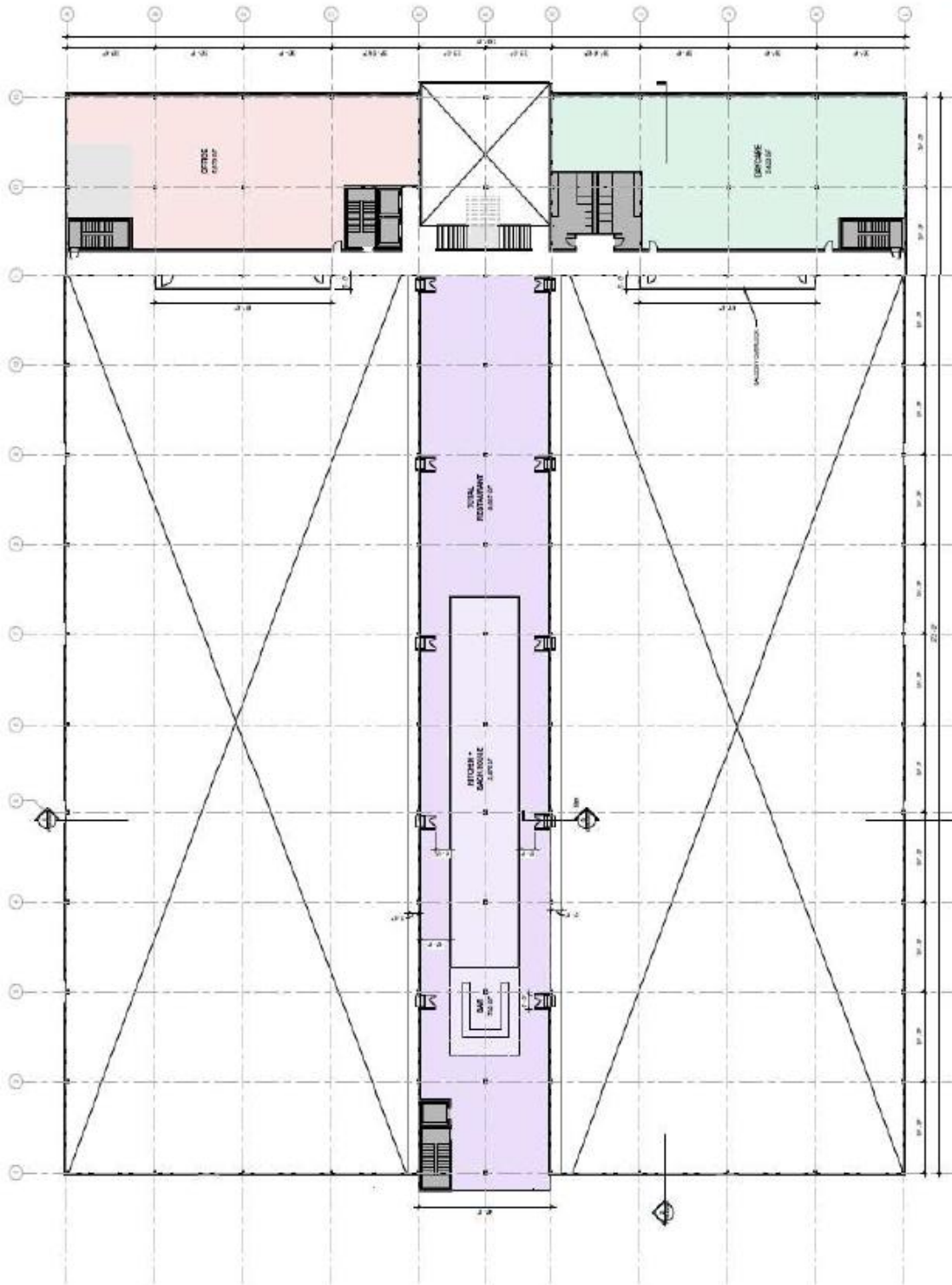
2026-CZN-808 / 2026-CVR-808 ; Building Rendering



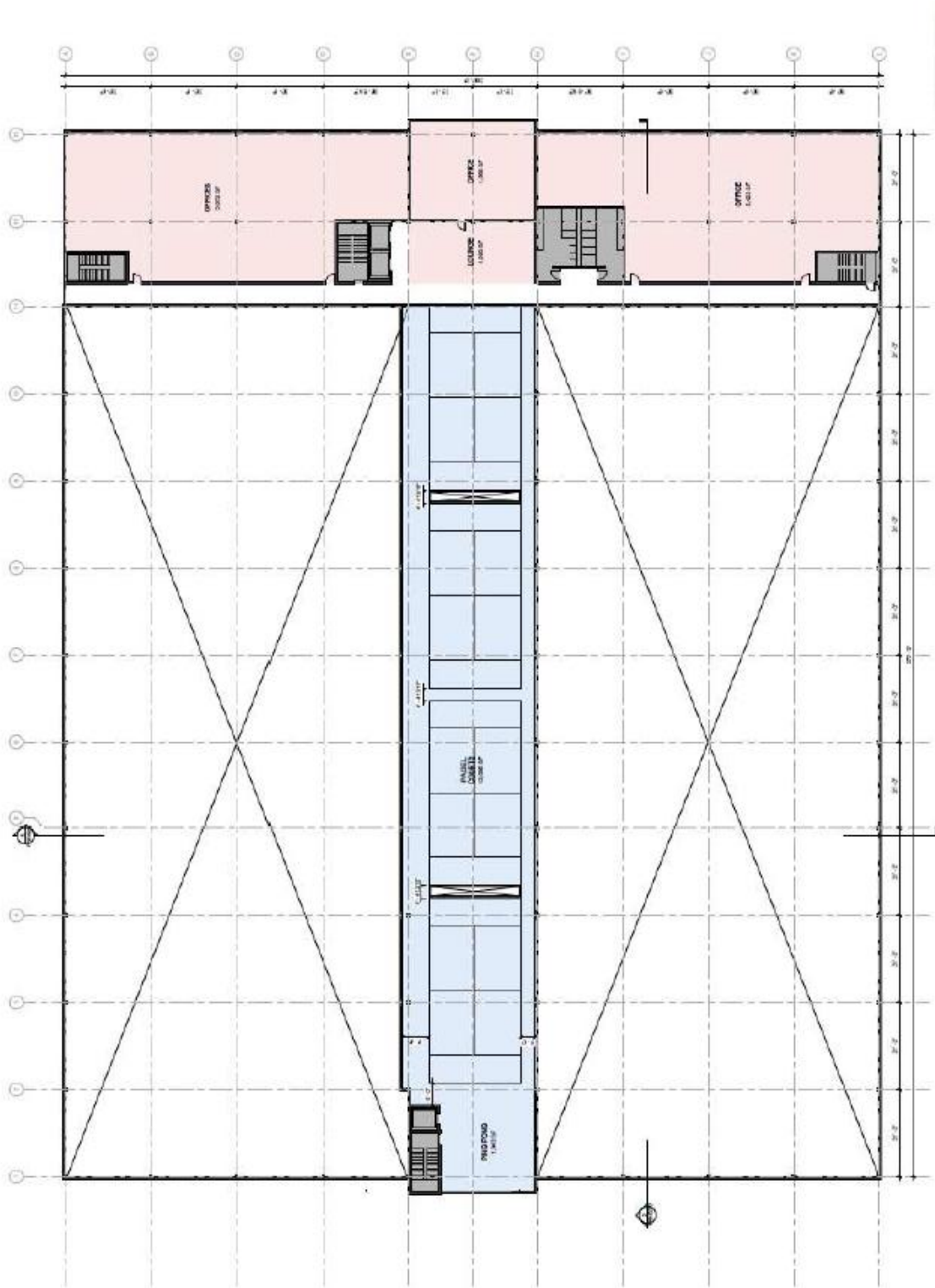
2026-CZN-808 / 2026-CVR-808 ; Floorplan (First Floor)



2026-CZN-808 / 2026-CVR-808 ; Floorplan (Second Floor)



2026-CZN-808 / 2026-CVR-808 ; Floorplan (Third Floor)



2026-CZN-808 / 2026-CVR-808 ; Findings of Fact (Northern Transitional Yard Setback)

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

The adjacent property to the north is a 4 story, multifamily development. A landscape buffer will be provided.

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

The adjacent property to the north is a 4 story, multifamily development. A landscape buffer will be provided.

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

Although the property to the north is within a protected district, it is developed with a four (4) story multifamily development.

2026-CZN-808 / 2026-CVR-808 ; Findings of Fact (Rear Yard Setback)

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

the property is adjacent to an open athletic field and only parking improvements will be located within the required rear yard setback.

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

the property is adjacent to an open athletic field and only parking improvements will be located within the required rear yard setback.

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

due to the configuration of the property, the topographical slope toward Westfield Blvd., and location of existing established adjacent uses, given the logical orientation of the building toward Westfield Blvd., meeting the rear yard setback requirements presents practical difficulties.

2026-CZN-808 / 2026-CVR-808 ; Findings of Fact (Side Yard Setback)

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

the parking area for the proposed development along the west side yard will be integrated with the adjacent YMCA parking area to facilitate a complimentary parking situation for public health uses that are desirable to the community.

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

the parking area for the proposed development along the west side yard will be integrated with the adjacent YMCA parking area to facilitate a complimentary parking situation.

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

the parking areas for the two properties along the west side yard will be integrated such that a setback between the two areas and complimentary uses is not practical

2026-CZN-808 / 2026-CVR-808 ; Findings of Fact (Building Height)

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

The apartment building to the north is consistent with the 47' height of the proposed structure at the north elevation. Also, the building is setback from the road and is not adjacent to any single family residential buildings.

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

The apartment building to the north is consistent with the 47' height of the proposed structure at the north elevation. Also, the building is setback from the road and is not adjacent to any single family residential buildings.

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

Although adjacent property to the north is a protected district, it is multifamily residential development with buildings that are four (4) stories tall.

2026-CZN-808 / 2026-CVR-808 ; Findings of Fact (Front Building Line Placement)

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

The front building line at 94' is consistent with the location of other buildings along Westfield Blvd. in this area and will permit proper drainage and other improvements along Westfield Blvd.

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

The front building line at 94' is consistent with the location of other buildings along Westfield Blvd. in this area and will permit proper drainage and other improvements along Westfield Blvd.

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

The Transit Oriented Development overlay does not contemplate the established building line along Westfield Blvd. in this area.

2026-CZN-808 / 2026-CVR-808 ; Findings of Fact (Front Building Line Width)

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

The building architecture is designed in an attractive manner to break-up the massing of the building, which is required for the proposed indoor recreation use.

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

The building architecture is designed in an attractive manner to break-up the massing of the building, which is required for the proposed indoor recreation use.

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

The ordinance does not contemplate the proposed indoor recreation use, which requires a lengthy front expanse to accommodate standard tennis (and other playing) court dimensions.

2026-CZN-808 / 2026-CVR-808 ; Findings of Fact (Minimum Parking)

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

Sufficient onsite parking is provided for the proposed tennis and padel facility.

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:

Sufficient onsite parking is provided for the proposed tennis and padel facility.

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

The parking requirement under the ordinance for indoor recreation does not accurately take into account that tennis and padel courts which is the balance of the proposed facility, requires far less parking than the ordinance requires, as typically a maximum of 4 people will be on a court at time.

2026-CZN-808 / 2026-CVR-808 ; Findings of Fact (Single Entry Feature)

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

Due to the unique nature of the primary use - indoor tennis facility - a single primary entrance along the Westfield frontage provides for the safest and most secure manner of entry, and is functionally, and aesthetically, appropriate.

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:

Due to the unique nature of the primary use - indoor tennis facility - a single primary entrance along the Westfield frontage provides for the safest and most secure manner of entry, and is functionally, and aesthetically, appropriate.

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

The ordinance does not specifically contemplate a building of the size required for an indoor recreation building like the one being proposed.

2026-CZN-808 / 2026-CVR-808 ; Findings of Fact (Driveway Width)

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

The site driveways are shared with adjacent properties for more efficient and congruent traffic flow, and will result in the minimization of curb cuts along Westfield Blvd.

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

The site driveways are shared with adjacent properties for more efficient and congruent traffic flow, and will result in the minimization of curb cuts along Westfield Blvd.

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

The ordinance required minimum driveway width does not contemplate the shared access arrangement among adjacent properties, which results in more efficient traffic flow.

2026-CZN-808 / 2026-CVR-808 ; Findings of Fact (Parking Setback)

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

The location of the parking in the front yard is only 5' from the ordinance requirement and is consistent with the location of other improvements in the area. Also, landscape screening and a sidewalk will be provided along Westfield Blvd.

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

The location of access and parking improvements provides for integrated circulation of traffic and parking among adjacent property owners.

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

The location of the proposed parking is consistent with established setbacks of the adjacent properties and the configuration of the lot is consistent with the curvature of Westfield Blvd. which dictates location of the building on the site as well as onsite parking in the safest location.

2026-CZN-808 / 2026-CVR-808 ; Findings of Fact (Pylon Sign)

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

the proposed pylon sign, which will be tastefully designed with appropriate architectural features, is for on-site informational purposes only, and the only adjacent residential district is a multifamily building to the north which will not be negatively impacted by the proposed pylon sign.

The proposed pylon sign is similar to the existing digital display for North Central High School on E. 86th Street

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

the proposed pylon sign, which will be tastefully designed with appropriate architectural features, is for on-site informational purposes only. The adjacent residential district is a multifamily development and additional landscape screening will be provided.

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

the proposed pylon sign will be located within 600 ft. of a school property where a similar digital display sign already exists and the residential district to the north is multifamily.

2026-CZN-808 / 2026-CVR-808 ; Findings of Fact (Digital Display)

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

the proposed digital sign, which will be tastefully designed with appropriate architectural features, is for on-site informational purposes only, and will comply with ordinance required digital display standards.

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

the proposed digital sign, which will be tastefully designed with appropriate architectural features, is for on-site informational purposes only, and will comply with ordinance required digital display standards. Moreover, the proposed digital sign is similar to the existing digital display for North Central High School on E. 86th Street.

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

the proposed digital sign will be located within 400 ft. of a school property where a similar digital display sign already exists and the digital information is important to notify the public of activities occurring onsite.

2026-CZN-808 / 2026-CVR-808 ; Photographs



Photo 1: Subject Site Viewed from East



Photo 2: Subject Site Viewed from Southeast

2026-CZN-808 / 2026-CVR-808 ; Photographs (continued)



Photo 3: Subject Frontage Viewed from South



Photo 4: Site of Demolished Structure Viewed from Northeast

2026-CZN-808 / 2026-CVR-808 ; Photographs (continued)



Photo 5: Adjacent Property to South



Photo 6: Adjacent Property to East

2026-CZN-808 / 2026-CVR-808 ; Photographs (continued)



Photo 7: Adjacent Property to North



Photo 8: Adjacent Property to Northeast