

METROPOLITAN DEVELOPMENT COMMISSION

February 18, 2026

Case Number:	2026-CZN-801 / 2026-CVR-801
Property Address:	3919 Moller Road (<i>approximate address</i>)
Location:	Pike Township, Council District #5
Petitioner:	Hodges Commons Limited Partnership, by Alex Keller
Current Zoning:	MU-1 / C-4 Rezoning of 2.9 acres from the MU-1 and C-4 districts to the D-10 district to provide for apartment uses with an accessory daycare.
Request:	Variance of Development Standards of the Consolidated Zoning and Subdivision Ordinance to provide for a 98-unit apartment building and accessory daycare building with a floor area ratio of 0.862 (maximum 0.8 permitted), a livability space ratio of 0.43 (minimum 0.66 required), and a deficient Green Factor score, per plans filed.
Current Land Use:	Undeveloped
Staff Recommendation:	Staff recommends approval of the rezoning petition and the variances related to floor area ratio and livability space ratio.
Staff Reviewer:	Michael Weigel, Senior Planner

PETITION HISTORY

This is the first public hearing for this petition. On January 29th, the Hearing Examiner approved a special request to have the initial hearing for this petition come before the Metropolitan Development Commission at their February 18, 2026 hearing date.

STAFF RECOMMENDATION

Staff recommends **approval** of the rezoning petition and the variances related to floor area ratio and livability space ratio. The petitioner has indicated that they will withdraw the variance related to a deficient Green Factor score on the day of the hearing.

PETITION OVERVIEW

LAND USE

The subject site is comprised of 2.9 acres and two (2) parcels, is currently undeveloped, and is zoned both MU-1 and C-4. Surrounding land uses include single-family residences to the west across Moller Road, a public library branch to the south across a private access drive, a medical services building to the north, and parking area associated with a supermarket to the east.

REZONE

Approval of this petition would rezone the subject site to the D-10 zoning district, to allow for a large apartment use along with an accessory daycare structure.

MU-1 zoning districts are intended for the development of high-rise office uses and apartments intermixed, grouped or in the same building. MU-1 is designed for use along arterials with both high-traffic counts and positive pedestrian experience or demand, typically located in the midtown and uptown areas of the city, very near rapid transit stops, or in the midst of high intensity regional commercial complexes.

C-4 is the Community-Regional Commercial District designed for major business groupings and regional-size shopping centers to serve a population ranging from a neighborhood to a major segment of the total metropolitan area. The district accommodates a number of large traffic generators, such as home improvement stores, department stores, and theatres, and allows limited outdoor activities.

The D-10 district is intended for high density housing formats, in moderate- or large-scale multi-unit building types. This district can be used at transitions and urban centers and corridors, including the high-density residential recommendations of the Comprehensive Plan, and the City Neighborhood and Urban Mixed-Use Typologies of the Land Use Pattern Book.

VARIANCES OF DEVELOPMENT STANDARDS

This petition includes requests for two (2) variances of development standards. The first would be to allow for a floor area ratio (the ratio of total square footage of all floors in all buildings within the project to the square footage of the project) of 0.862, and the second would be to allow for a livability space ratio (areas of the lot not utilized for buildings or vehicles divided by the total floor area within the project) of 0.43. Table 744-201-2 of the Indianapolis Zoning Ordinance indicates that a maximum FAR of 0.8 and minimum LSR of 0.66 would be required for the D-10 zoning district.

A Variance of Development Standards related to a deficient Green Factor score was originally requested by the applicant as a part of this filing. However, on February 4, 2026 an amended landscape plan with more detailed Green Factor information was provided indicating a compliant score of 0.303. This variance will be withdrawn by the petitioner.

DEPARTMENT OF PUBLIC WORKS

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

STAFF ANALYSIS

The petitioner originally filed for a Variance of Use to allow for the 98-unit apartment building that would have maintained the property's current MU-1 and C-4 zoning districts. In addition to neither of those districts matching the proposed land use, the approval of nine (9) separate Variances of Development Standards was also a part of that initial filing (see Zoning History for a full list).

Staff suggested to the applicant that a rezoning to the D-10 zoning district would allow for the proposed number of units by-right while also allowing for the proposed accessory daycare structure, in addition to requiring far fewer Variances of Development Standards. The petition was amenable to this alternate, which resulted in the current filing.

Plans provided by the applicant also indicate the removal of four (4) heritage trees internal to the site as a part of the proposed development (see landscape plan and Photo 4 within Exhibits). Removal of those trees would require Administrative Approval from the Department of Metropolitan Development distinct from the approval of this petition.

Although the Lafayette Square Area Plan recommends areas to the northeast of the intersection of 38th Street and Moller Road (including the subject parcel) for Commercial Retail and Service uses, the Plan also indicates that a broader goal for this area is for increased residential density with connections to employment and commercial areas. Staff would also note that the proposed apartments would be placed near a planned greenway extension along the western property line of the subject site, and that increased residential density along that multi-use path would be appropriate. Staff recommends approval of the rezoning request.

Findings of Fact provided by the applicant in support of the requested Variances of Development Standards indicate that their proposed level of density would be a requirement in order to receive State funding from the Indiana Housing and Community Development Authority. Staff would note that the requested FAR variance is minor in scope (only 0.62 away from the required maximum). Additionally, with regards to the LSR variance, compliance with all other landscape requirements would be met and an accessory daycare would be provided on-site for use by residents (a substantial amenity). Staff recommends approval of the requested variances.

GENERAL INFORMATION

Existing Zoning	MU-1 / C-4	
Existing Land Use	Undeveloped	
Comprehensive Plan	Commercial Retail and Service	
Surrounding Context	Zoning	Surrounding Context
North:	MU-1 / C-4	North: Commercial
South:	SU-37	South: Library
East:	C-4	East: Undeveloped
West:	D-2	West: Undeveloped
Thoroughfare Plan		
Moller Road	Primary Arterial	105-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	01/06/2026
Site Plan (Amended)	N/A
Elevations	01/17/2026
Elevations (Amended)	N/A
Landscape Plan	02/04/2026
Findings of Fact	01/06/2026
Findings of Fact (Amended)	02/04/2026

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

- Lafayette Square Area Plan: An International Marketplace (2010)

Pattern Book / Land Use Plan

- Not Applicable to the Site. Please see Neighborhood / Area Specific Plan below.

Red Line / Blue Line / Purple Line TOD Strategic Plan

- Not Applicable to the Site.

Neighborhood / Area Specific Plan

- The Lafayette Square Area Plan recommends this site to the Commercial Retail and Service typology. This typology would include neighborhood oriented, smaller scale stores and shop and larger size community and regional uses that may be in major grouping or shopping centers that attract high traffic volumes from through the metropolitan area. Larger scale commercial uses usually are not compatible with residential areas. Examples include retail stores, personal or professional services, repair services, or restaurants and taverns (with restrictions).
- A listed goal of the Plan is to encourage mixed-use development by increasing development density and the area's population by offering residential living space with connectivity to commercial, employment, and community centers, especially along Lafayette Road and 38th Street.

Infill Housing Guidelines

- Not Applicable to the Site.

Indy Moves

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

- A multi-use path is planned along the eastern portion of Moller Road (western frontage of the property) as part of a larger loop anticipated to be added to the Greenways Master Plan this spring. The project is anticipated for completion this year (DPW Project Number ST-25-600(C)).

ZONING HISTORY

ZONING HISTORY – SITE

2026UV1001, Variance of use and development standards of the Consolidated Zoning and Subdivision Ordinance to provide for a 98-unit apartment building and accessory daycare building with a 14-foot front transitional yard (20 feet required), a 47-foot height (45 feet required), deficient transparency (40% required along western and southern facades), deficient primary entry features (1 per 100 feet required along frontages), excess wall plane along frontage (maximum 100 linear feet and 1000 square feet permitted), first-story elevation at street level (2-feet above street level required), removal of heritage trees without prior authorization (not permitted), a deficient Green Factor score (0.22 required), and deficient transitional yard landscaping, **to be withdrawn 3/3/26**.

2025PLT076, Approval of a Subdivision Plat, to be known as Replat of Lots A and B of the replat of Lot 2 of the final plat of Eagle Branch Library Subdivision, dividing 4.323 acres into three lots, **approved**.

2022CVR805, Variance of development standards of the Consolidated Zoning and Subdivision Ordinance to allow for the construction of a 78-unit apartment building with a 14-foot transitional yard (20-foot transitional yard required), **approved**.

2022CPL805, Approval of a Subdivision Plat, to be known as Eagle Branch Library Subdivision Replat of Lot 2, dividing 4.991 acres into two lots, with a waiver of the sidewalk requirement along Moller Road, **approved**.

92-Z-142, rezoning of 0.906 acre, being in the C-2 district, to the C-4 classification to provide retail commercial development, **approved**.

86-Z-138, rezoning of 3.67 acres in the SU-4 district, to the C-2 classification, to conform zoning to existing use in anticipation of the amendment of the Special Use Districts Zoning Ordinance, **approved**.

ZONING HISTORY – VICINITY

2019HOV026 ; 3905 Moller Road (south of site), Variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for a ground sign oriented to an interior access drive (one freestanding sign allowed on a lot for each frontage on a separate street), **approved**.

2017CZN818 ; 5349 Pike Plaza Road (south of site), Rezoning of 3.753 acres from the MU-1 and C-4 districts to the SU-37 classification, **approved**.

2005UV1033A ; 3902 Moller Road (southwest of site), variance of use of the Dwelling Districts Zoning Ordinance to provide for a horse stable with boarding facility and riding lessons, **approved**.

2005UV1033B ; 3902 Moller Road (southwest of site), variance of development standards of the Dwelling Districts Zoning Ordinance to legally establish a 1,880-square foot barn located in front of the established building line of the primary dwelling and to legally establish barbed-wire fencing, **approved**.

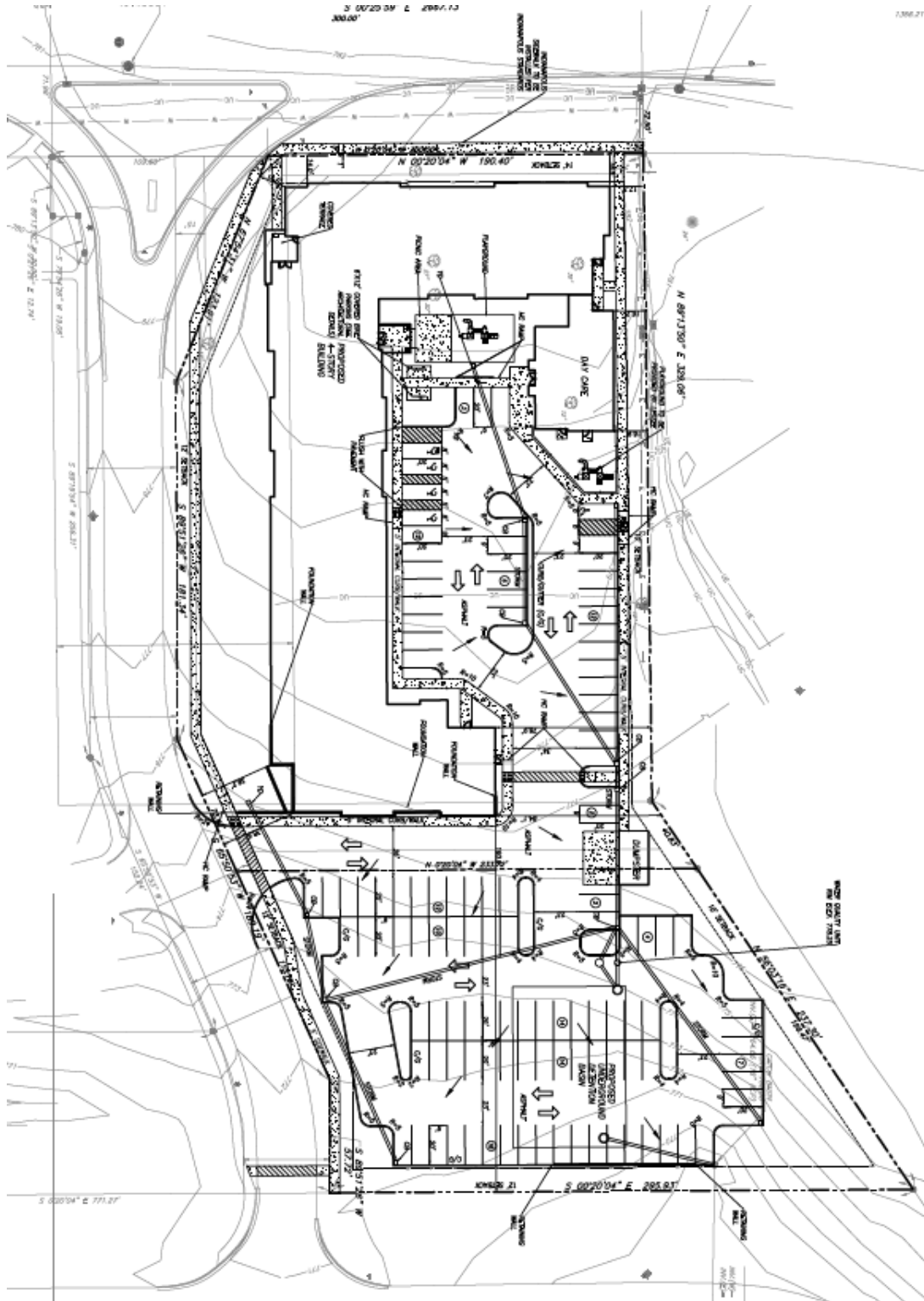
2005UV1033C ; 3902 Moller Road (southwest of site), variance of development standards to provide for a 1,410-square foot addition to the existing 1,880-square foot barn located in front of the established front building line of the primary dwelling, resulting in a 3,290-square foot accessory building that is 316.35 percent of the main floor area of the primary dwelling, and 4,438 square feet of accessory uses, or 213.37 percent of the total floor area of the primary dwelling, and to provide for the expansion of barbed-wire fencing, **denied**.

EXHIBITS

2026CMP801 ; Aerial Map



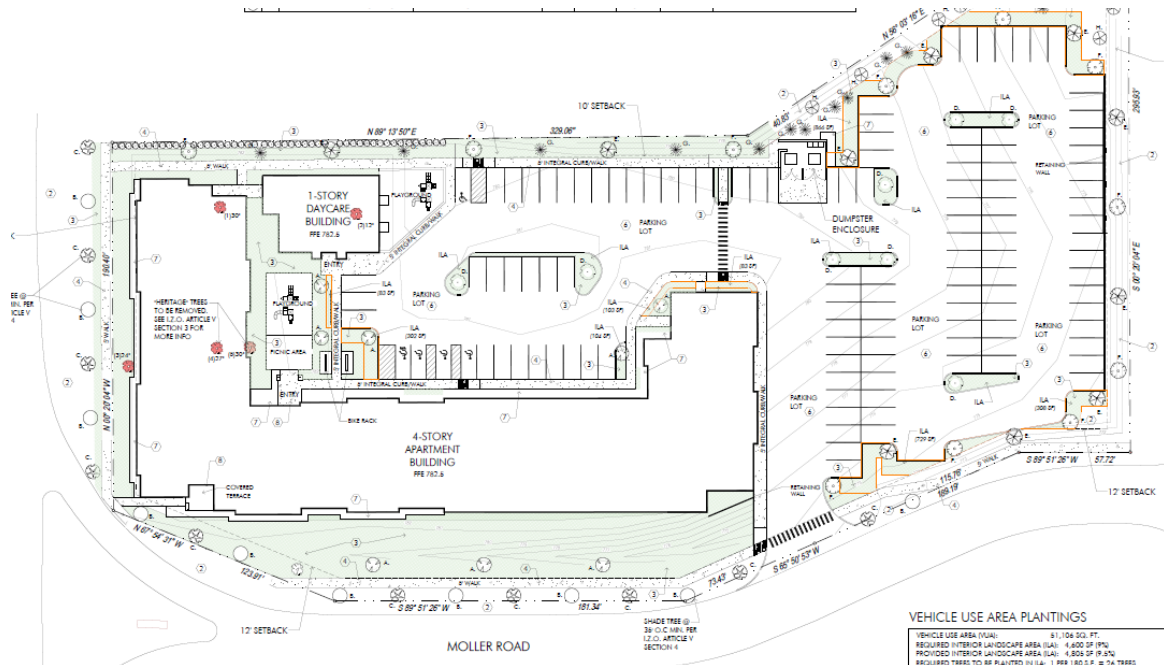
2026CMP801 ; Site Plan



2026CMP801 ; Elevations



2026CMP801 ; Landscape Plan



2026CMP801 ; Findings of Fact (Development Standards)

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

Our building will meet all regulations regarding life safety and general welfare as we will have proper and approved parking and site entrances, sidewalks, lighting, signage, and accessibility. The only variances we are requesting involve exceeding arbitrary design values regarding density and open space that the City of Indianapolis uses to judge how land should be developed. But these standards do not have any impact on general welfare of the residents or the community in general.

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 owner, Meijer's, is fully aware of our development plans and building design, as they are the previous owners of our site. Our use is allowed per the zoning, however, we would need a variance from the city's development standards, and our use does not affect the use of any of our neighbors. The variances we are requesting are related to open space and building size/ density - with modest deficiencies in each category.

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

The strict application of these zoning ordinance terms will result in practical difficulties in that this is an affordable housing project as awarded by Indiana Housing and Community Development Association (IHCDA), and we must meet the density as the project was presented to IHCDA.

2026CMP801 ; Applicable Building Ratios

	Required Ratios by Ordinance	Computed Ratios
Floor Area Ratio	FAR =	.862
Open Space Ratio	OSR = $96358 / 108,141$.891
Livability Space Ratio	LSR= $(96358 - 48404) / 108,141$.443
Major Livability Space Ratio	MLSR= $1,820 / 108,141$.0168
Total Car Ratio	TCR= $116 / 98$	1.184

2026CMP801 ; Photographs



Photo 1: Subject Site Viewed from Southwest



Photo 2: Subject Site Viewed from South

2026CMP801 ; Photographs (continued)



Photo 3: Subject Site Viewed from East



Photo 4: Existing Heritage Trees on Western Portion of Site

2026CMP801 ; Photographs (continued)



Photo 5: Adjacent Property to South



Photo 6: Adjacent Property to West

2026CMP801 ; Photographs (continued)



Photo 7: Adjacent Property to North of Site



Photo 8: Adjacent Property to East of Site