



Department of Metropolitan Development
Division of Planning
Current Planning

METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER

January 29, 2026

Case Number: 2025-ZON-128 (Amended)
Property Address: 2802 Lafayette Road (approximate address)
Location: Wayne Township, Council District #11
Petitioner: PFFO QOZB, LLC, by Michael Rabinowitch
Current Zoning: C-4 (FF)
Request: Rezoning of 5.6 acres from the C-4 (FF) district to the I-1 (FF) district to provide for small-scale commercial workspace and self-storage uses.
Current Land Use: Undeveloped land
Staff Recommendations: Denial
Staff Reviewer: Marleny Iraheta, Senior Planner

PETITION HISTORY

This petition was continued for cause from the December 18, 2025 hearing to the January 29, 2026 hearing at the request of the petitioner.

Amendment: This petition was amended to rezone the site to the I-1 (FF) district instead of the initially requested C-7 district.

STAFF RECOMMENDATION

Staff **recommends denial** of the request.

If approved against Staff's recommendation, approval shall be subject to the following commitments being reduced to writing on the Commission's Exhibit "B" forms at least three (3) days prior to the MDC hearing:

A 56-foot half right-of-way shall be dedicated along the frontage of Washington Street, as per the request of the Department of Public Works (DPW), Engineering Division. Additional easements shall not be granted to third parties within the area to be dedicated as public right-of-way prior to the acceptance of all grants of right-of-way by the DPW. The right-of-way shall be granted within 60 days of approval and prior to the issuance of an Improvement Location Permit (ILP).

PETITION OVERVIEW

LAND USE

The 5.6-acre subject site is comprised of a portion of a larger parcel (9050857).

The site is bordered to the west by commercial businesses, zoned I-3 and C-4, commercial building and associated parking lot to the south, zoned C-4, commercial uses to the east, zoned C-S and C-5, and a commercial business to the north, zoned C-5.

REZONING

The grant of the request would rezone the property from the C-4 district to the I-1 district to provide for small-scale commercial workspace and self-storage uses.

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

The I-1 district is designed for those industries that present the least risk to the public. In the I-1 district, uses carry on their entire operation within a completely enclosed building in such a manner that no nuisance factor is created or emitted outside the enclosed building. No storage of raw materials, manufactured products, or any other materials is permitted in the open space around the buildings. Loading and unloading berths are completely enclosed or shielded by solid screening. This district has strict controls on the intensity of land use providing protection of each industry from the encroachment of other industries. It is usually located adjacent to protected districts and may serve as a buffer between heavier industrial districts and business or protected districts.

FLOODWAY / FLOOD FRINGE

Depending on the exact property lines, a minute sliver of the southwest corner of the site may fall within the floodway fringe of Little Eagle Creek. Although development does not appear to be proposed in the flood fringe, any development within the floodway and floodway fringe must comply with the Flood Control Secondary Zoning Districts regulations.

A portion of the southwest corner of the site falls within the unregulated 500-year floodplain.

DEPARTMENT OF PUBLIC WORKS

The Department of Public Works, Traffic Engineering Section, has requested the dedication and conveyance of a 56-foot half right-of-way along 30th Street. This dedication would also be consistent with the Marion County Thoroughfare Plan.

STAFF ANALYSIS

The request would specifically rezone the property to the **I-1** (FF) district to allow for a facility that will serve small businesses, entrepreneurs, and service providers. The intent is to allow light manufacturing, product assembly, e-commerce fulfillment, business storage, and professional services.

The petitioner's representative confirmed that there are no current plans to improve the southern part of the property. However, if the proposal is successful a second phase of similar development to the south may be proposed.

In 2012, the site was zoned I-3-S and was rezoned to the current C-4 (FF)(FW) district to propose a community center, fitness facility, and fraternal lodge through 2012-ZON-029. The commercial rezoning was also consistent with neighborhood plans that were applicable in 2012.

Staff is recommending denial of the request since the proposed use would not align with the Community Commercial Uses recommendation the West 30th Street Corridor Plan (2010).

Furthermore, the I-1 zoning doesn't support the redevelopment potential of the Eagledale and Flackville neighborhoods. It doesn't generate any potential for redevelopment of this commercial corridor, but rather walls off a property with street frontage.

Staff did not find there to be any reason to support the Restricted Industrial District (I-1) rezoning or industrial type use of the site. Instead, the existing C-4 district is appropriate and allows for mixed-use opportunities.

It should be noted that the I-1 district's setbacks would need to be met in addition to providing the required lighting and parking which were not provided on the conceptual site plan. The landscape plan submitted would meet the required Green Factor score of 0.30. Additionally, there may even be issues with meeting the transparency requirements for this district. Therefore, staff would not have any approval be subject to the submitted site plan.

GENERAL INFORMATION

Existing Zoning	C-4 (FF)	
Existing Land Use	Undeveloped	
Comprehensive Plan	Community Commercial Uses	
Surrounding Context	<u>Zoning</u>	<u>Land Use</u>
North:	C-5	Commercial
South:	C-4	Commercial
East:	C-S / C-5	Commercial

West:	I-3 / C-4	Commercial
Thoroughfare Plan		
30 th Street	Primary Arterial Street	112-foot proposed right-of-way and 96-foot existing right-of-way.
Merchants Drive	Private Road	Not Applicable.
Context Area	Metro	
Floodway / Floodway Fringe	Yes	
Overlay	No	
Wellfield Protection Area	No	
Site Plan	November 10, 2025	
Site Plan (Amended)	January 15, 2026	
Elevations	November 10, 2025	
Elevations (Amended)	N/A	
Landscape Plan	January 15, 2026	
Findings of Fact	N/A	
Findings of Fact (Amended)	N/A	
C-S/D-P Statement	N/A	

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

- West 30th Street Corridor Plan (2010)
- Indy Moves Transportation Integration Plan (2018)

Pattern Book / Land Use Plan

- Not Applicable to the Site. Please see the West 30th Street Corridor Plan (2010) below.

Red Line / Blue Line / Purple Line TOD Strategic Plan

- Not Applicable to the Site.

Neighborhood / Area Specific Plan

- The site falls within the West 30th Street Corridor Plan (2010) and is recommended for Community Commercial Uses.
- This land use category is for low-intensity retail commercial, and office uses, which serve a predominantly residential market adjacent to, or very near, the location of the use. The uses in this land use category are designed to fulfill a broad range of retail, personal, professional, and business services and are either freestanding or part of a small integrated center typically anchored by a grocery store. These centers contain no, or extremely limited, outdoor display of merchandise. Generally, these uses are consistent with the following characteristics:
 - Maximum Gross Floor Area: 125,000 square feet
 - Maximum Acreage: 25 acres
 - Service Area Radius: 2 miles
 - Location: On an arterial or at the intersection of an arterial with a collector.
 - Maximum Out lots: 3
- The West 30th Street area is contained within the study areas of a number of other planning documents. The other adopted plans and studies that were prepared on larger planning areas must be acknowledged and their recommendations integrated within the corridor plan.
- The Eagledale Neighborhood Plan was adopted in 2001. The coverage of the plan includes all of the neighborhoods developed as Eagledale, their adjoining commercial districts, schools, parks and special uses such as churches. The plan also covers a portion of the West 30th Street study area located west of Lafayette Road and east of the CSX Railroad. The plan had an emphasis on issues and concerns felt on a neighborhood level, including education, human and public services, reducing crime and improving communications in the community. Land use and physical development recommendations included the establishment of a community center, adding streetlights and maintaining public infrastructure.
- The Indianapolis Bike Plan and User Map project was initiated in 1999 by the Indianapolis Metropolitan Planning Organization (IMPO). The plan has been used by the Departments of Public Works and Parks and Recreation to develop a system of bike routes, bicycle lanes, off-street trails, and other types of facilities that connect residential areas with shopping, employment centers, and recreation. Three bike routes are included within the 30th Street plan area. Route #41 is located on Lafayette Road. Route #45 is located on Cold Spring Road and Route #56 is located on West 30th Street.
- The site falls within Critical Area of the Neighborhood Plan. The location of it is southwest of the intersection of 30th Street and Lafayette Road.
- Current Situation: This area is about nine and one-third acres in size and is largely undeveloped. It fronts on busy Lafayette Road (in 2007, 25,000 vehicles a day south of 30th Street) and has access to 30th Street. It includes the historic Flackville School, which currently sits empty. A line of trees runs north to south across the center of the area. The area is generally surrounded by commercial land uses.

- **Recommendations:** The area's size and location can accommodate a wide variety of uses. The primary land use recommendation for this site is Community Commercial. However, others land uses such as multifamily residential, light industrial, heavy commercial or mixed-use may be appropriate depending on the development standards of the use. Due to the proliferation of automotive sales along Lafayette Road in recent years, development of the site as automotive sales is not recommended, unless utilized to relocate existing auto sales from an inappropriate site such as a floodplain.
- A mixed-use development that could bring together service providers, residential units and possibly retailing and offices would be welcome on this site.
- If feasible, rehabilitation of the Flackville School into any new development is recommended as a contribution to the cultural heritage of the area.

Infill Housing Guidelines

- Not Applicable to the Site.

Indy Moves

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

- The site falls within the Indy Moves Transportation Integration Plan (2018) which proposes the 30th Street Multi-Use Path along 30th Street from Moller Road to White River Parkway West.
- It is described as a multi-use path that will provide safe bicycle and pedestrian connection on the near Northwest side of Indianapolis.

ZONING HISTORY

Zoning History – Site

89-Z-113; 3623 West 30th Street (subject site), Rezoning of 13.4 acres, being in the I-3-S district, to the C-4 classification to conform zoning to its use of a shopping center, **approved**.

Zoning History – Vicinity

2025-ZON-102; 2802 Merchants Drive and 2802 Lafayette Road (south of site), 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, **pending**.

2016-ZON-065; 2930 Lafayette Road (east of site), Rezoning of 3.562 acres from the C-4 district to the C-S classification to provide for a self-storage facility, **approved**.

2014-DV1-065; 2922 Merchants Drive (west of site), Variance of Development Standards of the Commercial Zoning Ordinance to provide for the outdoor storage (not permitted) of motor vehicles for an automobile repair shop, **granted**.

2014-UV2-012; 3649 West 30th Street (west of site), Variance of Use of the Industrial Zoning Ordinance to provide for the parking, storage and sale of vehicles (not permitted), per plans filed, **granted**.

2012-ZON-029; 2802 Merchants Drive (south of site), Rezoning 7.84 acres, from the I-3-S (FW) (FF) District to the C-4 (FW) (FF) classification to provide for commercial uses, **approved**.

2005-UV3-022; 2802 Merchants Drive (south of site), Variance of Use of the IZO to legally establish a 2,080-square foot concrete outdoor storage area for use by an entertainment center operating by variance petition 2000-UV1-010, **granted**.

2000-UV1-010; 2802 Merchants Drive (south of site), Variance of Use of the IZO to provide for a restaurant, a nightclub, and a retail center, **granted**.

93-UV3-49; 2802 Merchants Drive (west of site), Variance of Use of the Industrial Zoning Ordinance to provide for a nightclub, **granted**.

90-UV1-4; 2808 Merchants Drive (west of site), Variance of Development Standards of the Sign Regulations to permit a second pole sign for a single user within an integrated center, **granted**.

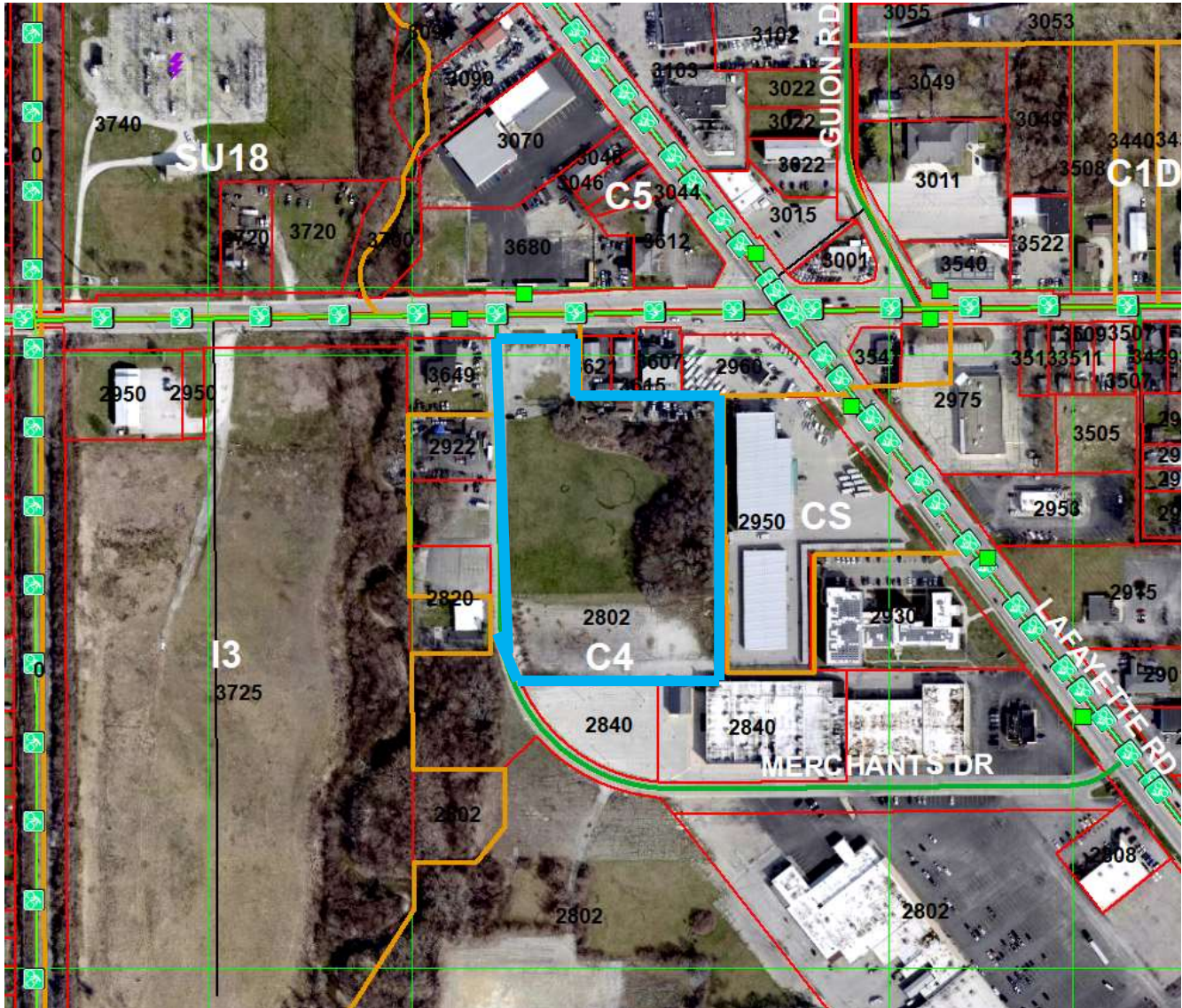
88-UV2-83; 2808 Merchants Drive (west of site), Variance of Use and Development Standards of the Industrial Zoning Ordinance to provide for the operation of a day care center in an existing building with off-site parking, **withdrawn**.



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

83-Z-49; 2930 Lafayette Road (east of site), Rezoning of 5.46 acres from the SU-2 District to the C-4 classification to provide for various uses including a pizza place and catering service, civic center and museum, **approved.**

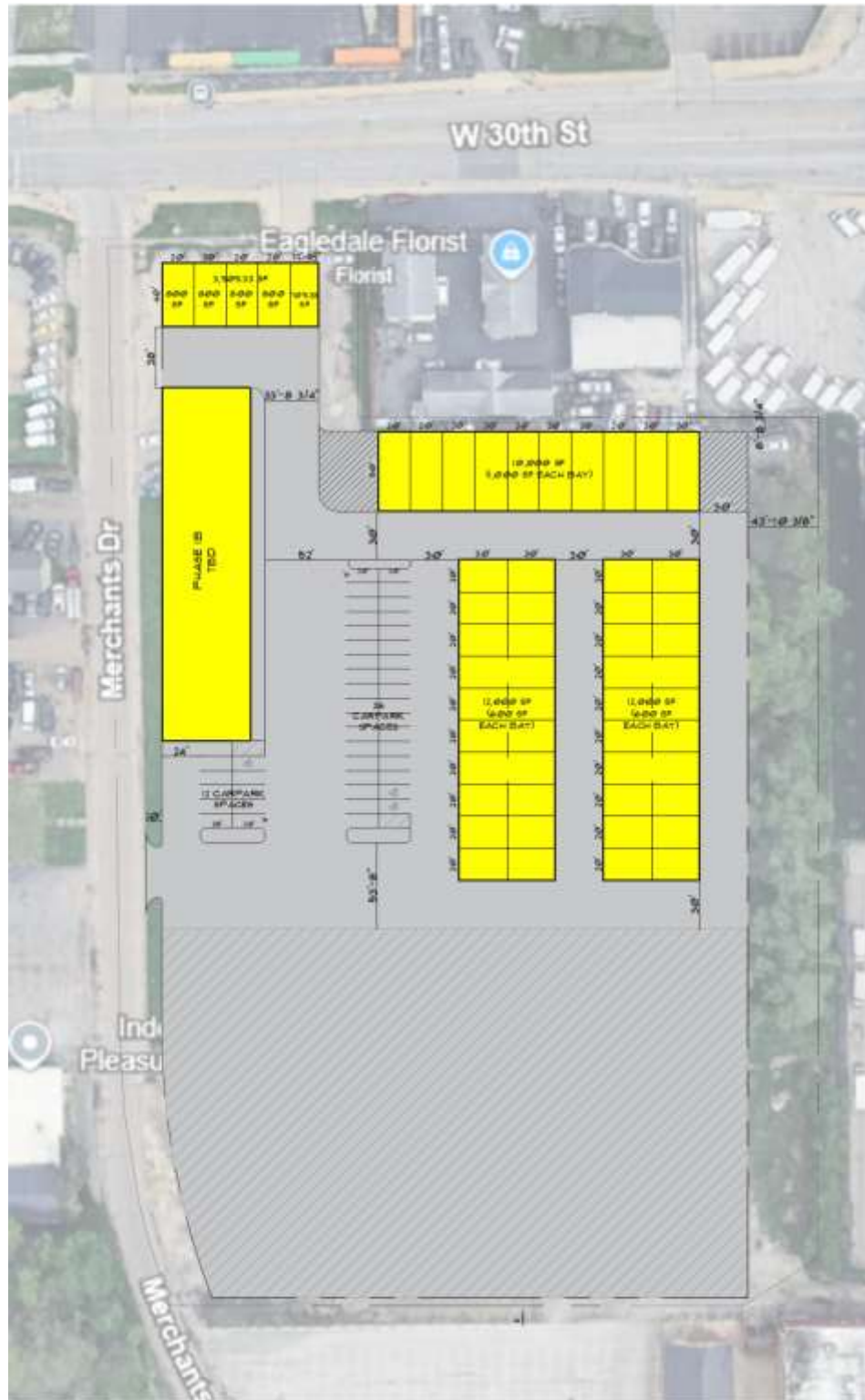
EXHIBITS



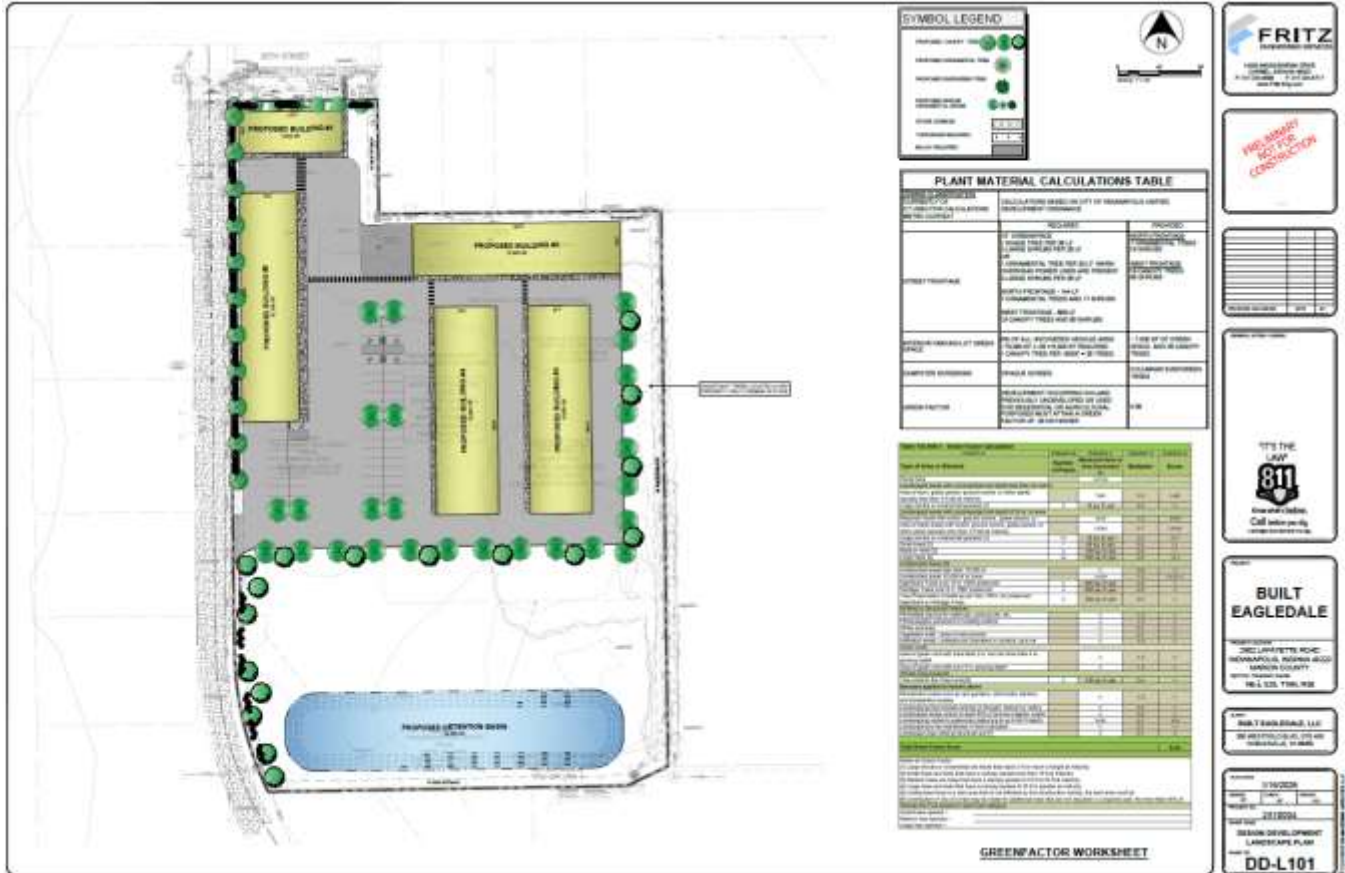
AERIAL MAP

[illegible]

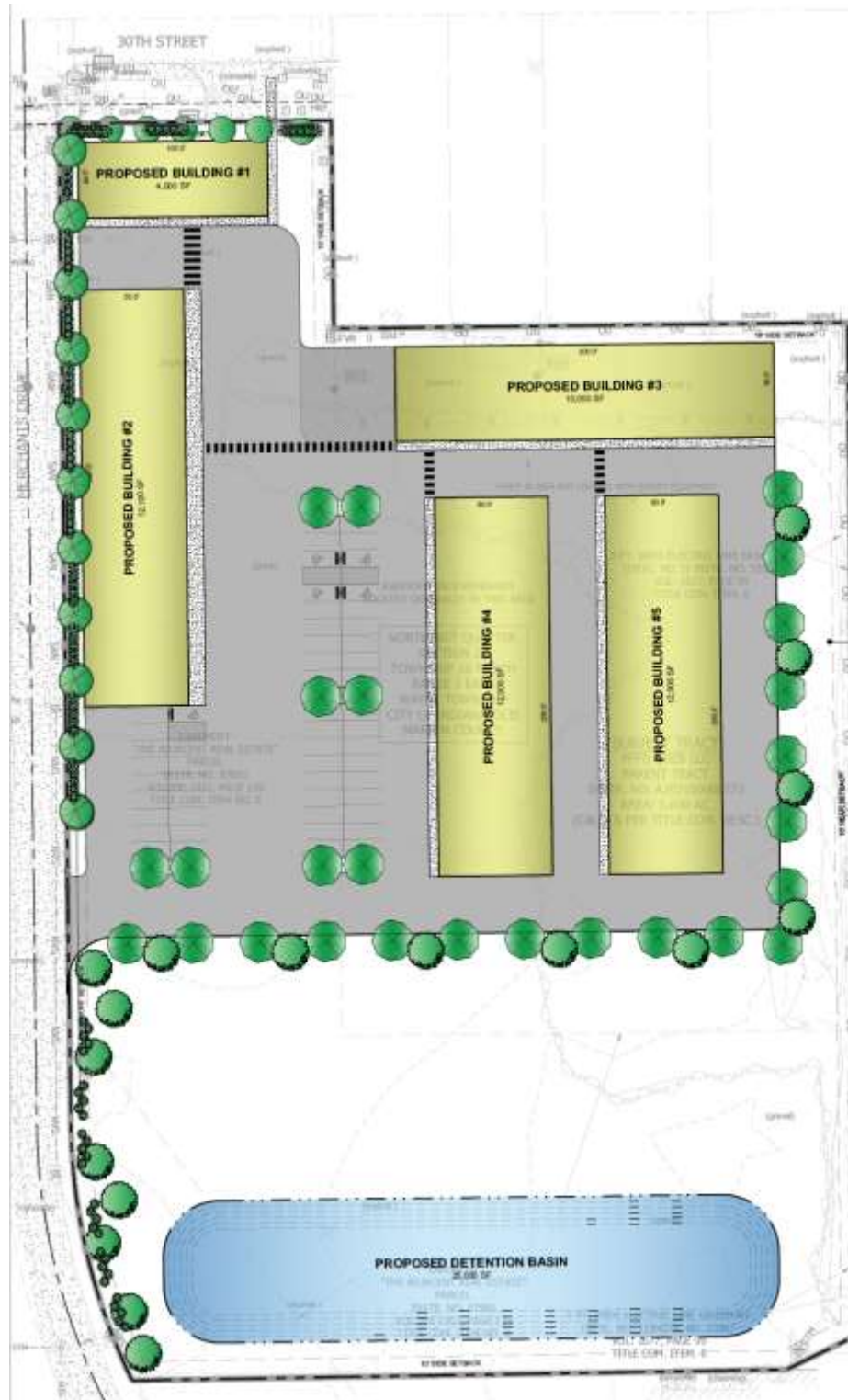
SITE PLAN CLOSE-UP



AMENDED SITE PLAN / LANDSCAPE PLAN



AMENDED SITE PLAN / LANDSCAPE PLAN (CLOSE-UP)



GREEN FACTOR SHEET

Table 744-509-1: Green Factor Calculation				
Column A	Column B	Column C	Column D	Column E
Type of Area or Element	Number of Plants	Measured Area or Area Equivalent in	Multiplier	Score
Parcel Size		243936		
Landscaped areas with uncompacted soil depth less than 24 inches				
Area of lawn, grass pavers, ground covers, or other plants typically less than 3 ft tall at maturity		7000	0.2	1400
Large shrubs or ornamental grasses [1]	0	16 sq. ft. per	0.3	0
Landscaped areas with uncompacted soil depth of 24 in. or more				
Required Yards with mulch, ground covers, grass pavers, or		8500	1.0	8500
Area of other areas with mulch, ground covers, grass pavers, or other plants typically less than 3 ft tall at maturity		35000	0.7	24500
Large shrubs or ornamental grasses [1]	95	16 sq. ft. per	0.3	28.5
Small trees [2]	7	50 sq. ft. per	0.3	2.1
Medium trees [3]	0	100 sq. ft. per	0.4	0
Large trees [4]	46	200 sq. ft. per	0.4	18.4
Undisturbed Areas [5]				
Undisturbed areas less than 10,000 sf		0	0.8	0
Undisturbed areas 10,000 sf or more		35549	1.5	53323.5
Significant Trees over 10 in. DBH preserved	0	250 sq. ft. per	0.5	0
Heritage Trees over 8 in. DBH preserved	0	250 sq. ft. per	0.5	0
Tree Preservation Credits as per Sec. 503.L for preserved Significant or Heritage Trees	0	250 sq. ft. per	0.5	0
Building or Structural Features				
Permeable paving for walkways, parking lots, etc.		0	1.2	0
Photocatalytic pavement or building exterior		0	1.5	0
White roof area		0	0.1	0
Vegetated walls - area of wall covered		0	0.7	0
Infiltration areas, underground chambers or surface, such as		0	1.5	0
Green roofs:				
Area of green roof with more than 2 in. but not more than 4 in. growing depth		0	1.2	0
Area of green roof with over 4 in. growing depth		0	1.4	0
Off-site improvements				
Tree credit to the Tree Fund [6]	0	100 sq. ft. per	0.4	0
Bonuses applied to factors above				
Bioretention areas such as rain gardens, stormwater planters, and bioretention swales		0	1.5	0
Landscaping that consists entirely of drought- tolerant or native		0	0.4	0
Landscaped areas where at least 50% of annual irrigation needs		0	0.2	0
Landscaping visible to passersby (adjoining & up to 85 ft depth)		8500	0.1	850
Landscaping to be maintained in food cultivation		0	0.1	0
Landscape area utilizing structural soil [7]		0	0.1	0
Total Green Factor Score				0.36
<p>Notes for Green Factor</p> <p>[1] Large shrubs or ornamental are those that reach 3 ft or more in height at maturity.</p> <p>[2] Small trees are trees that have a canopy spread less than 16 ft at maturity.</p> <p>[3] Medium trees are trees that have a canopy spread of 16 ft to 24 ft at maturity.</p> <p>[4] Large trees are trees that have a canopy spread of 25 ft or greater at maturity.</p> <p>[5] Undisturbed Area is a land area that is not affected by the construction activity; the land area must be</p> <p>[6] Contribution in lieu of a tree may be made for additional trees that are not required in a required yard. No more than 50% of</p> <p>Indicate the Tree species in each size category:</p> <p>Small trees species = _____</p> <p>Medium tree species = _____</p> <p>Large tree species = _____</p>				

PETITIONER PROPOSED COMMITMENTS

LIST OF COMMITMENTS

2802 Lafayette Road

1. No outside storage shall be permitted.
2. The following uses shall be prohibited:
 - (a) Club or Lounge
 - (b) Adult Entertainment Business
 - (c) Bar or Tavern
 - (d) Night Club or Cabaret
 - (e) Tattoo Parlor
 - (f) Firearm Sales
 - (g) Outdoor Advertising, Billboards
 - (h) Pawn Shop
 - (i) Check Cashing
3. Approval shall be subject to substantial continuity within the site plan and elevations file dated November 6, 2025

PROPOSED RENDERINGS



PROPOSED RENDERINGS (Continued)



RPOPOSED RENDERINGS (Continued)



PROPOSED RENDERINGS (Continued)



EXAMPLE PHOTOS OF THE FACILITY



Photo of the built product.



Drone view of a developed facility.



Photo of the subject site's east side looking south from 30th Street.



Photo of the subject site's west side looking south from 30th Street.



Photo of the subject site's street frontage looking west on 30th Street towards a used car dealer.



Photo of the subject site looking south from the center of the site.



Photo of the subject site looking north from the southwest corner of the site.



Photo of the subject site looking east from the southwest corner.



Photo of a towing company west of the site.



Photo of a commercial building and associated parking lot west of the site.



Photo of the commercial property east of the site.



Photo of a distribution service business north of the site.