

**METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER**

November 20, 2025

Case Number: 2025-APP-006
Property Address: 1701 and 2055 North Senate Avenue
Location: Center Township, Council District #12
Petitioner: IU Health, by Blake Langley
Current Zoning: HD-1 (TOD) / HD-2 (TOD)
Request: Hospital District-One Approval and Hospital District-Two Approval to provide for two freestanding signs.
Current Land Use: Hospital Campus
Staff Recommendations: Approval.
Staff Reviewer: Kathleen Blackham, Senior Planner

PETITION HISTORY

The Hearing Examiner continued this petition from the October 23, 2025 hearing, to the November 20, 2025 hearing, to provide additional time for required notice.

STAFF RECOMMENDATION

Approval, subject to substantial compliance with the site plan and sign elevations file-dated September 24, 2025.

PETITION OVERVIEW

This 0.46-acre site, zoned HD-1 (TOD) and HD-2 (TOD), is developed with a hospital campus. It is surrounded by medical offices to the north, zoned HD-2 (TOD); a parking garage to the south, zoned HD-1 (TOD); hospital and medical offices to the east, zoned HD-1 (TOD) and HD-2 (TOD), respectively; and Senate Avenue / I-65 Ramp right-of-way to the west, zoned HD-1 (TOD) and HD-2 (TOD).

HD-1 / HD-2 APPROVAL

The request would provide for way finding signs generally related to the location of the Neuroscience Center and location of the parking for the Center and other destinations within the campus.

The Comprehensive Plan recommends Regional Special Use, which is a non-typology land use. These stand-alone land uses are mapped outside of the typology system due to their scale or the nature of their use.

Land in the development plan districts is subject to the following site and development requirements. In review of the proposed Site and Development Plan, the Commission must assess whether the Site and Development Plan, proposed use, buildings and structures must:

- a. Be so designed as to create a superior land development plan, in conformity with the Comprehensive Plan;
- b. Create and maintain a desirable, efficient and economical use of land with high functional and aesthetic value, attractiveness and compatibility of land uses, within the development plan district and with adjacent uses;
- c. Provide sufficient and adequate multi-modal access, such as parking and loading areas, transit provisions, and bicycle facilities;
- d. Integrate a multi-modal transportation network using active and passive traffic control with the existing and planned public streets and interior roads
- e. Provide adequately for sanitation, drainage and public utilities in a sustainable, low-impact manner;
- f. Allocate adequate sites for all uses proposed - the design, character, grade, location and orientation thereof to be appropriate for the uses proposed, logically related to existing and proposed topographical and other conditions, and consistent with the Comprehensive Plan; and
- g. Provide pedestrian accessibility and connectivity, which may be paths, trails, sidewalks, or combination thereof. Pedestrian accessibility to available public transit must be provided. Sidewalks along eligible public streets consisting of the walkway and any curb ramps or blended transitions must be provided. If sidewalks are required to be installed, the Administrator or the Commission must be guided by the provisions of Section 744-304 for the installation of sidewalks.

“The Commission may consider and act upon any such proposed use and Site and Development Plan, approve the same in whole or in part, and impose additional development standards, requirements, conditions, or commitments thereon at any public hearing of the Commission. The Commission must, also make written findings concerning any decision to approve or disapprove a Site and Development Plan.”

As proposed, staff believes that the request would meet all the goals of the HD-1 / HD-2 district listed above. The site layout and sign elevations shown on the submitted documents would be appropriately integrated with the existing signage throughout the campus and provide information and directions to medical facilities within this area of the campus.

Overlays

This site is also located within an overlay, specifically the Transit Oriented Development (TOD). “Overlays are used in places where the land uses that are allowed in a typology need to be adjusted. They may be needed because an area is environmentally sensitive, near an airport, or because a certain type of development should be promoted. Overlays can add uses, remove uses, or modify the conditions that are applied to uses in a typology.”

The Transit-Oriented Development (TOD) overlay is intended for areas within walking distance of a transit station. The purpose of this overlay is to promote pedestrian connectivity and a higher density than the surrounding area.

GENERAL INFORMATION

Existing Zoning	HD-1 (TOD / HD-2 (TOD)	
Existing Land Use	Hospital Campus	
Comprehensive Plan	Regional Special Use	
Surrounding Context	Zoning	Land Use
North:	HD-2 (TOD	Medical offices
South:	HD-1 (TOD)	Parking garage
East:	HD-1 (TOD) / HD-2 (TOD)	Single-family dwelling
West:	HD-1 (TOD) / HD-2 (TOD)	North Senate Avenue right-of-way
Thoroughfare Plan		
North Senate Avenue	Primary Collector / I-65 Ramp	Existing 395-foot right-of-way and proposed 56-foot right-of-way.
Context Area	Compact	
Floodway / Floodway Fringe	No	
Overlay	Yes – Transit Oriented Overlay (TOD)	
Wellfield Protection Area	No	
Site Plan	September 24, 2025	
Site Plan (Amended)	N/A	
Elevations	September 24, 2025	
Elevations (Amended)	N/A	
Landscape Plan	N/A	
Findings of Fact	June 12, 2025	
Findings of Fact (Amended)	N/A	
C-S/D-P Statement	N/A	

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

The Comprehensive Plan recommends regional special use for this. “This category provides for public, semi-public and private land uses that serve a specific institutional purpose for a significant portion of the county. Examples are large-scale, generally stable institutional uses such as cemeteries, hospitals, universities, high schools, government complexes, large museums, the Indiana State Fairgrounds, and the Indianapolis Motor Speedway.”

Long Range Planning staff should provide guidance regarding any property use changes in this lane use. Partial property changes should remain thematically or economically supportive of the special use while also being contextually sensitive to adjacent existing development and land use plans. Redevelopment, use changes, or other significant changes to the entire property must be informed by a planning study conducted by Department of Metropolitan Development to determine Land Use Plan recommendations.

Pattern Book / Land Use Plan

Not Applicable to the Site.

Red Line / Blue Line / Purple Line TOD Strategic Plan

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

This site is located within a ½ mile walk of the transit stop located at the intersection of North Meridian Street and West 18th Street, with a Community Center typology.

Community Center stations are located within commercial hubs with varying types of commercial developments, from large strip centers to shopping malls, along arterial corridors. Development opportunities vary from redevelopment into mixed-use, walkable patterns to multi-family residential infill development.

Characteristics of the Community Center typology are:

- A dense mixed-use neighborhood center
- Minimum of two stories at core
- No front or side setbacks a core; 0-10-foot front setbacks and 0-10-foot side setback at the periphery
- Multi-family housing with a minimum of three 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)

The Marion County Thoroughfare Plan (2019) “is a long-range plan that identifies the locations classifications and different infrastructure elements of roadways within a defined area.”

The following listed items describe the purpose, policies and tools:

- Classify roadways based on their location, purpose in the overall network and what land use they serve.
- Provide design guidelines for accommodating all modes (automobile, transit, pedestrians, bicycles) within the roadway.
- Set requirements for preserving the right-of-way (ROW)
- Identify roadways for planned expansions or new terrain roadways
- Coordinate modal plans into a single linear network through its GIS database

ZONING HISTORY

2011-CZN-805 / 2011-CVR-805; 1355, 1421, 1515, 1801 and 2055 North Senate Avenue; 1515, 1919 and 2055 North Capitol Avenue, 227 West 14th Street, 102 East 16th Street, 269 West 16th Street, and 1615 and 1621 Hall Street, requested rezoning of 45.8 acres from the HD-1 (W-5), HD-2 (W-5), C-1 (W-5) and C-3 (W-5) Districts to the HD-1 (W-5) classification to provide for hospital uses and 33 replacement signs and a variance of development standards of the Sign Regulations to provide for sign height exceeding permitted height and reduced setbacks, **approved and granted**.

2010-APP-025; 1633, 1805, and 2010 North Capitol Avenue, 1801 and 2055 North Senate requested Hospital District One and Two Approval to provide for 43 signs, **approved**.

2005-APP-057; 1935 North Capitol Avenue, requested Hospital District-Two approval to provide for 24, two-foot-wide window awnings, two door awnings, and a 40-square foot illuminated wall sign, **approved**.

2001-APP-121; 1701 North Senate Boulevard, requested a modification of a previous Hospital District-One Approval, petition 99-AP-197, to provide for a 5.5-foot by 65.5-foot wall sign on the west elevation of parking garage two, **approved**.

2001-APP-079; 1702 North Senate Boulevard, requested Hospital District-One approval to provide for phase two of a monorail system, **approved**.

2001-APP-019; 1702 North Senate Boulevard, requested Hospital District-One approval to provide for phase one of a monorail system, **approved**.

94-AP-106; 1701 North Senate Boulevard, requested a modification and site plan approval of signage master plan, **approved**.

91-AP-89; 2007 North Capitol Avenue, requested Hospital District-Two approval for the replacement of an existing monument sign, **approved**.

88-APP-119; 2012 North Senate Boulevard, requested Hospital District-One approval to provide for two ground signs, **approved**.

88-APP-88; 2040-2066 North Capitol Avenue, requested Hospital District-Two approval to provide for the construction of a health education center and parking area, **approved**.

88-HOV-64; 2012 North Senate Boulevard, requested a variance of development standards of the Sign Regulations to provide for a nine-foot-tall pylon sign, **approved**.

88-HOV-57; 2040 North Capitol Avenue (site), requested a variance of development standards of the Sign Regulations to provide for identification and traffic control signs that exceed the maximum heights, sizes, with insufficient setbacks, **approved**.



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

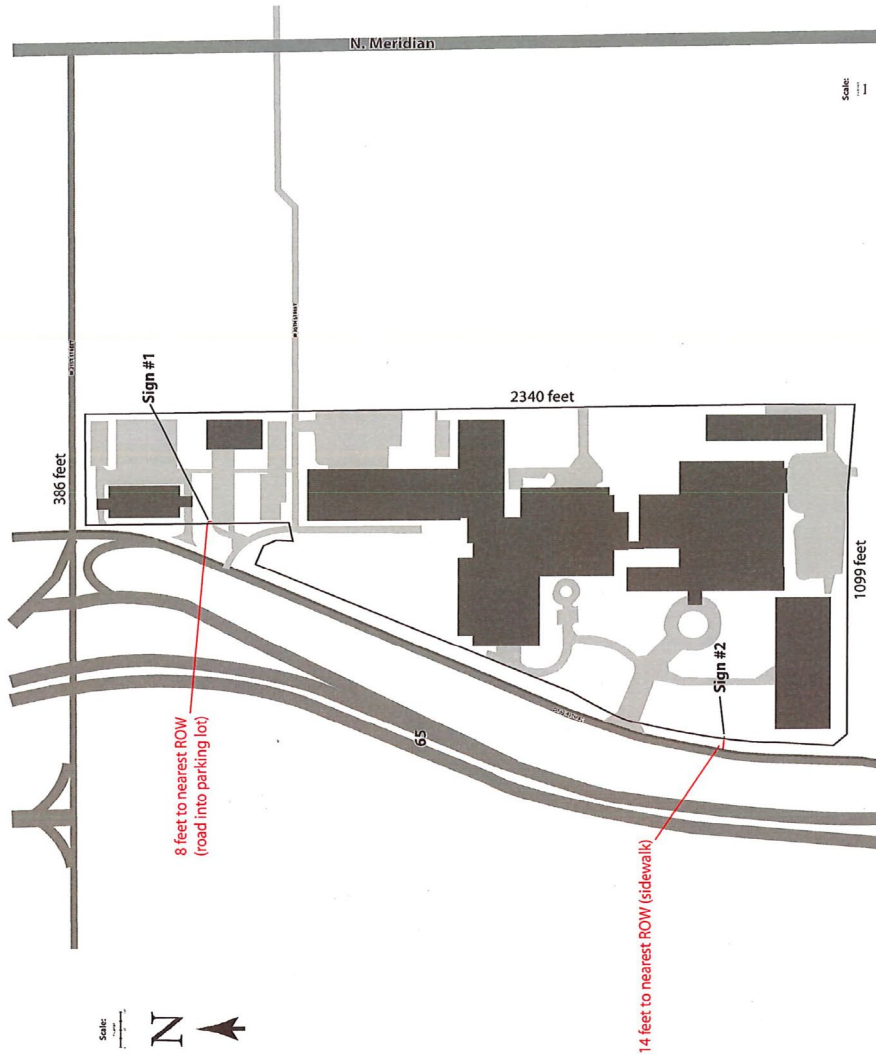
88-HOV-49; 1935 North Capitol Avenue, requested a variance of development standards of the Sign Regulations to provide for the erection of a second wall sign (one sign permitted), **approved**.

87-AP-187; 1935 North Capitol Avenue, requested Hospital District-Two approval for installation of an 8 by 3.5 wall sign, **approved**.

85-AP-50; 1604 North Capitol Avenue, requested Hospital District-Two approval for installation of identification and directional signs, **approved**.

EXHIBITS





NON-LIT DIRECTIONAL SIGNS

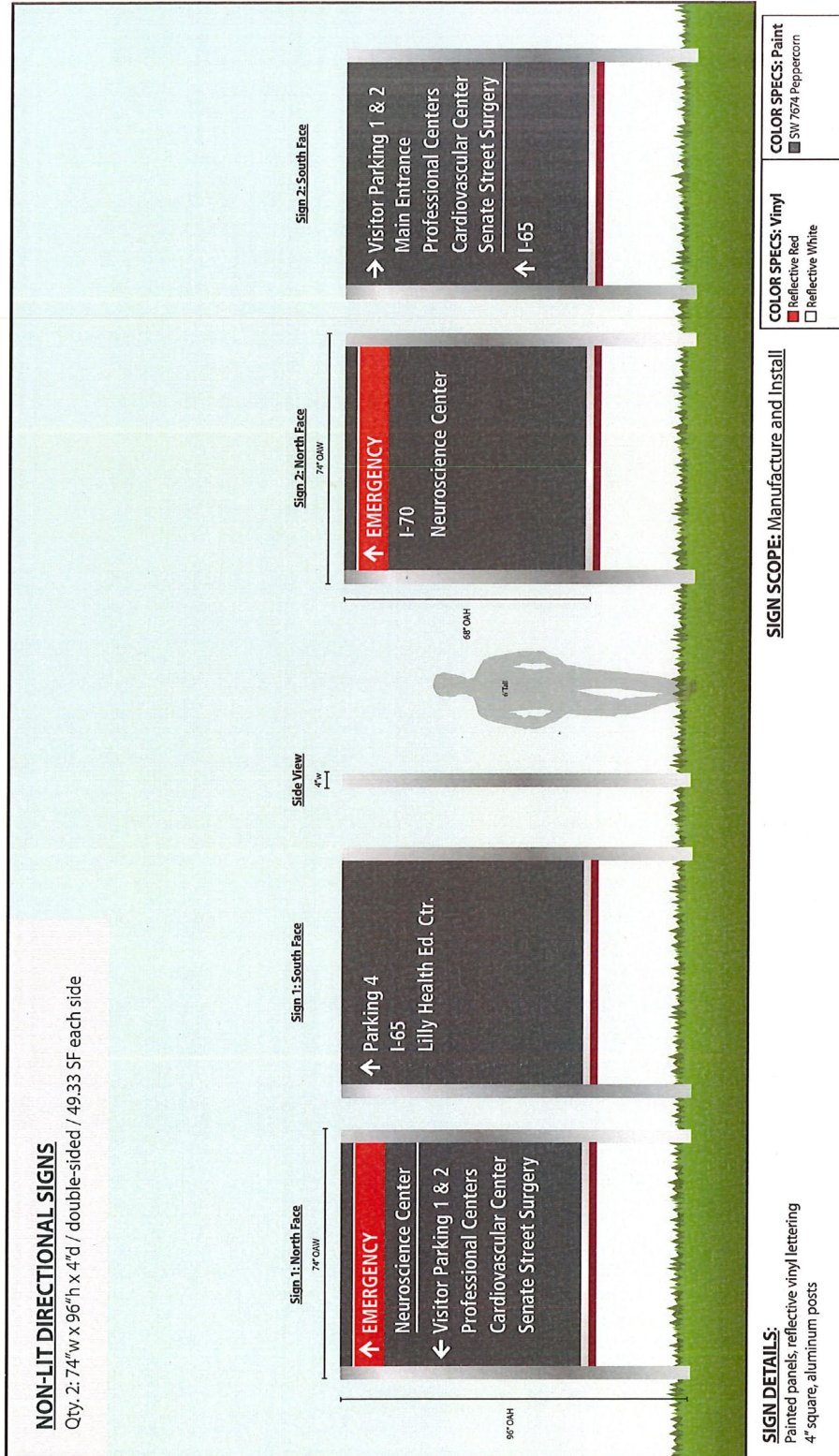
Site Map

1701 Senate Avenue
 Indianapolis, IN 46202

Parcel #
 1097245

Legal Description

PT NE 1/4 S35T16N R3E BEG NW COR CAPITOL AVE & 16TH
 STREET N 1272.36' W 393.5' N 54' W 30' N 443.04' NW 47.70' W
 65.22' SW 1030.26' SWRLY 666' E 513' S 234' E 228' SERLY 365'
 TO BEG .28355 AC.



HOOSIER SIGN GUY
317-984-5500
4484 S. State Road 19, Tipton IN 46072
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DATE	04/03/2025	CLIENT	IU HEALTH - INDY HEALTH DISTRICT	LOCATION	INDIANAPOLIS, IN	ADD. NOTES
JOB #	240607-04	PROJECT MANAGER	BLAKE L.	DESIGNER	ASHLEIGH F.	

DESIGN APPROVAL
CLIENT SIGNATURE X _____ DATE _____

Before signing this Artwork Approval Form, please be sure to review your proof carefully and confirm that every detail on your proof is correct including wording, dates, spelling, punctuation, capitalization, color choices, layout and graphics. We do our best to alert you to color choices we think will make wording difficult to read. Ultimately, it is the responsibility of the customer to choose their colors. Since all computer monitors and devices display color differently, we cannot guarantee print colors will match colors viewed on screen. For these reasons, we do not accept returns based on color nor do we accept returns for approved proof errors. If Pantone colors are specified, they will be matched according to Pantone specifications and be matched as close as possible. **All artwork is property of Hoosier Sign Guy and is protected by copyright laws. External distribution is prohibited.**

Petition Number _____

**METROPOLITAN DEVELOPMENT COMMISSION
OF MARION COUNTY, INDIANA
PETITION FOR UNIVERSITY QUARTER ONE/TWO APPROVAL
PETITION FOR PARK DISTRICT ONE/TWO APPROVAL
PETITION FOR HOSPITAL DISTRICT ONE/TWO APPROVAL**

FINDINGS OF FACT

The Metropolitan Development Commission finds that the site and development plan file-dated _____, 20____

A. Has been designed to create a superior land development plan, in conformity with the Comprehensive Plan because:

The proposed non-illuminated directional signs, measuring 74 inches wide by 96 inches high and 4 inches deep, have been thoughtfully designed to enhance wayfinding while maintaining the visual and architectural integrity of the area. Their double-sided format and modest scale (49.33 square feet per side) ensure clear visibility without overwhelming the streetscape. The signs are consistent with the Comprehensive Plan's goals of promoting pedestrian-oriented design, preserving aesthetic cohesion, and supporting orderly development within the HD1/HD2 zoning districts of the Regional Center.

B. Creates and maintains a desirable, efficient and economical use of land with high functional and aesthetic value, attractiveness and compatibility of land uses, within the development plan district and with adjacent uses because:

The proposed directional signs provide essential wayfinding in a clear, efficient, and non-intrusive manner, supporting both vehicular and pedestrian navigation throughout the site. Their placement has been strategically planned to maximize functionality while minimizing visual clutter. The signs' clean, professional design complements surrounding architectural styles and land uses within the HD1/HD2 zoning districts, enhancing overall site organization and user experience. As non-illuminated features, they maintain low energy impact while still delivering high functional value in an attractive and contextually appropriate format.

C. Provides sufficient and adequate multi-modal access, such as parking and loading areas, transit provisions, and bicycle facilities because:

The proposed directional signs are strategically positioned to enhance navigation and circulation for all modes of transportation, including vehicular, pedestrian, and bicycle traffic. By clearly identifying access points, parking areas, and key destinations, the signage supports the efficient use of existing infrastructure and improves the overall accessibility of the site. Their integration into the site layout contributes to a well-organized and user-friendly environment, aligning with the development district's intent to promote multi-modal connectivity and reduce confusion for all users.

D. Integrates a multi-modal transportation network using active and passive traffic control with the existing and planned public streets and interior roads because:

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Secretary@hoosiersignguy.com

E. Provides adequately for sanitation, drainage, and public utilities in a sustainable, low-impact manner because:

The installation of the proposed non-illuminated directional signs requires minimal disturbance to existing infrastructure and does not adversely affect sanitation, drainage, or utility systems. Their design and placement have been planned to avoid interference with underground utilities and surface water flow, maintaining existing drainage patterns and utility access. As non-illuminated signs, they consume no electricity, aligning with sustainable, low-impact development practices appropriate for the HD1/HD2 zoning context.

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F. Allocates adequate sites for all uses proposed, - the design, character, grade, location, and orientation thereof to be appropriate for the uses proposed, logically related to existing and proposed topographical and other conditions, and consistent with the Comprehensive Plan, because:

Their placement considers existing topography and avoids interference with viewsheds, pedestrian paths, and vehicular circulation. The size, character, and orientation of the signs are appropriate for wayfinding purposes and complement both the functional layout and architectural context of the development. This thoughtful integration supports the Comprehensive Plan's objectives of creating orderly, accessible, and context-sensitive development within the HD1/HD2 zoning districts.

G. Provides pedestrian accessibility and connectivity, which may be paths, trails, sidewalks (If sidewalks are required to be installed, the Administrator or the Commission must be guided by provisions of Section 744-304 for the installation of sidewalks), or combination thereof; provides pedestrian accessibility to available public transit; and provides sidewalks along eligible public streets consisting of the walkway and any curb ramps or blended transitions because:

The proposed directional signs are strategically located to support pedestrian accessibility and enhance connectivity within the development and to surrounding public transit options.

The signage is placed near existing pedestrian pathways and sidewalks, ensuring clear directional guidance for those walking or cycling within the site and to transit stops.

Additionally, the design aligns with the required provisions for sidewalk installations and pedestrian transitions, helping integrate the site with the broader network of public streets and pedestrian amenities in accordance with the Comprehensive Plan and zoning requirements.

DECISION

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

Adopted this _____ day of _____, 20 _____

Commission President/ Secretary



View of proposed location of northern sign (Sign #1) looking south along North Senate Avenue



View of proposed location of northern sign (Sign #1) looking north across access drive



View of proposed location of northern sign (Sign #1) looking west from access drive



View of proposed location of southern sign (Sign #2) looking east across North Senate Avenue



View of proposed location of southern sign (Sign #2) looking east across North Senate Avenue