



**METROPOLITAN DEVELOPMENT COMMISSION  
HEARING EXAMINER**

January 23, 2025

**Case Number:** 2024-CAP-857 / 2024-CVR-857  
**Property Address:** 2025 Dugan Drive (Approximate Address)  
**Location:** Washington Township, Council District #1  
**Petitioner:** St. Vincent Hospital and Health, by Kandyn Leach  
**Current Zoning:** HD-1  
Hospital District-One Approval to provide for replacement building identification and wayfinding signage for a Donor House.  
**Request:** Variance of development standards of the Consolidated Zoning and Subdivision Ordinance to provide for a replacement monument sign within the clear-sight triangle and within the 10-foot front yard setback (not permitted within the clear-sight triangle, and a minimum 10-foot front setback required).  
**Current Land Use:** Hospitality house  
**Staff Recommendations:** Approval  
**Staff Reviewer:** Marleny Iraheta, Senior Planner

**PETITION HISTORY**

This is the first public hearing for this petition.

**STAFF RECOMMENDATION**

Staff **recommends approval** of the request.

**PETITION OVERVIEW**

**LAND USE**

The site is developed with a hospitality house that houses families that need accommodations while receiving care if they live far from the hospital.

The site is bordered to the south by a spirituality center, zoned HD-2, to the west by a water tower, zoned HD-1, a parking lot to the north, zoned HD-1, and apartments to the east, zoned HD-2.



## HOSPITAL DISTRICT ONE APPROVAL

The HD-1 zoning category is designed to permit and facilitate the development, expansion, and modernization of a major hospital complex or campus, in which a diversity of uses, functions, and facilities is necessary to best perform the hospital's various services to the public; and further to permit appropriate land use modifications as necessary to facilitate the highest level of such service.

This district requires an approval petition be filed for signs other than incidental signs. An incidental sign is defined as “a permanent sign which has a purpose that is secondary and incidental to the use of the lot on which it is located, such as “hours of operation”, “loading zone only,” “air,” “building directory“ and “visitor parking,” and which carries no commercial message that is legible beyond the lot on which the sign is located, except for a registered logo on a premises with two or more separately-operating businesses.

The Ordinance classifies Hospital District One as a Development Plan District. “No use, building or structure shall hereafter be established, constructed or used on any land in a Development Plan district for any purpose, until a Site and Development Plan for such land, including the proposed use or uses, has been filed with and approved by the Commission in accordance with this zoning ordinance.”

“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.”

## STAFF ANALYSIS

The proposal would allow for the approval of a building identification sign and wayfinding signage with a variance for a monument sign within the clear sight triangle and 10-foot front setback.

Table 744-906-12 Primary Freestanding Signs in Special Districts notes that a monument sign requires a 10-foot front setback and cannot be within the clear sight triangle.

The face of the existing monument sign would be replaced which is located within the clear sight triangle and has a fifteen-foot front setback from Dugan Drive. Therefore, staff determined that the variance for the monument sign to be within the 10-foot front setback would not be required.

Staff is supportive of the requests because of the importance of signage for visitors who need to be able to locate their destinations during emergencies and other hectic situations. Staff determined that the proposed signs would provide appropriate wayfinding signage for the subject site.

## GENERAL INFORMATION

|                           |                      |
|---------------------------|----------------------|
| <b>Existing Zoning</b>    | HD-1                 |
| <b>Existing Land Use</b>  | Hospitality house    |
| <b>Comprehensive Plan</b> | Regional Special Use |

| Surrounding Context        | Zoning                   | Land Use   |
|----------------------------|--------------------------|--|
| North:                     | HD-1                     | Parking Lot  |
| South:                     | HD-2                     | Spirituality Center  |
| East:                      | HD-2                     | Multi-family dwellings   |
| West:                      | HD-1                     | Water Tower  |
| Thoroughfare Plan          |                          |  |
| Dugan Drive                | Local Street             | 50-foot proposed right-of-way and 50-foot existing right-of-way. |
| Harcourt Road              | Primary Collector Street | 80-foot proposed right-of-way and 70-foot existing right-of-way. |
| Context Area               | Metro                    |  |
| Floodway / Floodway Fringe | No                       |  |
| Overlay                    | Yes                      |  |
| Wellfield Protection Area  | No                       |  |
| Site Plan                  | December 30, 2024.       |  |
| Site Plan (Amended)        | N/A                      |  |
| Elevations                 | December 30, 2024.       |  |
| Elevations (Amended)       | N/A                      |  |
| Landscape Plan             | N/A                      |  |
| Findings of Fact           | December 30, 2024.       |  |
| Findings of Fact (Amended) | N/A                      |  |
| C-S/D-P Statement          | N/A                      |  |

## COMPREHENSIVE PLAN ANALYSIS

### Comprehensive Plan

- Marion County Land Use Plan Pattern Book (2019)

### Pattern Book / Land Use Plan

- The Marion County Land Use Plan Pattern Book (2019) recommends regional special use and institution-oriented mixed-use development on the site.
- REGIONAL SPECIAL USE** - 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 typology. 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.

**Red Line / Blue Line / Purple Line TOD Strategic Plan**

- Not Applicable to the Site.

**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

### Zoning History- Site

**2019-APP-018; 8081 Township Line Road, 1801 West 86th Street, 8220 and 8424 Naab Road and 2025 Dugan Road** (subject site), Hospital District One/Two Approval to provide for a sign program with building and freestanding signs, **approved**.

**2015-APP-010; 2025 Dugan Drive** (subject site), Hospital District-One Approval to provide for a two-story, 26,000-square foot, multi-resident, short-term stay hospitality house, with a four-foot tall, 40-square foot ground sign and a 42-square foot wall sign, **approved**.

**97-AP-85; 8298 Harcourt Road** (subject site), Approval for the construction of a 14,000 square foot two-story Spirituality center consisting of an 8,000 square foot meeting facility and chapel, and two 3,000 square foot cottages of 10 rooms each, **approved**.

**73-AP-69; 2141 Dugan Drive** (subject site), Hospital District approval to construct St. Vincent Hospital Administrator's Residence, **approved**.

**66-Z-168; 2000 West 86<sup>th</sup> Street** (subject site), Rezoning of 102.90 acres being in A-2 district to SU-6 (Hospitals and Sanitarium) to provide for the construction of a hospital related activities, **approved**.

### Zoning History- Vicinity

**2011-APP-009; 8220 Naab Road** (northwest of site), Hospital district approval to provide 120.79-square foot wall sign, **approved**.

**97-CP-37AP / 97-CP-37V; 2239 Dugan Drive** (west of site), Hospital District-One Approval to provide for the installation of a wireless personal communication system facility, including a tower being 180 feet in height, with an associated 12 by 20 foot equipment building and Variance of use of the Special Use Districts Zoning Ordinance to provide for the installation of a wireless personal communication system facility, including a tower being 180 feet in height, with an associated 12 by 20 foot equipment building, **approved**.

**81-Z-137; 8111 Township Line Road** (southwest of site), Rezoning of 20.00 acres, being in the HD-2 district, to the HD-1 classification, to provide for a 150-bed hospital for obstetrics and gynecology, **approved**.

**73-AP-66; 8251 North Harcourt Road** (east of site), Approval to request the construction of an apartment-convalescent center complex, **approved**.

**73-Z-74; 1801 West 86<sup>th</sup> Street** (east of site), Rezoning of 33.75 acres, being in A-2 and HD-1 districts to HD-1 and HD-2 classifications to permit hospital related use, **approved**.



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

**72-AP-87; 8181 North Harcourt Road** (southeast of site), Approval of use, site, and development plan to construct a nursing home and convalescent center, containing approximately 150 patient beds, **approved.**

**72-AP-49; 8181 Harcourt Road** (southeast of site), Approval for multi-family units, **approved.**

**EXHIBITS**

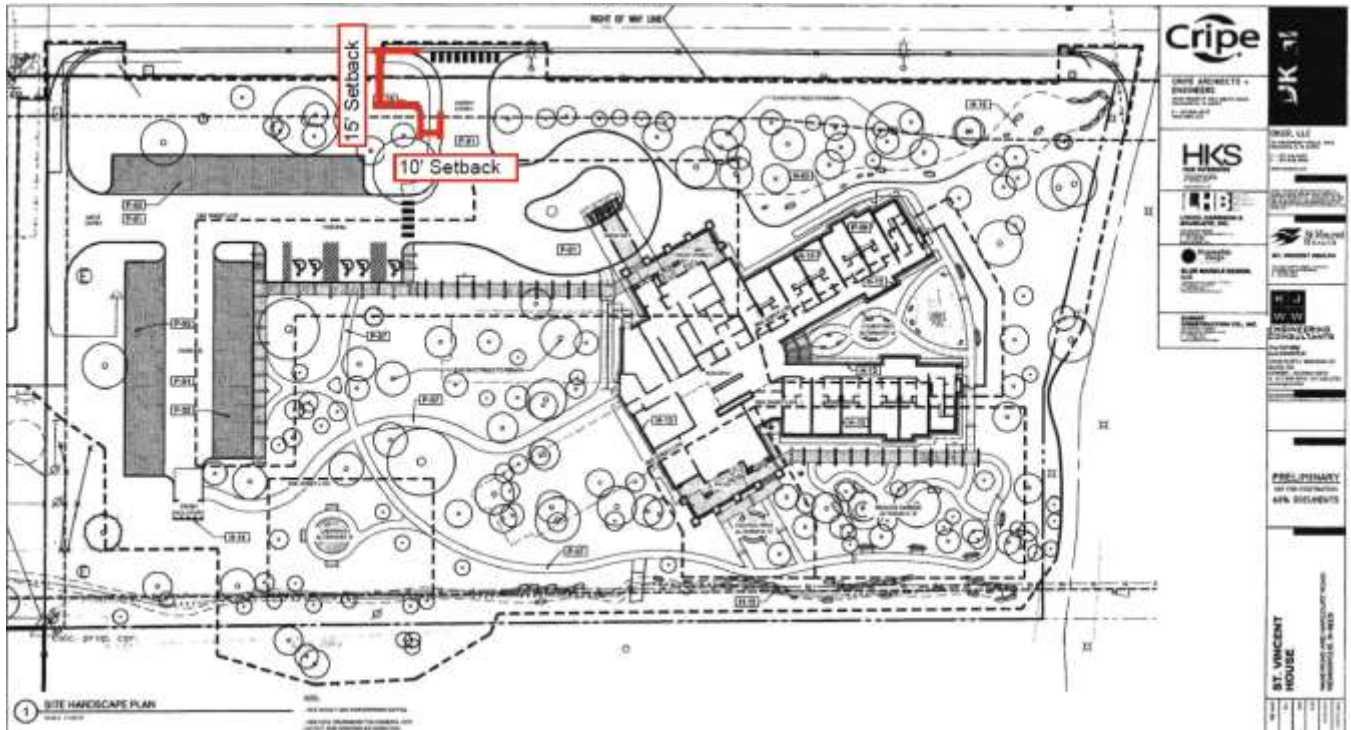


Overview Map

2021 Chapin Drive



Ascension





### Existing



Sign Type: Monument  
Sign Code: ASC-01C  
Location: Roadside  
Bar Code: XXXX  
Illumination: External  
Dimensions:  
OAH: 1'-10"  
OAW: 0'-4"  
HOG: 1'-6"  
Comments: XXXXXXXXXXXX



Detail Side A:



Detail Side B:



Rendering:

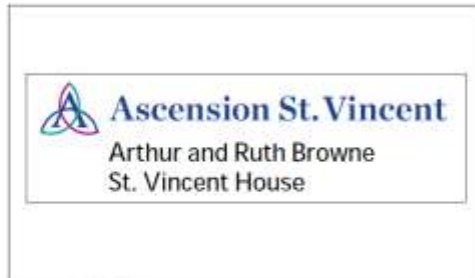
E01

2011 Dugan Drive

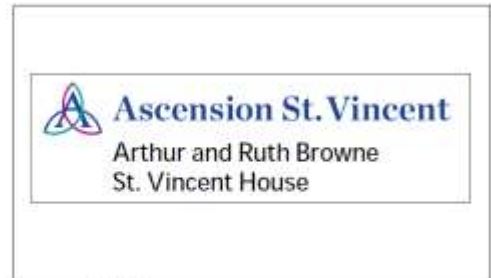
### Recommendation

Action: Replace  
Sign Type: Monument  
Sign Code: ASC-RFC  
Quantity: 2  
Attachment: Facades  
Illumination: External  
Approx. Size:  
H: 1'-10"  
W: 0'-4"  
OAH:  
OAW:  
Comments:

Technical Survey: Required  
Code Compliance: Requires Validation



Recommended Side A:



Recommended Side B:



### Existing



Sign Type: Reverse Channel Letters  
Sign Code: ASC-DL-CUR1  
Location: Front Entrance  
Bar Code: XXXX  
Illumination: None  
Dimensions:  
OAH: 1'-0"  
OAW: 3'-0" X 3"  
HOG: 3'-0" X 3"  
Comments: XX



Detail Side A:



Rendering:

E02

2011 Dugan Drive

### Recommendation

Action: Remove & Replace  
Sign Type: Hole Letters  
Sign Code: ASC-DL-CUR1-27  
Quantity: 1  
Attachment: Facades  
Illumination: Internal Hole  
Approx. Size:  
H: 0'-11 1/2"  
W: 14'-5 1/4"  
OAH:  
OAW:  
Comments:

Technical Survey: Required  
Code Compliance: Requires Validation



Recommended Side A:





ELEVATION VIEW



**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 signage improves the visibility of the St. Vincent Donor House facility and incorporates into the design plan essential for the navigation of the Ascension St. Vincent Donor House. The proposed signs are essential for pedestrian and vehicular navigation, in particular during high stress situations when people are often navigating hospital campuses.

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 signage fits into the current campus design signage plan on site resulting in a functional and aesthetically pleasing design plan. By providing clear visibility, the signage proposed improves traffic safety and navigation by for drivers and pedestrians. The proposed signage is in line with already permitted and installed on site so it will be visually pleasing to have signs of the same design around the campus.

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

The proposed signage helps drivers know where to navigate and park when visiting the St. Vincent Donor House. Without this signage visibility would be impacted and navigation around the campus and to this facility would be greatly impacted.

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

The proposed wall sign and ground sign requiring variances are replacing existing signage which help people navigate the campus in high stress situations. The proposed location and design of this signage is essential for their effective use by visitors of the St. Vincent Donor House.

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

The proposed signage will not damage the sanitation, drainage, or public utilities as they are small non-illumination signs placed in locations designed to not impact these areas. The proposed signage just replaces existing signage.



Department of Metropolitan Development  
Division of Planning  
Current Planning

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:

The proposed signage requiring a variance is essential signage for the hospital campus and has a unique hardship due to the size of the campus. The design of the proposed signage allows the Donor House to function as proposed and without the proposed signage it would struggle to function as intended. The proposed ground sign is essential for the Donor House to instruct drivers and pedestrians where to enter to visit the facility.

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 signage assists pedestrians as they navigate the campus on the sidewalks. The proposed signage is design to improve visibility so that as pedestrians are walking they can safely and efficiently get to their destination.

**DECISION**

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

Adopted this [ ] day of [ ], 20 [ ]

[ ]  
Commission President/ Secretary



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:

Granting these petitions will not be injurious to the public. This is an attempt to improve visibility of the St. Vincent Donor House and unify the branding across the Ascension St. Vincent campus. This is essential for the safe and efficient navigation of the Ascension campus where people are often in high stress situations. The proposed signs improves the overall visibility of important medical facilities and would be a positive contribution to the public health, safety, morals, and general welfare of the community at large.

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:

Granting these petitions will not have an adverse effect to the adjacent properties. These approvals will assist in the navigation of the campus and in and around the St. Vincent Donor House. The proposed signage could positively effect travel times in the area and the health and safety of people seeking treatments. The adjacent properties are also Ascension facilities so these proposed signs are approved as part of the overall branding plan for the campus. Overall these signs will have a positive impact on the community and adjacent properties as it relates to the overall look of the campus and the safety of visitors.

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

The hospital campus is 96 acres large and has multiple buildings and parking sites. Due to the size and design of the campus many signs don't face major roads but still have heavy vehicle and pedestrian traffic. Our need to direct the public to this facility and inform them of the best locations to park for their visit has become difficult under the ordinance as it is written. The proposed ground sign, and proposed in design and location are essential for the navigation of the campus as they incorporate into the overall signage way finding plan. The current code causes practical difficulties for visitors to the St. Vincent Donor House.

DECISION

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

Adopted this [ ] day of [ ], 20 [ ]

[ ]  
[ ]  
[ ]

[ ]  
[ ]



Photo of the subject site.



Photo of the location of the proposed wall sign.



Photo of the existing freestanding sign where the proposed sign face change will be located.



Photo of the parking lot north of the site.