

METROPOLITAN DEVELOPMENT COMMISSION

October 15, 2025

Case Number: 2025-ZON-077
Property Address: 6501 Mann Road (Approximate Address)
Location: Decatur Township, Council District #21
Petitioner: Kittle Property Group, by Joseph D. Calderon
Current Zoning: SU-1 (FF)(FW) and D-A (FF)(FW)
Request: Rezoning of 26.83 acres from the D-A (FF) (FW) district to the D-7 (FF) (FW) district to provide for a multi-family residential development.
Current Land Use: Single Family Residential
Staff Recommendations: Denial
Staff Reviewer: Desire Irakoze, Principal Planner II

PETITION HISTORY

This is the first public hearing for this petition.

STAFF RECOMMENDATION

ADDENDUM FOR OCTOBER 15, 2025 METROPOLITAN DEVELOPMENT COMMISSION

This petition was heard by the Hearing Examiner on September 25, 2025. After a full hearing, the Hearing Examiner recommended denial of the request. Subsequently, the petitioner filed an appeal of the Hearing Examiner's decision. A memorandum of her recommendation is attached

A day prior to the hearing, the petitioner submitted an updated site plan. Due to time constraints, staff had not completed its review of the revised plans before the hearing date.

The updated site plan includes a reduction in the number of parking spaces and an increase in public amenities, as summarized below

PARKING	PREVIOUS	UPDATED	CHANGE
Surface Spaces	447	377	-70
Garage Spaces	57	47	-10
Total Parking Spaces	504	424	-80
Dwelling Units	252	252	0
Parking Ratio (spaces/unit)	2.0	1.7	-0.32

The updated site plan also introduces four new amenities, including:

1. An entertainment pavilion with grills
2. Multiple open activity spaces
3. Multiple pocket parks with seating
4. A walking trail easement access

While these revisions represent an improvement over the prior submission, staff continues to recommend **denial** of this request for the reasons outlined in the original staff report.

September 25, 2025

Staff recommends **denial** of the request.

PETITION OVERVIEW

LAND USE

This petition would rezone 26.83 acres from the SU-1 (FF) (FW) and D-A (FF) (FW) to the D-7 (FF) (FW) classification to provide for a 252-unit multi-family development. Most of this site is zoned D-A, which is consistent with the Rural or Estate Neighborhood recommendation of the Comprehensive Plan.

The site is surrounded by residential uses of varying intensity. Properties to the north and south are zoned D-A and developed with single-family dwellings. Across Mann Road to the east are both single-family subdivisions (D-4) and multi-family developments (D-7).

In 2014, petition 2014-UV2-008, sought a Variance of Use to provide for a wireless communications facility but was withdrawn.

This proposal is inconsistent with the recommendation of the Comprehensive Plan for rural or estate neighborhood, which emphasizes estate-style homes on large lots and the preservation of natural features such as woodlands, wetlands, and rolling terrain. The typical density is less than one unit per acre, in contrast, the proposed development density is 9.5 units per acre.

The eastern boundary of the site includes a portion of those environmentally sensitive areas, consisting of floodplain, floodway and natural woodlands. A few natural woodlands exist in the central portion of this site (Forest Alliance Woodlands). A Stream Protection Corridor exists on the site; the proposed site plan does not indicate development within this area.

Staff has concerns about this development, primarily because of the lack of services in the surrounding area to support denser development, particularly the lack of nearby neighborhood retail and other services, sidewalk network and bus service. In staff's opinion, isolated multifamily developments have greater impacts on adjoining areas than multi-family developments situated in a mixed-use area with the proper amenities. Although a large park

exists just south of the Southport Road / Mann Road intersection, the narrow roads and lack of sidewalks restrict traveling to the park in any manner other than driving.

REZONING

The property is currently zoned SU-1 and D-A. The SU-1 district is reserved for religious uses, while the D-A district is intended for agricultural uses and estate-sized dwellings. The petitioner seeks rezoning to the D-7 District.

The D-7 district is intended for multi-family uses and may be applied throughout the metropolitan area; however, its placement should be closely associated with intensity generators such as commercial centers or employment hubs. This site is not so situated. Additionally, staff believes that the design of the site, as proposed, is more closely aligned with a higher intensity dwelling district like D-9 or D-10—which would be even more incompatible with the surrounding area.

SITE PLAN

The site plan proposes a primary entrance to the south from Mann Road and an emergency services connection to the north. Any approval of this rezoning should be subject to a commitment requiring a Knox box loc on the norther entrance.

The site plan proposes 447 surface parking spaces and 57 garage spaces for a total of 504 parking spaces or 2 parking spaces per unit. The proposed D-7 District requires 1 parking spaces per unit, twice the amount required.

The site consists of five (5), three-story apartment buildings and two (2) one-story single family attached buildings. The development is proposing amenities: clubhouse/leasing office, pool, playground, bark park as well as thirteen (13) Type A accessible units (5%) and seventy-nine (79) Type B adaptable units (31%)

While the proposed development would meet the standards of the D-7 district, the Floodplain makes up approximately 47.4% of the total size of the proposed rezone. If you calculate the development outside the floodplain, the development closer aligns with the D-9 district. The density jumps from 9.5 units per acre to 18. The D-7 has a typical density of 12-15 units per acre, while a medium apartment in D-9 is 13-50 units per building.

DEVELOPMENT	D-7	D-9	Site (13.94 ac.)	Site (26.51 ac.)
Maximum FAR	0.70	0.50	0.74	0.28
Minimum LSR	0.95	0.75	0.75	2.22

Traffic Study

A traffic study commissioned by the petitioner includes recommendations regarding the existing road network, specifically the intersection of proposed access drive and Mann Roads. The study looked at three (3) intersections: the Mann Road & Southport Road intersection, the Mann and Mills Road intersection and the Mann Road and proposed access drive.

The Mann Road & Southport Road intersection and the Mann and Mills Road intersection operates at acceptable levels of service during the AM and PM peak hours. No improvements to this intersection are recommended by the study.

The study recommends the construction of the proposed full access drive with one inbound and at least one outbound lane. The construction of a dedicated southbound left-turn lane along Mann Road at the access drive. The intersection should be stop-controlled with the access drive stopping for Mann Road.

If this rezoning would be approved, at a minimum, the recommendations of the traffic study should be included as commitments and implemented for this development.

STAFF ANALYSIS

The Comprehensive Plan identifies this area as Rural or Estate Neighborhood. This typology emphasizes estate-style homes on large lots and the preservation of natural features such as woodlands, wetlands, and rolling terrain. The typical density is less than one unit per acre, unless clustering is used to preserve open space.

Although the project meets the development standards of the D-7 District, the requested density and intensity of development are inconsistent with the Comprehensive Plan and the environmental overlays affecting the site.

Staff recommends **denial** of this petition.

GENERAL INFORMATION

Existing Zoning	SU-1/ D-A (FF)(FW)	
Existing Land Use	Single Family Residential	
Comprehensive Plan	Rural or Estate Neighborhood	
Surrounding Context	<u>Zoning</u>	<u>Land Use</u>
	North: SU-1	Religious Use
	South: D-A	Residential (Single-family dwelling)
	East: SU-13	Sanitary Land fill
	West: C-3	Vacant
Thoroughfare Plan		

Mann Road	Primary Arterial	50-foot existing and 140-foot proposed right-of-way.
Context Area	Metro	
Floodway / Floodway Fringe	Yes	
Overlay	Airspace Secondary District.	
Wellfield Protection Area	No	
Site Plan	April 14, 2025	
Site Plan (Amended)	September 16, 2025	
Elevations	June 3, 2025	
Elevations (Amended)	N/A	
Landscape Plan	N/A	
Findings of Fact	N/A	
Findings of Fact (Amended)	N/A	
C-S/D-P Statement	N/A	

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

- Marion County Land Use Pattern Book (2019)
- Indy Greenways Master Plan (2014)
- Infill Housing Guidelines (2021)

Pattern Book / Land Use Plan

The **Rural or Estate Neighborhood typology** applies to both rural or agricultural areas and historic, urban areas with estate-style homes on large lots. In both forms, this typology prioritizes the exceptional natural features – such as rolling hills, high quality woodlands, and wetlands – that make these areas unique. Development in this typology should work with the existing topography as much as possible. Typically, this typology has a residential density of less than one dwelling unit per acre unless housing is clustered to preserve open space.

The **Environmentally Sensitive Areas (ES)** Overlay is intended for areas containing high quality woodlands, wetlands, or other natural resources that should be protected. The purpose of this overlay is to prevent or mitigate potential damage to these resources caused by development. This overlay is also appropriate for areas that present an opportunity to create a new environmental asset. This overlay is not intended for the preservation of open space.

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)

INDY GREENWAYS MASTER PLAN (2014)

Southwest Trail

The Southwest Trail is one of the new greenways identified in the Full Circle Plan. Its 7.7 mile-route completes the southern portion of the circle and connects Southwest way Park to the proposed White Lick Creek Greenway, the western portion of the circle. The Southwest Trail brings a tremendous opportunity to the system in that its route uses portions of the shared-use pathway system of the Ameriplex Business Park, adding almost 4 miles of built trail to the system upon its designation. The Southwest Trail also provides an important connection to Decatur Central High School, the public library and several far southwest neighborhoods dissected by large industrial areas, major thoroughfares, and active rail lines in the southwest portion of the county, many associated with Indianapolis International Airport. This greenway completes the southern stretch of the Circle.

White River Greenway

The White River is the largest river that begins and ends in Indiana and one of the largest watersheds in the State of Indiana. The White River's headwaters are in Randolph County in the eastern part of the state, and the river flows through the central portion of Indiana to the southwest. The White River bisects Marion County and flows south into Johnson County, eventually joining the Wabash River in Gibson County at the Indiana/Illinois border.

ZONING HISTORY

2014-UV2-008; 6501 Mann Road (subject site) Variance of Use of the Wireless Communication Zoning Ordinance to provide for a wireless communications facility, with a 145-foot-tall monopole tower, topped by a five-foot tall lightening rod, with accessory equipment cabinets (not permitted), **withdrawn**.

VICINITY

2018-ZON-082; 5500 Mills Road (west of subject site) requested Rezoning of 9.363 acres from the D-7 and D-6 II districts to the C-3 classification, **approved**.

2013-ZON-016; 5500 Mills Road (west of subject site), requested Rezoning of 15.52 acres, from the D-7, D-11 and C-4 Districts to the **D-7** classification to provide for multifamily uses, **approved**.

2006ZON131; 6505 Tanner Drive, requested Rezoning of 2.49 acres, from the D-11 District, to the D-7 classification to provide for multi-family residential uses, **withdrawn**.

2001-SE3-012; 6341 Mann Road (north of site); Special Exception of the Wireless Communications Zoning Ordinance to provide for the construction of a 105-foot-tall wireless communication tower, **granted**.

2000-ZON-098; 5500 Mills Road (west of subject site), requested Rezoning of 96 acres from D-7, D-11, D-611, D-4 and C-4 to DP to provide for a maximum of 405 single-family dwellings and condominiums, yielding a density of 4.19 dwelling units per acre, **withdrawn**.

95-Z-72; 5880 Mann Road (west of subject site), requested Rezoning of 231.30 acres from D-2 (FF), D-3 (FF), D-6 and D-6II (FF) to the D-4 (FF) classification.

90-Z-39; 5393 West Mills Road, requested Rezoning of 34.63 acres, being in the D-7 District, to the D-11 classification to provide for the development of a mobile home park, **denied**.

78-Z-95; 5155 West Epler Avenue, requested Rezoning of 29.88 acres, being in the D-6 and PK-1 Districts, to the SU-2 classification to permit school uses, **approved**.

73-Z-319; 5701 Furnas Road, requested Rezoning of 228.10 acres, being in the A-2 District, to the D-3 classification to provide for residential use, **approved**.

71-Z-178; 5510 Mann Road, requested Rezoning of 4.81 acres, being in the A-2 District, to the C-3 classification to provide for a convenience shopping center, **approved**.

71-Z-177; 6950 Mann Road, requested Rezoning of 42 acres from the A-2 to the C-4, **approved**

71-Z-176; 5349 West Epler Avenue, requested Rezoning of 15.0 acres, being in the A-2 District, to the SU-2 classification to provide for a school, **approved**.



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

71-Z-175; 5560 Mann Road, requested Rezoning of 2 acres, being in the A-2 District, to the SU-9 classification to provide for a fire station, **approved**.

71-Z-174; 5155 West Epler Avenue, requested Rezoning of 5 acres, being in the A-2 District, to the PK-1 classification to provide for a park, **approved**

71-Z-173; 5401 West Mills Road, requested rezoning of 49.6 acres from A-2 to D-11, **approved**.

71-Z-172; 6100 Mann Road, requested Rezoning of 101.29 acres, being in the A--2 District, to the D-6II classification to provide for multi-family dwellings, **approved**.

71-Z-171; 6560 Mann Road, requested Rezoning of 60.06 acres, being in the A-2 District, to the D-7 classification to provide for multi-family dwellings, **approved**.

71-Z-170; 5470 West Mills Road, requested Rezoning of 69.62 acres, being in the A-2 District, to the D-3 classification to provide for residential development, **approved**.

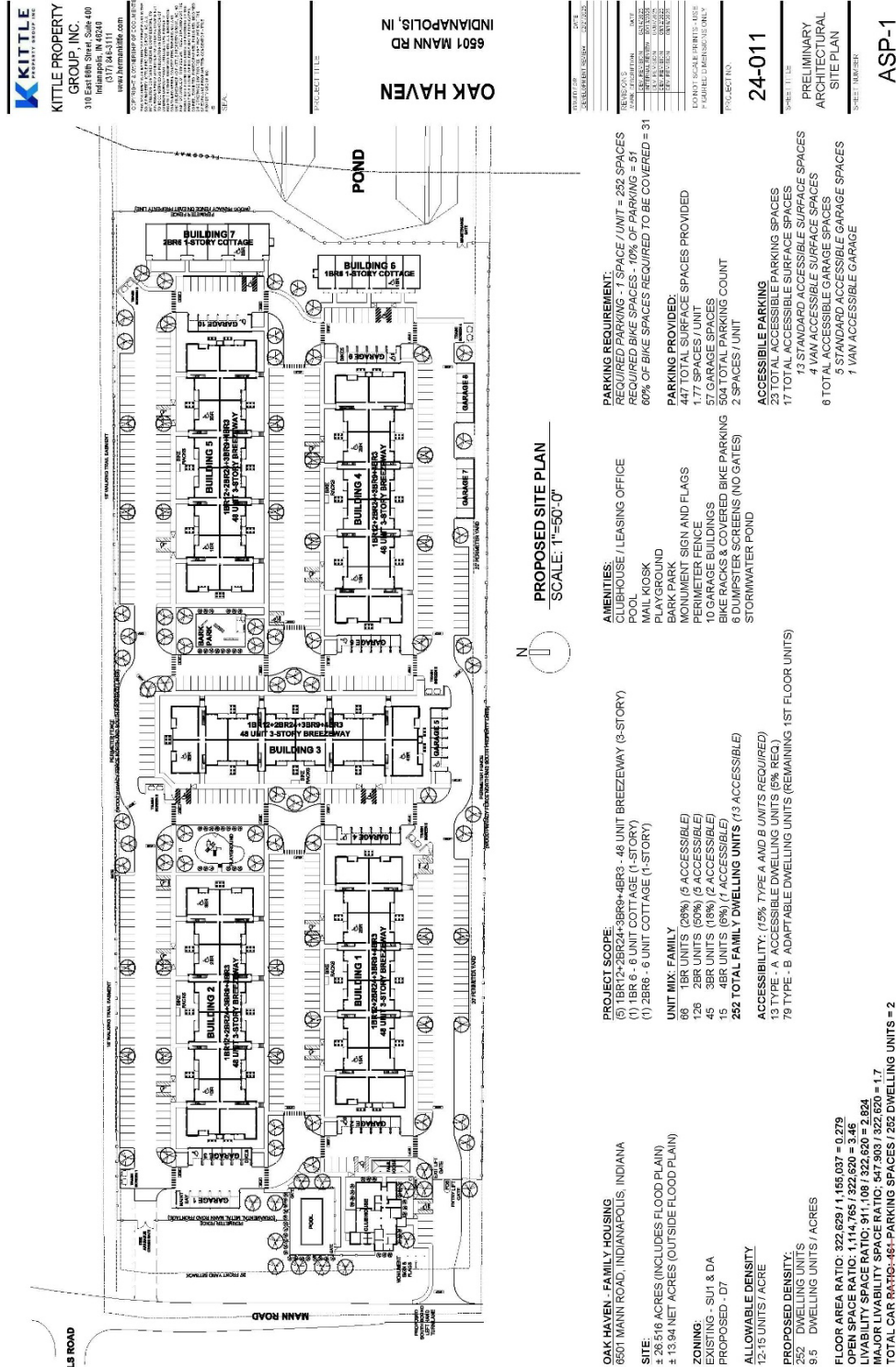
71-Z-169; 5745 West Mills Road, requested Rezoning of 61.38 acres, being in the A-2 District, to the D-4 classification to provide for residential development, **approved**.

71-Z-168; 5491 West Epler Road, requested Rezoning of 56.84 acres, being in the A-2 District, to the D-2 classification to provide for residential development, **approved**.

71-Z-167; 5700 Mann Road, requested Rezoning of 53.77 acres, being in the A-2 District, to the D-6 classification to provide for multi-family dwellings, **approved**.

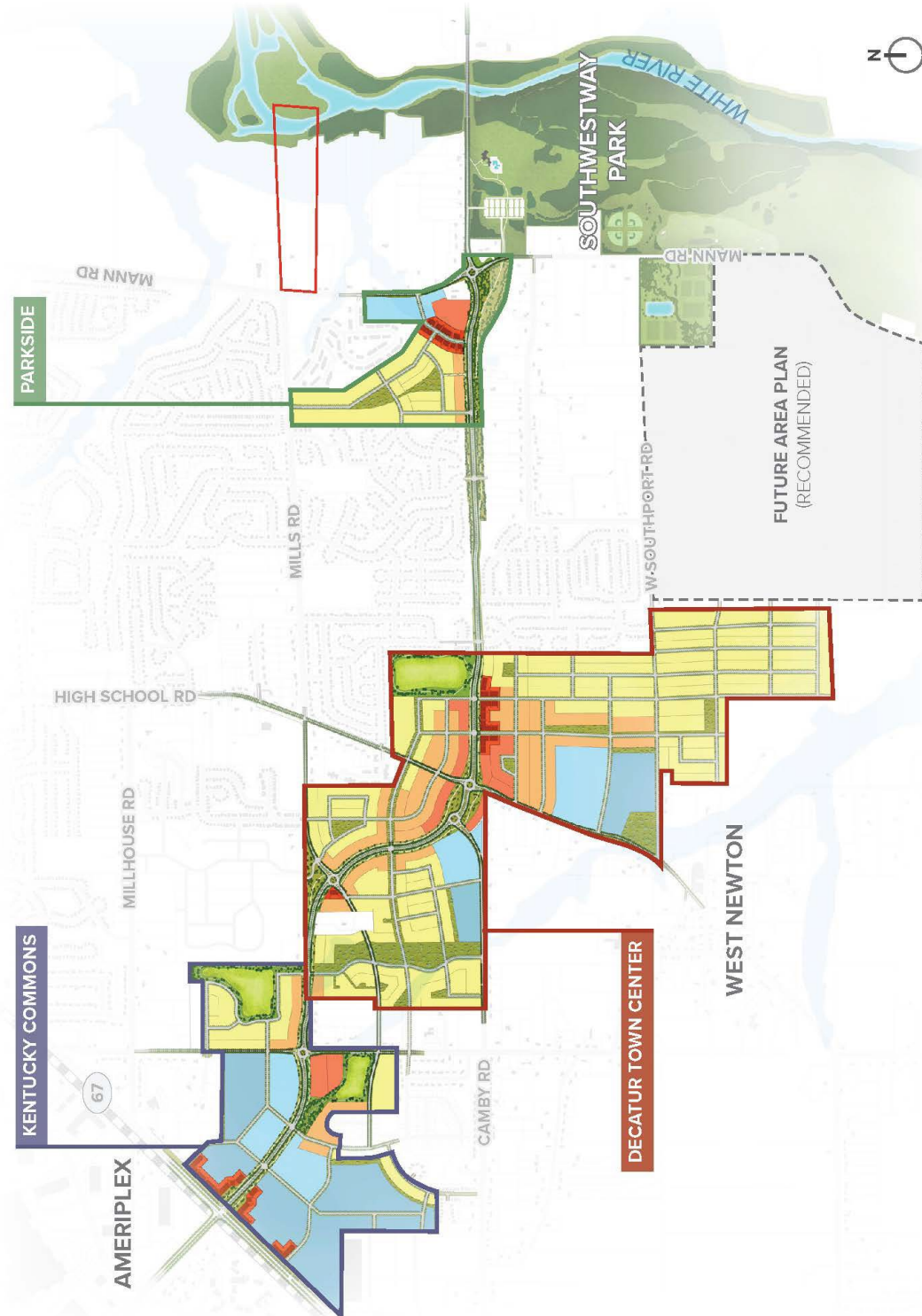
EXHIBITS

Amend Site Plan Dated 09/16/2025



MINIMUM LIVABILITY SPACE RATIO = 1.55

Decatur Green Way Area Plan , In red is the development location.



Traffic Study Recommendation



KITTLE PROPERTY GROUP -OAK HAVEN
DECATUR TOWNSHIP, INDIANAPOLIS

TABLE 5 – LEVEL OF SERVICE SUMMARY: MANN ROAD & SOUTHPORT ROAD

APPROACH	AM PEAK			PM PEAK		
	Scenarios			Scenarios		
	1	2	3	1	2	3
Northbound Approach	B	B	B	A	A	A
Southbound Approach	A	A	A	C	C	C
Westbound Approach	A	A	A	B	B	B
Intersection	A	A	A	B	B	B

The HCM 7th Edition does not support non-NEMA phasing. Therefore, the levels of service for all the scenarios are taken from Synchro methodology.

TABLE 6 – LEVEL OF SERVICE SUMMARY: MANN ROAD & PROPOSED ACCESS DRIVE

APPROACH	AM PEAK	PM PEAK
	Scenarios	Scenarios
	3	3
Southbound Left-Turn	A	A
Westbound Approach	C	C

Analysis considers the construction of a dedicated southbound left-turn lane along Mann Road and the construction of the access drive with one inbound and one outbound lane.

CONCLUSIONS & RECOMMENDATIONS

The conclusions that follow are based on existing traffic volume data, trip generation, assignment and distribution of generated traffic, capacity level of service analyses and a field review conducted at the site. Based on the analyses and the resulting conclusions of this study, recommendations are formulated.

MANN ROAD & MILLS ROAD

Capacity analyses for all traffic volume scenarios have shown that this intersection currently operates and will continue to operate at acceptable levels of service during the AM and PM peak hours with existing intersection conditions. Therefore, no improvements are recommended at this intersection.

MANN ROAD & SOUTHPORT ROAD

Capacity analyses for all traffic volume scenarios have shown that this intersection currently operates and will continue to operate at acceptable levels of service during the AM and PM peak hours with existing intersection conditions. Therefore, no improvements are recommended at this intersection.

MANN ROAD & PROPOSED ACCESS DRIVE

Capacity analyses have shown that all approaches to this intersection will operate at acceptable levels of service during the AM and PM peak hours with the following intersection conditions:

- Construction of the proposed full access drive with one inbound and at least one outbound lane.
- Construction of a dedicated southbound left-turn lane along Mann Road at the access drive.
- The intersection should be stop-controlled with the access drive stopping for Mann Road.

MEMORANDUM OF EXAMINER'S DECISION

2025-ZON-077

6501 Mann Road

The petition requests the rezoning of 26.83 acres from the SU-1 (FF) (FW) and DA (FF) (FW) districts to the D-7 (FF) (FW) district to provide for multi-family residential development.

Your Hearing Examiner visited the site prior to the hearing and noted the single-family residence without buildings on it. A religious use is north of the site, and a mixture of residential and agricultural uses are south of it. A single-family residential subdivision is northwest of it, and a multi-family residential development is southwest of it.

The petitioner's representative explained that the petitioner wants to provide work force housing in this area. The site plan was revised several times to reduce the number of units, reduce parking, and add pocket parks. The proposed development would help with pedestrian connectivity in the area and would extend sewer service. Given development constraints due to the flood fringe and floodway on the site, the petitioner's representative opined that developing the site for rural or estate neighborhood use was not viable.

Several remonstrators spoke, including representatives of the Decatur Township Civic League and the Decatur Township Fire Department as well as a neighbor. Concerns included density, impact on an environmentally sensitive area, traffic, trespassing, and code violations on another multi-family development in the township owned by the petitioner.

Staff acknowledged changes made to the site plan and confirmed the overall density of 9.5 units per acre. Because the development is limited to the western portion of the site, however, staff likened the proposed development to a D-9 development. Staff stated that the requested rezoning was not in conformance with the Comp Plan recommendation.

In your Hearing Examiner's opinion, because of the development constraints on the site, a residential density of more than one unit per acre may be warranted, with particular attention given to the environmentally sensitive areas. The requested D-7 district, however, would allow an over-intensification of the site. Denial of this petition was recommended.

For Metropolitan Development Commission Hearing on October 15, 2025

Site Photos

Intersection of Mann Rd and Mills Rd



Current entrance to the property looking east towards Mann Rd



Looking east towards the rear of the property



Looking at the easting accessory building

