



**METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER**

April 23, 2026

Case Number: 2026-MOD-001
Property Address: 7536 South Emerson Avenue
Location: Perry Township, Council District #24
Petitioner: HSL Emerson, LLC, by Joseph D. Calderon
Current Zoning: D-P

Request: Modification of the site plan and Development Statement related to 2023-ZON-050 to remove age restriction of head of household (head of household being at least 55 years of age); allow multi-family units within five buildings (multi-family units limited to a single building); remove all references to Lot A; provide for a clubhouse and pool as a permitted accessory use; reduce accessory use setback along southern property line to 10 feet (accessory use setback along southern property line required 20 feet); provide for no less than 200 parking spaces (no less than 130 parking spaces allowed); provide for required bicycle parking spaces; and amend site plan in accordance with the amended Development Statement.

Current Land Use: Undeveloped.
Staff Recommendations: Approval;
Staff Reviewer: Kathleen Blackham, Senior Planner

PETITION HISTORY

The Hearing Examiner acknowledged the automatic continuance filed by a registered neighborhood organization that continued this petition from the March 26, 2026 hearing, to the April 23, 2026 hearing.

STAFF RECOMMENDATION

Approval.

PETITION OVERVIEW

This 5.67-acre site, zoned D-P, is developed with parking lots and accessory buildings associated with the religious uses to the south. It is surrounded by multi-family dwellings to the north, zoned D-6; religious uses to the south, zoned SU-1; the right-of-way of South Emerson Avenue to the east, zoned C-S; and open space and parking lots to the west, zoned D-6II.

MODIFICATION

The request would modify site plan and Development Statement related to 2023-ZON-050. See Exhibit A.

The site plan would be modified to provide for development of the site for 132 multi-family units within five buildings, rather than one building with 135 units. See Exhibit B.

Setbacks along the southern property line would be reduced from 20 feet to 10 feet.

Parking spaces would be increased from no less than 130 parking spaces to no less than 200 parking spaces, with the required bicycle parking spaces.

The amenities for this development would include a clubhouse and pool, in addition to games courts, playgrounds, community garden, pathways, sidewalks, benches and open space. The previous Development Statement included active / passive recreation space and a community room with a kitchenette.

The 2023 Development Statement required that the head of the household be at least 55 years of age. The use, as it relates to a multi-family development, would remove the age restriction of head of household.

Finally, all references to Lot A would be removed from the 2023 Development Statement

Planning Analysis

The proposed modification request would continue to be consistent with the Comprehensive Plan recommendation of Suburban Neighborhood. Additionally, development would be compatible with surrounding development that consists of single-family dwellings and multi-family dwellings. It should also be noted that the abutting site to the west is zoned D-6II, which would anticipate multi-family development.

Furthermore, nearby commercial development to the north would provide for convenient services for the proposed residential uses.

Staff would note that infrastructure improvements, including sidewalks and additional drive lanes, along this portion of the South Emerson Avenue have been completed. Additionally, the development should provide for internal sidewalks that would connect to those located within the public rights-of-way to provide for safe pedestrian access and connections.

Staff would also note that IndyGo, Route #16, would provide transit service to this development via the route along South Emerson Avenue and a bus stop south of this development.

GENERAL INFORMATION

Existing Zoning	D-P	
Existing Land Use	Accessory buildings and parking lot	
Comprehensive Plan	Suburban Neighborhood	
Surrounding Context	Zoning	Land Use
	North: D-6	Multi-family development
	South: SU-1	Religious uses
	East: C-S	South Emerson Avenue right-of-way
	West: D-6II	Open space / parking lots
Thoroughfare Plan		
McFarland Boulevard	Local Street	Existing 68-foot right-of-way and proposed 50-foot right-of-way.
South Emerson Avenue	Primary arterial	Existing 168-foot right-of-way and proposed 119-foot right-of-way.
Context Area	Metro	
Floodway / Floodway Fringe	No	
Overlay	No	
Wellfield Protection Area	No	
Site Plan	February 6, 2026	
Site Plan (Amended)	N/A	
Elevations	February 6, 2026	
Elevations (Amended)	N/A	
Landscape Plan	N/A	
Findings of Fact	N/A	
Findings of Fact (Amended)	N/A	
C-S/D-P Statement	February 6, 2026	

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

The Comprehensive Plan recommends Suburban Neighborhood. “The Suburban Neighborhood typology is predominantly made up of single-family housing but is interspersed with attached and multifamily housing where appropriate. This typology should be supported by a variety of neighborhood-serving businesses, institutions, and amenities. Natural Corridors and natural features such as stream corridors, wetlands, and woodlands should be treated as focal points or organizing systems for

development. Streets should be well connected, and amenities should be treated as landmarks that enhance navigability of the development. This typology generally has a residential density of 1 to 5 dwelling units per acre, but a higher density is recommended if the development is within a quarter mile of a frequent transit line, greenway, or park.”

Pattern Book / Land Use Plan

The Comprehensive Plan consists of two components that include The Marion County Land Use Pattern Book (2019) and the land use map. The Pattern Book provides a land use classification system that guides the orderly development of the county and protects the character of neighborhoods while also being flexible and adaptable to allow neighborhoods to grow and change over time.

The Pattern Book serves as a policy guide as development occurs. Below are the relevant policies related to this request:

Conditions for All Land Use Types

- All land use types except small-scale parks and community farms/gardens in this typology must have adequate municipal water and sanitary sewer.
- All development should include sidewalks along the street frontage.
- Hydrological patterns should be preserved wherever possible.
- Curvilinear streets should be used with discretion and should maintain the same general direction.
- In master-planned developments, block lengths of less than 500 feet, or pedestrian cut-throughs for longer blocks, are encouraged.

Conditions for All Housing

- A mix of housing types is encouraged.
- Developments of more than 30 housing units must have access to at least one arterial street of three or more continuous travel lanes between the intersections of two intersecting arterial streets.
- Should be within a one-mile distance (using streets, sidewalks, and/or off-street paths) of a school, playground, library, public greenway, or similar publicly accessible recreational or cultural amenity that is available at no cost to the user.
- Should be oriented towards the street with a pedestrian connection from the front door(s) to the sidewalk. Driveways/parking areas do not qualify as a pedestrian connection.
- Developments with densities higher than five dwelling units per acre should have design character compatible with adjacent properties. Density intensification should be incremental with higher density housing types located closer to frequent transit lines, greenways or parks.

Multi-family Housing

- Should be located along arterial or collector streets, parks, or greenways.
- Parking should be either behind or interior to the development.
- Individual building height, massing, and footprint should gradually transition from adjacent developments. Specifically, buildings located adjacent to existing residential developments should be no more than one and a half times the height and no more than twice the average footprint of the existing adjacent residential buildings.

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)

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

2023-ZON-050; 7525 McFarland Boulevard, requested rezoning of 6.43 acres from the SU-1 district to the D-P classification to provide for a senior independent living facility, **approved**.

2021-ZON-146; 7525 McFarland Boulevard, requested rezoning of 13.614 acres from the SU-1 district to the D-P classification to provide for a senior independent living facility and multifamily housing, **denied**.

90-Z-201; 7610 South Emerson, requested rezoning of 27.92 acres, being in the D-6 and C-1 Districts, to the SI-1 classification to provide for the development of a church, **approved**.

VICINITY

2025-ZON-047; 7525 McFarland Boulevard (west of site), requested rezoning of 7.46 acres from the SU-1 district to the D-6II district to provide for a multi-family residential development, **approved**.

88-Z-217; 7451 McFarland Boulevard (north of site), requested rezoning of 1.413 acre, being in the D-3 District, to the D-6 classification to provide for residential development, **approved**.

88-Z-216; 7439 McFarland Boulevard, (north of site), requested rezoning of 1.24 acres, being in the D-3 District, to the D-7 classification to provide for residential development, **approved**.

88-Z-7; 7702 South Emerson Avenue (south of site), requested rezoning of 20 acres, being in the A-2 District, to the C-1 classification to provide for kindergarten, day nursery, nursing and convalescent home uses, **approved**.

88-Z-6; 5002 East Stop Eleven Road (south of site), requested rezoning of 11.64 acres, being in the A-2 District, to the C-2 classification to provide for neighborhood retail development, **approved**.

88-Z-5; 4601 East Southport Road (north of site), requested rezoning of 51.89 acres, being in the A-2 District, to the D-7 classification to provide for multi-family residential development, **approved**.

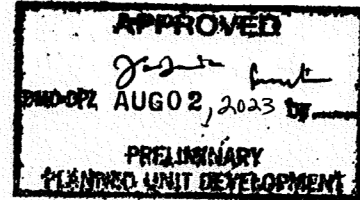
88-Z-4; 7502 South Emerson Avenue (south of site), requested rezoning of 21.53 acres, being in the A-2 District, to the D-6 classification to provide for multi-family residential development, **approved**.

88-Z-3; 4802 Stop Eleven Road (west of site), requested rezoning of 174.73 acres, being in the A-2 District, to the D-3 classification to provide for single-family residential development, **approved**.

EXHIBIT A - 2023 DEVELOPMENT STATEMENT

Preliminary DP Plan
 7525 McFarland Boulevard

Jeb Introduction



2023-201-050

Homestead Development LLC (“Homestead”) is seeking to develop a portion of property commonly addressed as 7525 McFarland Boulevard (the “Subject Property”). Homestead’s development is proposed on a 6.43 acre parcel fronting on South Emerson Avenue and is shown on the preliminary site plan and referred to herein as Lot A. The Subject Property is zoned SU-1, and is partially improved. Homestead is proposing a senior multifamily community on Lot A, as generally shown on the preliminary site plan submitted with and attached to this Preliminary DP Plan as Exhibit “A” (the “Preliminary Site Plan”).

The Proposed Development/Permitted Uses

A. Lot A Permitted Uses: The Lot A development proposes approximately 135 attached multifamily residential units located in a single building containing three (3) stories and a footprint of approximately 47,600 s.f. on a parcel of approximately 6.43 acres. Both primary and accessory uses permitted by this Preliminary DP Plan are those which are either referenced or defined in Chapter 743, Article II, Table 743-1 “Use Table” of the Consolidated Zoning/Subdivision Ordinance of the City of Indianapolis, Marion County (the “Zoning Ordinance”).

Permitted Primary uses on Lot A shall include:

1. Attached Multifamily units, limited to a single building and restricted for senior living, defined as the head of household being at least 55 years of age, in compliance with federal housing laws.

Permitted Accessory uses for Lot A may include:

1. Outdoor Recreation, which may include a green space, game courts, playgrounds, etc.
2. Community Garden.
3. Minor Residential Features, including pathways, sidewalks, benches and the like.
4. Surface Parking and Garages

Lot A Development Standards/Setbacks: Attached multifamily buildings and accessory structures (other than sidewalks, pathways and similar features) constructed on Lot A shall meet the following minimum setbacks:

1. Front Yard (East Property Line): Buildings: Fifty feet (50’) from the proposed right-of-way line of Emerson Avenue;
 Accessory Uses: Ten feet (10’) from proposed right-of-way line of Emerson Avenue, except that a portion of the access driveway near the south property line may be located as close as three feet (3’) from the proposed right-of-way line of Emerson Avenue as shown on the Preliminary Site Plan.
2. North and South Property Lines: Buildings: Fifty feet (50’);
 Accessory Uses: Ten feet (10’) from north property line; Twenty feet (20’) from south property line;
3. West Property Line: Buildings: Forty feet (40’); and
 Accessory Uses: Ten (10) feet

4. Maximum Height of Multifamily Building: Forty-Five feet (45'), measured from grade to roof peak.

Utilities/Drainage: All utilities are available to the site. There will be no utility poles located on the Subject Property, unless already existing and financially impractical to bury. Storm drainage will be professionally engineered to meet all City of Indianapolis requirements with respect to runoff rate and quantity, as well as water quality. A retention pond with more than sufficient capacity for the improvements proposed on Lot A is shown on the Preliminary Site Plan.

Signs: The following signs shall be permitted:

1. Freestanding (for the benefit of Lot A):
One (1) monument sign, not to exceed 6 feet in height and 13' in length, to be located near the Emerson Avenue entrance, as shown on the Preliminary Site Plan.
2. Secondary:
 - a) Vehicle Entry Point;
 - b) Incidental.
3. Wall

Where not specified herein, sign dimensions and locations shall be governed by the Sign Regulations of Marion County, as applied to mixed use districts, set forth in Chapter 744, Art. XI of the Zoning Ordinance.

Landscaping: A detailed landscaping plan for Lot A shall be submitted for Administrator's Approval prior to obtaining an Improvement Location Permit. In addition to the perimeter yards, areas between the building and parking lots shall feature landscaping and the interior of the parking lot shall meet the requirements for interior parking lot landscaping as set forth in the Zoning Ordinance.

Miscellaneous

Amenities: The development of Lot A, at a minimum, shall provide the following amenities:

1. Active and passive recreation space, on-site management office, secure entry, community room with kitchenette.

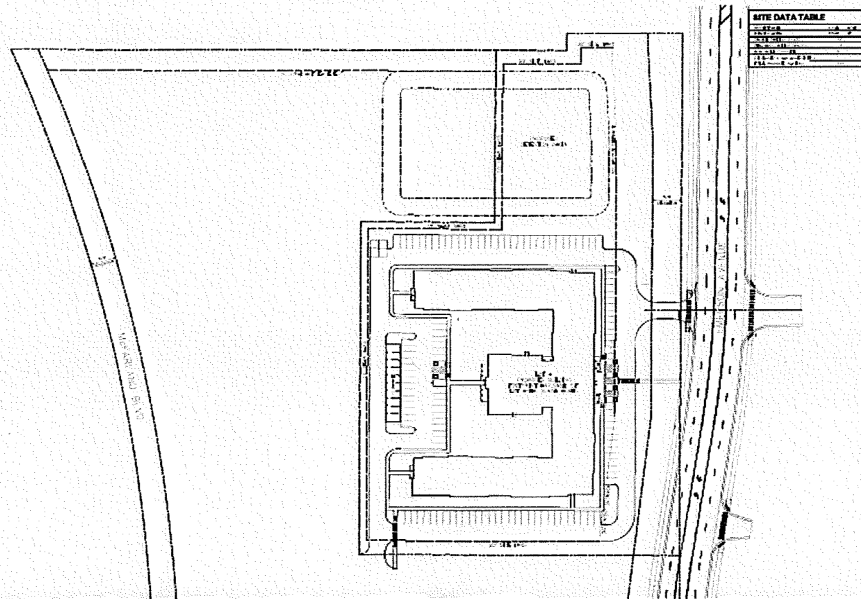
Parking:

1. There shall be no less than 130 on-site parking spaces (surface and garage).

Access: One (1) proposed curb cut on Emerson Avenue.

Administrative Approval of Final Site Plan: The Administrator shall have the right to issue final approval of a final site and development plan so long as the final site and development plan is consistent with the permitted uses, development standards, and landscaping requirements set forth in this Preliminary DP Plan.

EXHIBIT "A"




Site Exhibit
Homestead Emerson
Indianapolis, IN


EXHIBIT B – 2026 AMENDED DEVELOPMENT STATEMENT

Amended and Restated Preliminary DP Plan

7536 South Emerson Avenue

Introduction

HSL Emerson LLC (“Homestead”) is seeking to develop a portion of property commonly addressed as 7536 South Emerson Avenue (the “Subject Property”). Homestead’s development is proposed on a 5.67 acre parcel fronting on South Emerson Avenue and is a platted lot. The Subject Property is zoned DP pursuant to 2023-ZON-050. In 2023, Homestead proposed a senior multifamily community on the Subject Property, but has not found a market for senior restricted housing in the area, and is now requesting a multifamily community without the senior leasing restriction. The proposed multifamily community will share virtually the same development requirements submitted with and attached to this Preliminary DP Plan as Exhibit “A” (the “Preliminary Site Plan”).

The Proposed Development/Permitted Uses

A. Permitted Uses: The development proposes approximately 132 attached multifamily residential units located in 5 separate buildings containing three (3) stories. A separate clubhouse building is also planned. Both primary and accessory uses permitted by this Preliminary DP Plan are those which are either referenced or defined in Chapter 743, Article II, Table 743-1 “Use Table” of the Consolidated Zoning/Subdivision Ordinance of the City of Indianapolis, Marion County (the “Zoning Ordinance”).

Permitted Primary uses on the Subject Property shall include:

1. Attached Multifamily units.

Permitted Accessory uses for Lot A may include:

1. Outdoor Recreation, which may include a green space, game courts, playgrounds, etc.
2. Community Garden.
3. Minor Residential Features, including pathways, sidewalks, benches and the like.
4. Surface Parking and Garages
5. Clubhouse and pool

Development Standards/Setbacks: Attached multifamily buildings and accessory structures (other than sidewalks, pathways and similar features) constructed on the Subject Property shall meet the following minimum setbacks:

1. Front Yard (East Property Line): Buildings: Fifty feet (50’) from the proposed right-of-way line of Emerson Avenue;
Accessory Uses: Ten feet (10’) from proposed right-of-way line of Emerson Avenue.
2. North and South Property Lines: Buildings: Fifty feet (50’);
Accessory Uses: Ten feet (10’) from north and south property lines;
3. West Property Line: Buildings: Forty feet (40’); and
Accessory Uses: Ten (10) feet
4. Maximum Height of Multifamily Buildings: Forty-Five feet (45’), measured from grade to roof peak.

Utilities/Drainage: All utilities are available to the site. There will be no utility poles located on the Subject Property, unless already existing and financially impractical to bury. Storm drainage will be professionally engineered to meet all City of Indianapolis requirements with respect to runoff rate and quantity, as well as water quality. A retention pond is shown on the Preliminary Site Plan.

Signs: The following signs shall be permitted:

1. Freestanding:
One (1) monument sign, not to exceed 6 feet in height and 13' in length, to be located near the Emerson Avenue entrance, as shown on the Preliminary Site Plan.
2. Secondary:
 - a) Vehicle Entry Point;
 - b) Incidental.
3. Wall

Where not specified herein, sign dimensions and locations shall be governed by the Sign Regulations of Marion County, as applied to mixed use districts, set forth in Chapter 744, Art. XI of the Zoning Ordinance.

Landscaping: The Preliminary Site Plan shows intended areas of landscaping. A detailed landscaping plan for the Subject Property shall be submitted for Administrator's Approval prior to obtaining an Improvement Location Permit. In addition to the perimeter yards, areas between the building and parking lots shall feature landscaping and the interior of the parking lot shall meet the requirements for interior parking lot landscaping as set forth in the Zoning Ordinance.

Miscellaneous

Amenities: The development of Lot A, at a minimum, shall provide the following amenities:

1. Clubhouse with pool.

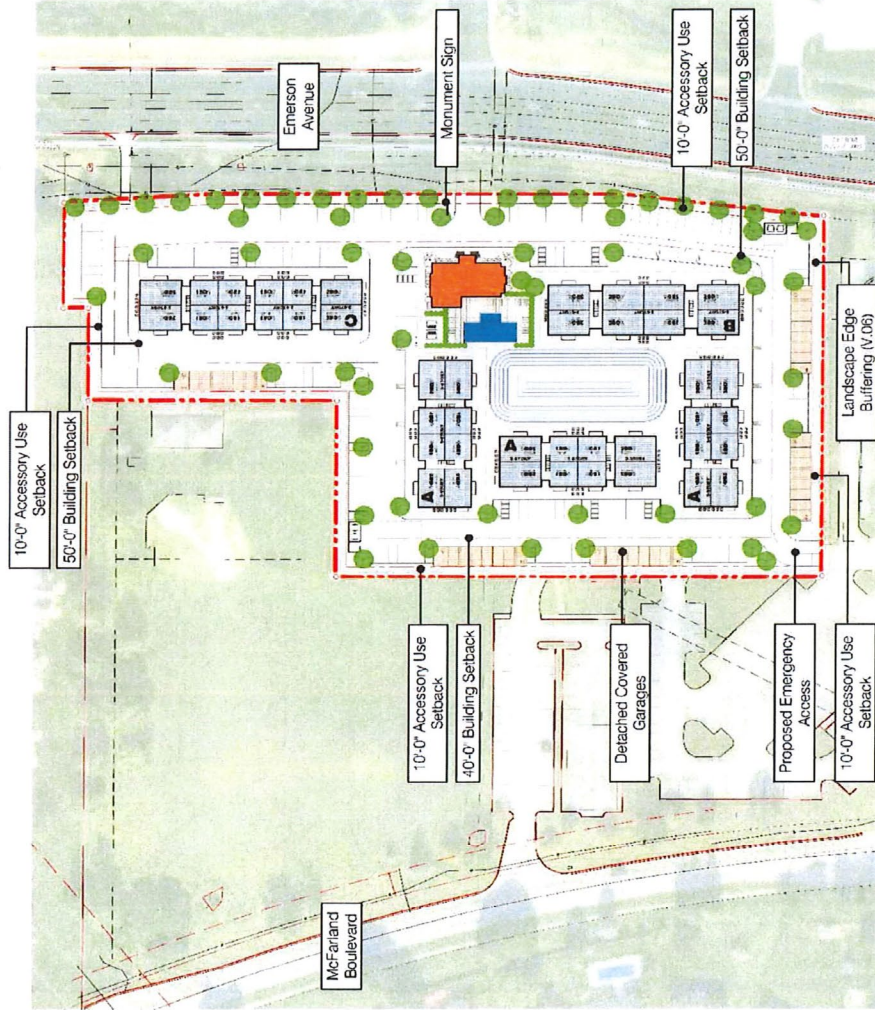
Parking:

1. There shall be no less than 200 on-site parking spaces (surface and garage).
2. There shall be no less than the minimum number of bicycle parking spaces.

Access: One (1) proposed curb cut on Emerson Avenue.

Administrative Approval of Final Site Plan: The Administrator shall have the right to issue final approval of a final site and development plan so long as the final site and development plan is consistent with the permitted uses, development standards, and landscaping requirements set forth in this Preliminary DP Plan.

EXHIBIT "A"



Site Data

Site Zoning	DP
Site Acreage	05.69 ac
Units	135 Approved 132 Proposed
Parking Spaces	130 Approved 221 Proposed
Bicycle Spaces	014 Required 014 Provided

Code References

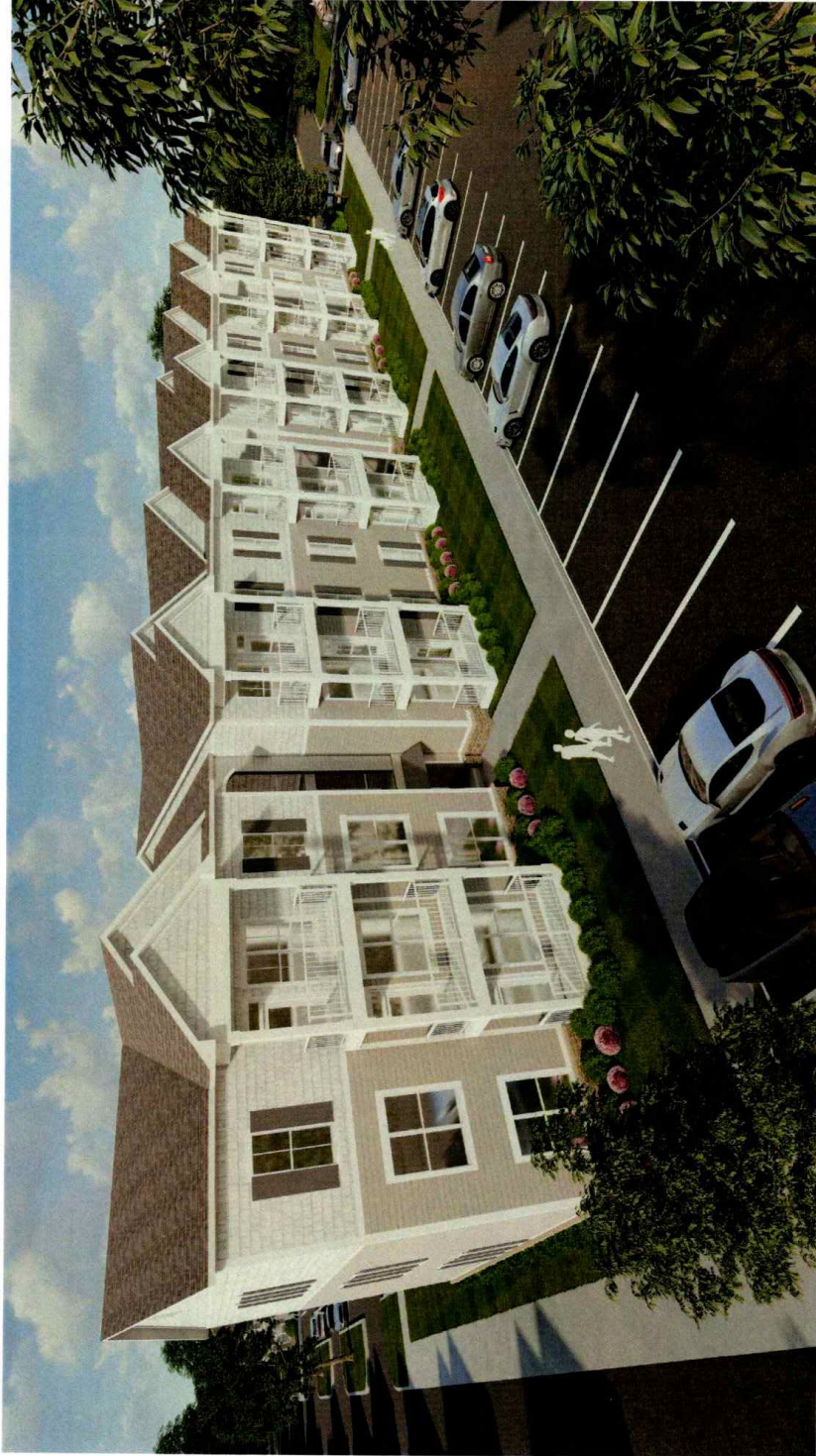
- Street Frontage Landscaping :**
 01 Shade Tree per 35 feet of street frontage
 03 Large shrubs per 25 feet of street frontage (Table 744-505-1)
- Required Interior Landscape Area :**
 9% of all uncovered vehicle areas
 8 feet minimum width of landscape areas
 1 / 180 SF of interior landscaping area for minimum number of shade trees (Table 744-505-2)
- Minimum Bicycle Parking Spaces :**
 10% of required off-street parking spaces
 132 vehicle parking spaces required - 14 bicycle spaces required
 09 bicycle spaces to be covered (Table 744-402-1)

Proposed Site Plan
 SCALE 1" = 40'-0"
 10 8 6 4 2 0

HOMESTEAD COMPANIES **archall**

Homestead - Emerson Indianapolis // Proposed Site Plan
 JANUARY 22, 2025
 © 2025 HMC, ALL RIGHTS RESERVED

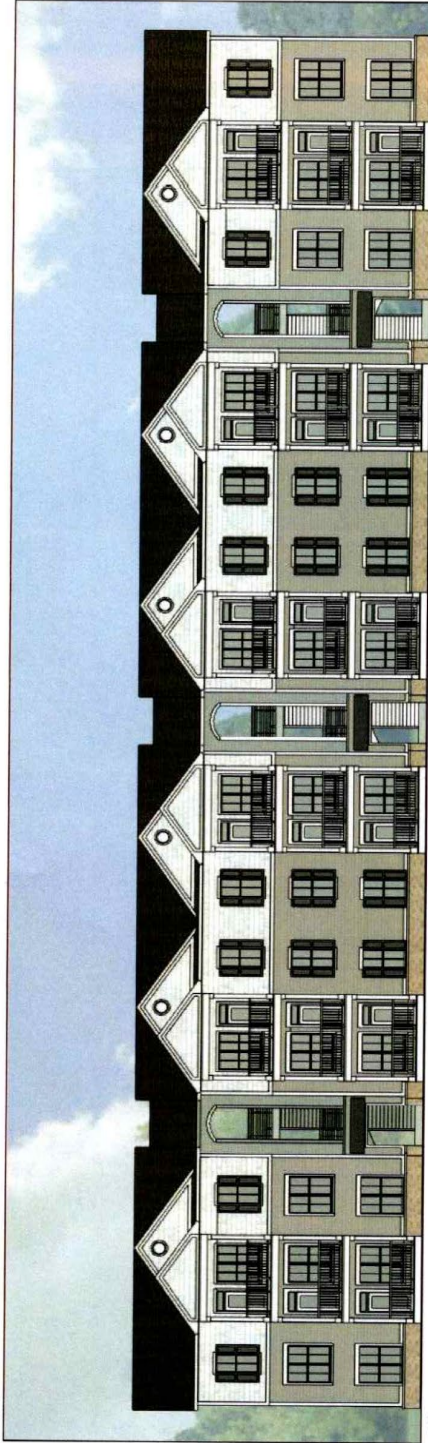
Residential Building Aerial View



Homestead - Emerson Indianapolis
DECEMBER 22, 2025

HOMESTEAD COMPANIES
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Building Elevations



1 Front / Back Elevation

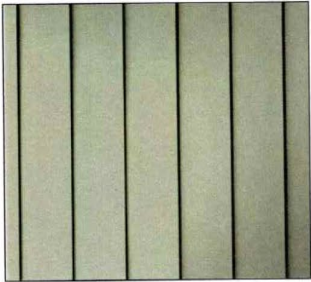


2 Side Elevation

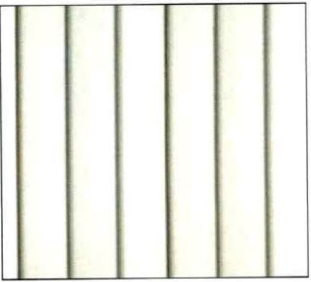
Materials



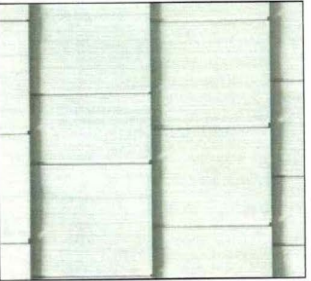
STONE 01
 PRODUCT: STONE
 MANUFACTURER: LINDSAY
 STYLE: BREWSTER
 COLOR: WHITE GROUT
 INSTALL:



SIDING 01
 PRODUCT: VINYL SIDING
 MANUFACTURER: ALSIDE CO/ENTRY
 STYLE: LAP SIDING
 COLOR: PLATINUM GRAY
 INSTALL: DOUBLE 5" CLAPBOARD



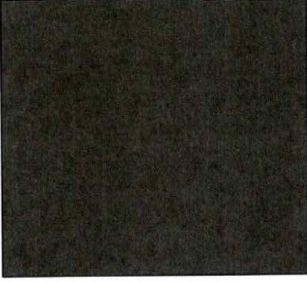
SIDING 02
 PRODUCT: VINYL SIDING
 MANUFACTURER: ALSIDE CO/ENTRY
 STYLE: LAP SIDING
 COLOR: GLACIER WHITE
 INSTALL: DOUBLE 5" CLAPBOARD



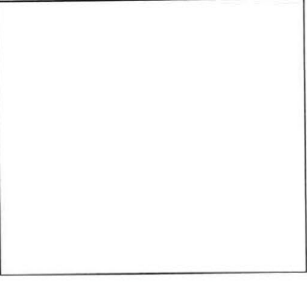
SIDING 03
 PRODUCT: VINYL SIDING
 MANUFACTURER: ALSIDE ARCHITECTURAL CLASSICS
 STYLE: SHINGLE SIDING
 COLOR: GLACIER WHITE
 INSTALL:



ROOF
 PRODUCT: ASPHALT SHINGLE
 MANUFACTURER: TAMKO
 STYLE: WEATHERED WOOD
 COLOR:
 INSTALL:



SHUTTERS
 PRODUCT: SHUTTERS
 MANUFACTURER:
 STYLE: NIGHT OWL (87061)
 COLOR:
 INSTALL:



TRIM
 PRODUCT: TRIM
 MANUFACTURER:
 STYLE:
 COLOR: GLACIER WHITE
 INSTALL:



View looking south along Mc Farland Boulevard



View looking north along Mc Farland Boulevard



View of site looking north



View of site looking north



View of site looking north



View of site looking northwest



View of site looking west



View of site looking west



View of site looking west



View of site looking south



View looking northeast at proposed location of retention pond



View of site looking east at approximate location of proposed building



View of sidewalk looking east at approximate location of proposed building



View of site looking east at approximate location of proposed building



View of site looking southeast at adjacent church