Department of Metropolitan Development
Division of Planning
Current Planning

METROPOLITAN DEVELOPMENT COMMISSION — November 18, 2026

Case Number:	2026-CZN-841 / 2026-CVR-841
Property Address:	5935 West 56th Street (*Approximate Address*)
Location:	Pike Township, Council District #5
Petitioner:	Exponential Equity Group, Inc., by Misha Rabinowitch
Current Zoning:	SU-1
Request:	Rezoning of 10.3 acres, from the SU-1 district to the D-P district to provide for a development consisting of 34 multi-family units and 10 townhomes, and existing religious uses. (To Be Withdrawn) Variance of Development Standards of the Consolidated Zoning and Subdivision Ordinance to provide for a total of 214 parking spaces (minimum 232 parking spaces required).
Current Land Use:	Undeveloped
Staff Recommendation:	Staff recommends **approval** of the requested rezone.
Staff Reviewer:	Michael Weigel, Principal Planner I

PETITION HISTORY

10/21/26: Prior to the hearing, staff was made aware that full legal notice requirements were not met due to a glitch in the generation of the list of surrounding property owners provided to the petitioner. To allow for the mailing of full legal notice in a manner compliant with State regulations, staff requested that the petition be continued to the November 18, 2026 hearing date with new notice.

9/16/26: An automatic continuance was filed by a registered neighborhood organization.

STAFF RECOMMENDATION

Staff recommends **approval** of the rezoning request, subject to the following commitments being reduced to writing on the MDC's Exhibit "A" form prior to the issuance of the letter of grant:

1. The Apartment building shall be intended, operated, and maintained as housing for persons fifty-five (55) years of age or older in accordance with the Fair Housing Act, as amended, the Housing for Older Persons Act, and applicable implementing regulations. At all times permitted by law, at least eighty percent (80%) of the occupied dwelling units in the Apartment building shall be occupied by at least one (1) person who is fifty-five (55) years of age or older. The owner, operator, and/or property manager shall publish and adhere to written policies and procedures demonstrating an intent to operate the Apartment building as housing for persons fifty-five (55) years of age or older and shall establish, maintain, and regularly update reliable age-verification procedures for occupants in accordance with applicable federal requirements. Nothing in this commitment shall be construed to require or authorize any action inconsistent with the Fair

Housing Act, the Housing for Older Persons Act, or any other applicable federal, state, or local law.

2. Subject to approval of the Pike Township Fire Department, no separate ingress/egress access off of West 56th Street shall be provided for the Apartment building or the Townhomes. Ingress and egress shall be provided by the existing driveway.
3. Landscaping for the Apartment building and Townhomes shall be as per the site and landscaping plan submitted and file-dated September 1, 2026. All landscaping shall be installed within six (6) months of completion of construction of the Apartments. Landscaping shall be maintained and replaced as needed.
4. Administrative approval of building elevations for the Apartments and for the Townhomes, anticipated to be constructed in phases, shall be obtained prior to issuance of an Improvement Location Permit (ILP). Such administrative approval shall include review and approval by the City Architect in coordination with the Department of Metropolitan Development. Such plans shall also be submitted to PTRA for review and comment prior to obtaining Administrator's Approval.
5. Prior to issuance of an ILP for either the Apartments or the Townhomes, parking agreements and/or easements providing for shared access and parking by and among the three (3) proposed lots shall be recorded.
6. A High-Intensity Activated CrossWalK (HAWK) pedestrian signal with accompanying painted crosswalk, connecting sidewalks, and ADA ramps shall be installed to connect the subject site with existing multi-use path to the north of 56th Street concurrently with the development of the first phase of the project. The petitioner shall coordinate with Department of Public Works (DPW) on the location and design, and DPW shall meet and consult with the Pike Township Residents Association (PTRA) prior to their approval to discuss the installation plan and incorporate feedback as appropriate.
7. Signage shall be limited to one monument sign, as provided by the City of Indianapolis sign regulations for residential zoning districts.
8. Parking lot lighting shall be directed downward and away from adjacent residential properties in compliance with all applicable ordinances and regulations.
9. No outdoor sound amplification system or bell tower shall be permitted on the site.
10. No temporary buildings shall be permitted on the site, except for those necessary during building construction.

Due to the applicability of Table 744-403-1 of the Ordinance (Shared Parking Reduction Factors) for calculation of required minimum parking spaces, staff and the petitioner have determined that the requested variance would not be required. It will be **withdrawn** from consideration at the hearing.

PETITION OVERVIEW

5935 West 56th Street is currently developed with a church (Nu Corinthian Baptist Church) with a size of 35,079 square feet and a sanctuary with 750 seats, in addition to accessory parking areas within the front and side yards. The subject area of this petition would comprise two parcels in total: one parcel (6001342) is 9.33 acres in size and is currently developed with the church and was rezoned to the SU-1 district in 1998, and the other parcel (6002959) is located to the northwest, is around 1 acre in size, and was rezoned to SU-1 in 2009. Both parcels have frontage on 56th Street to the north.

Surrounding land uses include single-family homes to the west, residential subdivisions to the southwest and south, the I-65 highway to the east, and land zoned for park usage to the north. The site is located near Eagle Creek Park to the west, and a multi-use path (Eagle Creek Trail) runs along the northern portion of 56th Street near the subject property.

REZONING

This request would rezone the site to the D-P District. The established purpose of the D-P District follows:

1. To encourage a more creative approach in land and building site planning.
2. To encourage and efficient, aesthetic and desirable use of open space.
3. To encourage variety in physical development pattern.
4. To promote street layout and design that increases connectivity in a neighborhood and improves the directness of routes for vehicles, bicycles, pedestrians, and transit on an open street and multi-modal network providing multiple routes to and from destinations.
5. To achieve flexibility and incentives for residential, non-residential and mixed-use developments which will create a wider range of housing types as well as amenities to meet the ever-changing needs of the community.
6. To encourage renewal of older areas in the metropolitan region where new development and restoration are needed to revitalize areas.
7. To permit special consideration of property with outstanding features, including but not limited to historical significance, unusual topography, environmentally sensitive areas and landscape amenities.
8. To provide for a comprehensive review and processing of development proposals for developers and the Metropolitan Development Commission by providing for concurrent review of land use, subdivision, public improvements and siting considerations.
9. To accommodate new site treatments not contemplated in other kinds of districts.

Development plans should incorporate and promote environmental and aesthetic considerations, working within the constraints and advantages presented by existing site conditions, including vegetation, topography, drainage and wildlife.

D-P Statement – June 17, 2026

Approval of this rezoning to D-P would allow for a multi-phase affordable housing community to be developed (“Rebuilding the Village”). It would allow for the church use to remain in place while also allowing for the development of 34 affordable senior apartments (Phase I) as well as for 10 additional townhome or duplex units (Phase II), for a total of 44 new dwelling units subject to substantial conformity with the filed site plan. Development standards for the church would be subject to C-1 zoning classification, and the multifamily and townhome areas would be subject to D-8 development standards. Installation of landscaping and signage would be subject to administrative approval. The full D-P statement is within the Exhibits below.

Site Plan – June 17, 2026

The site plan and elevations provided for review indicate that the new apartment building would have a footprint of 12,600 square feet in size and would be 3 stories in height, and that the future townhomes would be around 5500 square feet per building (2 buildings total). The plan also appears to indicate that the property will be subdivided into 3 lots in the future to allow for individual resale of each portion of the property (church, apartment, townhomes); a subdivision is not being sought as a part of this filing.

The apartment building would be on the northeastern portion of the site closest to the interstate, while the townhomes would be on the northwestern parcel. The existing private drive would continue to be utilized for access to all 3 sites, and 214 parking spaces would be provided for each of the uses (152 spaces for the church, 35 for the apartments, and 27 for the townhomes. Sidewalks would be installed both internally within the development and along portions of 56th Street owned by the petitioner, and per a commitment agreed to by the petitioner a HAWK pedestrian crosswalk would be installed between their property and an existing multi-use path to the north (not shown on the most recent site plan, but will be installed concurrently). The full site plan and apartment renderings are within Exhibits below.

STAFF ANALYSIS

Comprehensive Plan Recommendations

The Comprehensive Plan Pattern Book for Marion County recommends the eastern parcel to the Suburban Neighborhood typology, and the northwestern parcel to the Rural or Estate Neighborhood typology (additional description within Comprehensive Plan Analysis below). The Suburban Neighborhood typology contemplates multifamily housing along arterial streets, with parking behind or interior to development, and with building scale commensurate with nearby improvements. Similarly, the Suburban Neighborhood typology contemplates large-scale places of worship if along arterials, with continuous pedestrian infrastructure between the site and any nearby residential development, if near transit, and if in harmony with the surrounding neighborhood. The Rural or Estate Neighborhood typology does not include attached housing as a recommended land use.

The proposed land use would not run significantly counter to the guidance of the Comprehensive Plan: 9.33 of the project's 10 acres are within a typology where the proposed land uses are contemplated, and the portion with the least dense housing would be placed closest to existing single-family homes along 56th (with some landscape buffering to remain in place). Additionally, the project would be placed near Eagle Creek Park (a substantial community resource justifying some additional density).

Pedestrian Connectivity

The petitioner has agreed to the installation of a High-Intensity Activated CrossWalK (HAWK) signal with accompanying painted crosswalk, connecting sidewalks, and ADA ramps. HAWK signals involve pedestrians pressing a 'walk' button which would then trigger traffic lights suspended over the road indicating that drivers should either prepare to stop or come to a complete stop to allow for safe crossing.

A representative from the Department of Public Works has indicated that given the midblock location of this property, a HAWK signal would be the only safe option to provide direct connection from the subject site to the multi-use path to the north. The Exhibits below show in more detail how the HAWK signal would work for both drivers and motorists in practice as well as examples of HAWK signals in Indianapolis.

Rezoning Recommendation

Two explicitly enumerated purposes of D-P districts are to promote “street layout and design that increases connectivity in a neighborhood and improves the directness of routes for vehicles, bicycles, pedestrians, and transit on an open street and multi-modal network providing multiple routes to and from destinations” and to achieve “flexibility and incentives for residential, non-residential and mixed-use developments which will create a wider range of housing types as well as amenities to meet the ever-changing needs of the community”. Staff would contend that the proposed project would create a substantial increase in pedestrian connectivity via installation of the HAWK signal and would also result in a greater diversity of housing types to utilize the large existing parking area. For these reasons, and due to the congruence with the residential recommendations of the Comprehensive Plan, staff recommends **approval** of the rezoning request, subject to the three (3) commitments listed on the first page of the staff report.

Additional commitments have been proposed by the petitioner in coordination with a neighborhood group, which are within the Exhibits below. Staff would not object to their inclusion, with the exception of Commitment #6 which indicates that PTRA approval would be *required* for the proposed crosswalk (staff would prefer that this be phrased as *consultation* without full veto power; see Commitment #3 proposed by staff on the first page of this report).

GENERAL INFORMATION

Existing Zoning	SU-1	
Existing Land Use	Religious Use	
Comprehensive Plan	Suburban Neighborhood / Rural or Estate Neighborhood	
Surrounding Context	**Zoning**	**Surrounding Context**
North:	PK-1	North: Park
South:	D-P	South: Residential / Undeveloped
East:	SU-1	East: Interstate
West:	D-A / D-P	West: Residential
Thoroughfare Plan		
56th Street	Primary Arterial	130-foot existing right-of-way and 102-foot proposed right-of-way
Context Area	Metro	
Floodway / Floodway Fringe	No	
Overlay	No	
Wellfield Protection Area	No	
Site Plan	06/17/2026	
Site Plan (Amended)	09/01/2026	
Elevations	06/17/2026	
Elevations (Amended)	N/A	
Landscape Plan	09/01/2026	
Findings of Fact	06/17/2026	
Findings of Fact (Amended)	N/A	
C-S/D-P Statement	06/17/2026	

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

- Marion County Land Use Plan Pattern Book (2019)

Pattern Book / Land Use Plan

- 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 frequent transit line, greenway, or park.
- 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.

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 property is located to the south of existing multi-use path on the northern section of 56th Street, which connects to the Eagle Creek Greenway further to the west.

ZONING HISTORY

ZONING HISTORY – SITE

2009ZON073, Rezoning of one acre, from the D-A District, to the SU-1 classification to provide for religious uses, specifically multi-family dwellings for senior citizens, **approved.**

98-Z-27, rezone 9.33 acres from D-A to SU-1, **approved.**

ZONING HISTORY – VICINITY

2014MOD021 ; 5550 Lafayette Road (east of site), Modification of Commitments related to 97-Z-13, 2006-APP-169 and 2008-APP-027 to terminate Commitment Two of 2006-APP-169 to permit the removal of the quick kurb “access control” delineators at the site entrance and the opening of the “right turn in lane” from 56th Street, and to terminate Commitment One of Petition 97-ZON-213, as modified by 2008-APP-027, in order to allow for additional ground signs and wall signage on facades other than the front façade of the building, per plans filed, **withdrawn.**

2007VAR858 ; 5550 Lafayette Road (east of site), Variance of Development Standards of the Commercial Zoning Ordinance to provide for a 300-square foot outdoor seating area (not permitted), **approved.**

2003VAR813 ; 5510 Lafayette Road (east of site), Variance of Development Standards of the Commercial Zoning Ordinance to provide for a coffee shop with outdoor seating (not permitted), **denied.**

97-Z-213 ; 5510 Lafayette Road (east of site), rezoning of 7.05 acres, being in the D-A district, to the C-3 classification to provide for neighborhood commercial uses excluding the following uses: outdoor advertising signs, tattoo parlors, oil lubrication shops, pawn shops, automobile repair, gambling/bingo facilities, motorcycle shops, and video arcades, **approved.**

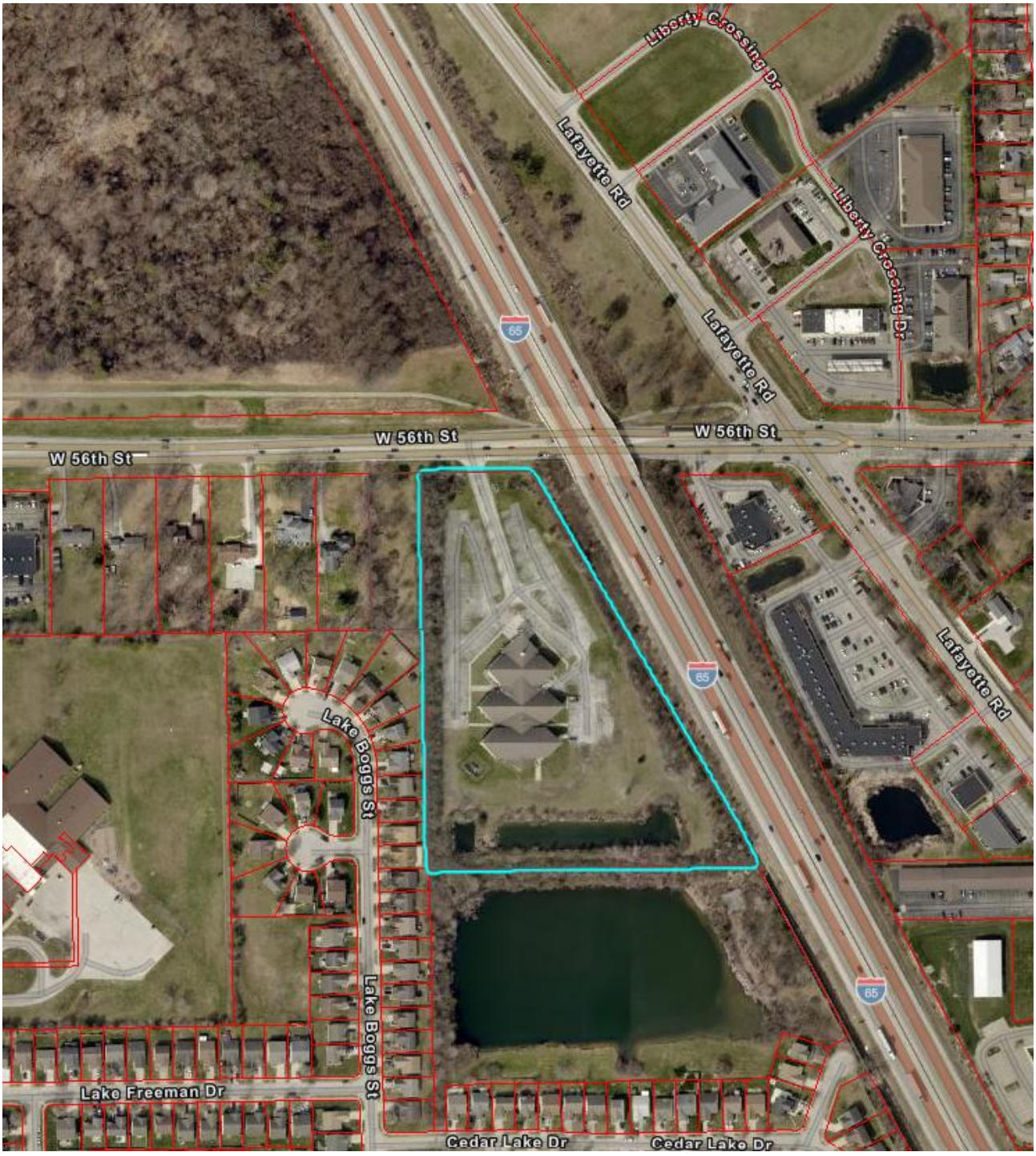
97-CP-43Z ; 5345 North High School Road (west of site), Rezone 52.48 acres from D-A and SU-43 to D-P to provide for a single-family residential development, consisting of 201 lots, **approved.**

96-CP-23Z ; 5950 West 52nd Street (south of site), Rezone 40 acres from D-A and SU-43 to D-P to provide for 159 single-family residential lots, **approved.**

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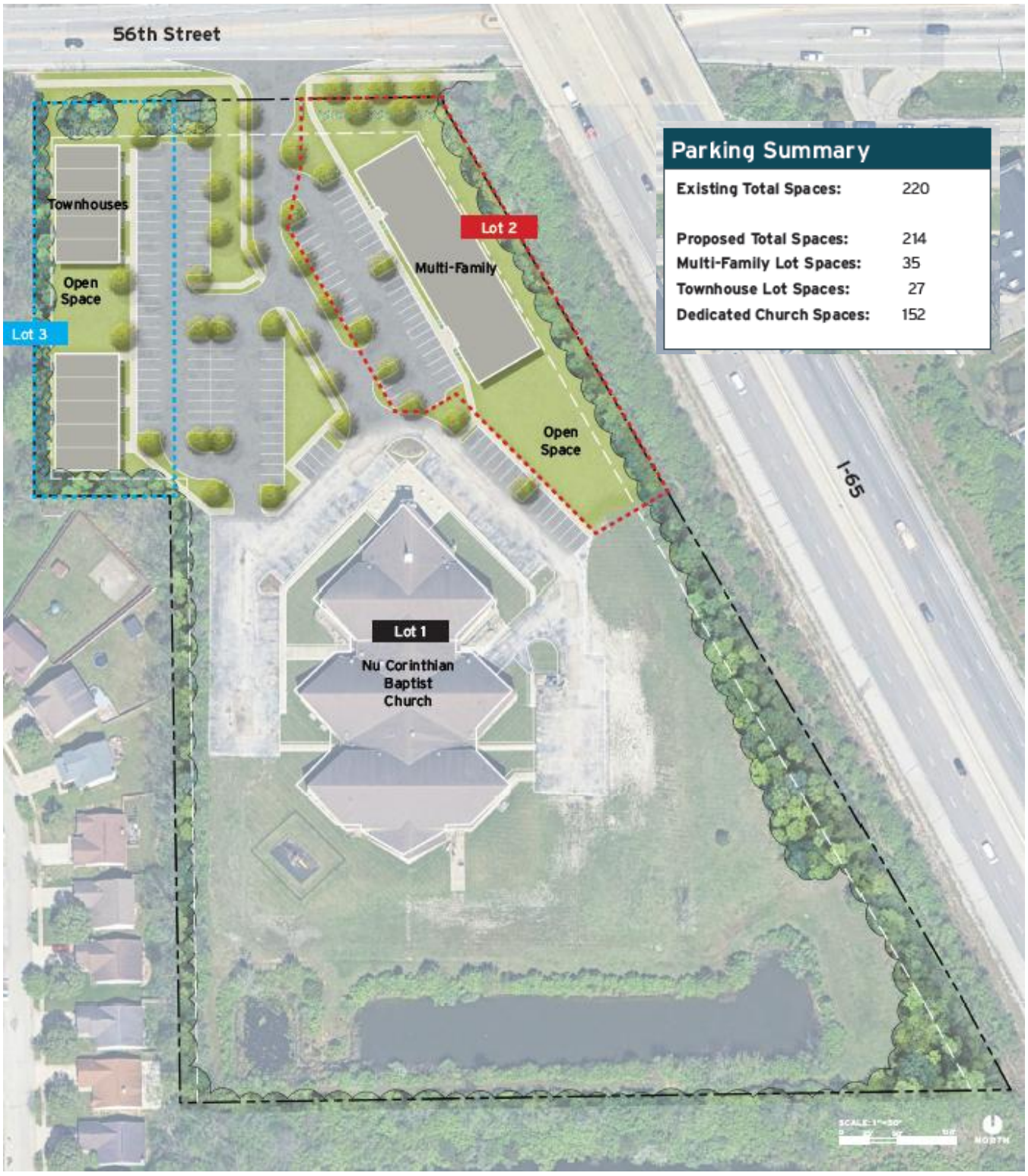
EXHIBITS

2026-CZN-841 / 2026-CVR-841 ; Aerial Map

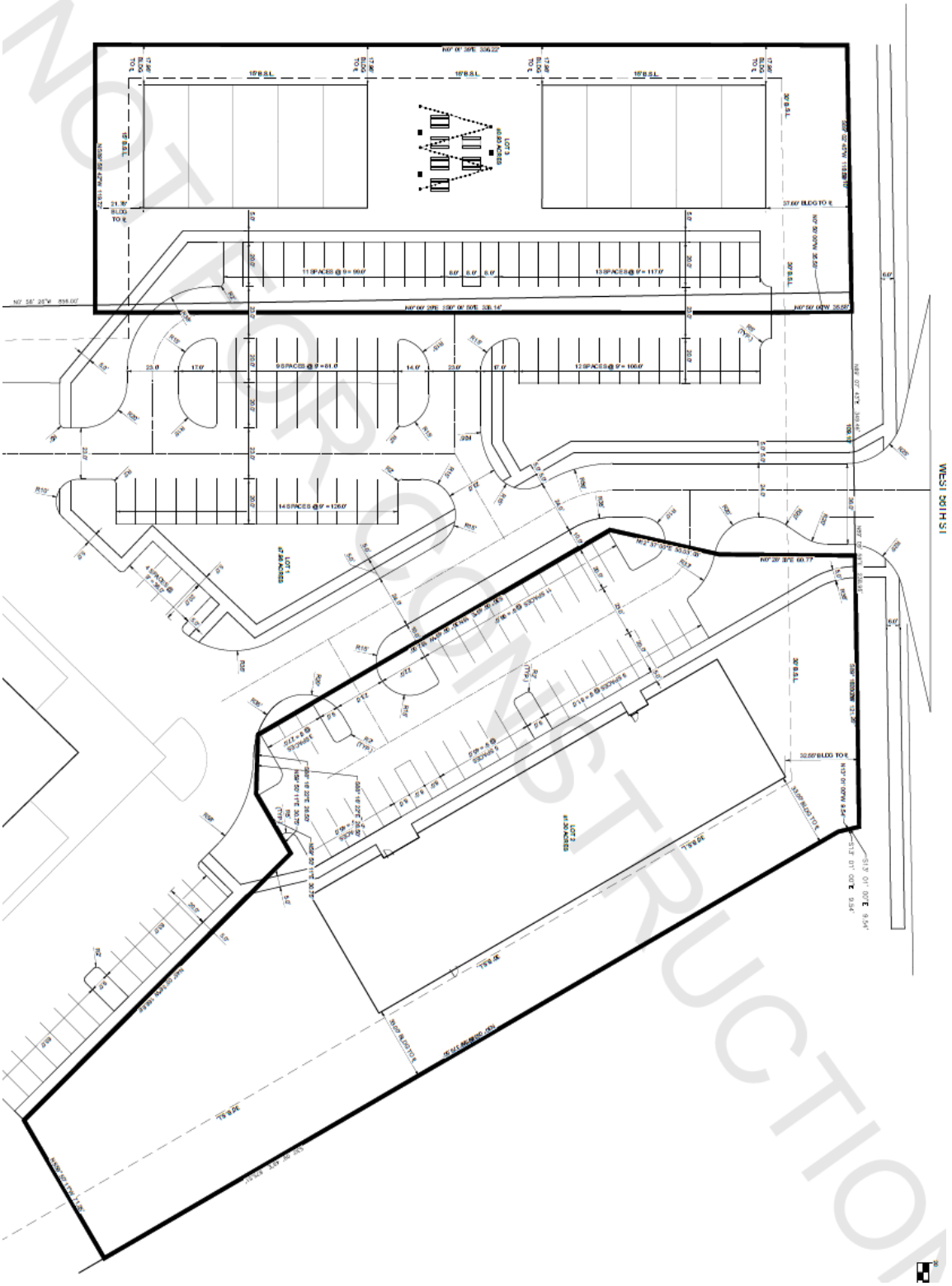


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2026-CZN-841 / 2026-CVR-841 ; Site Layout

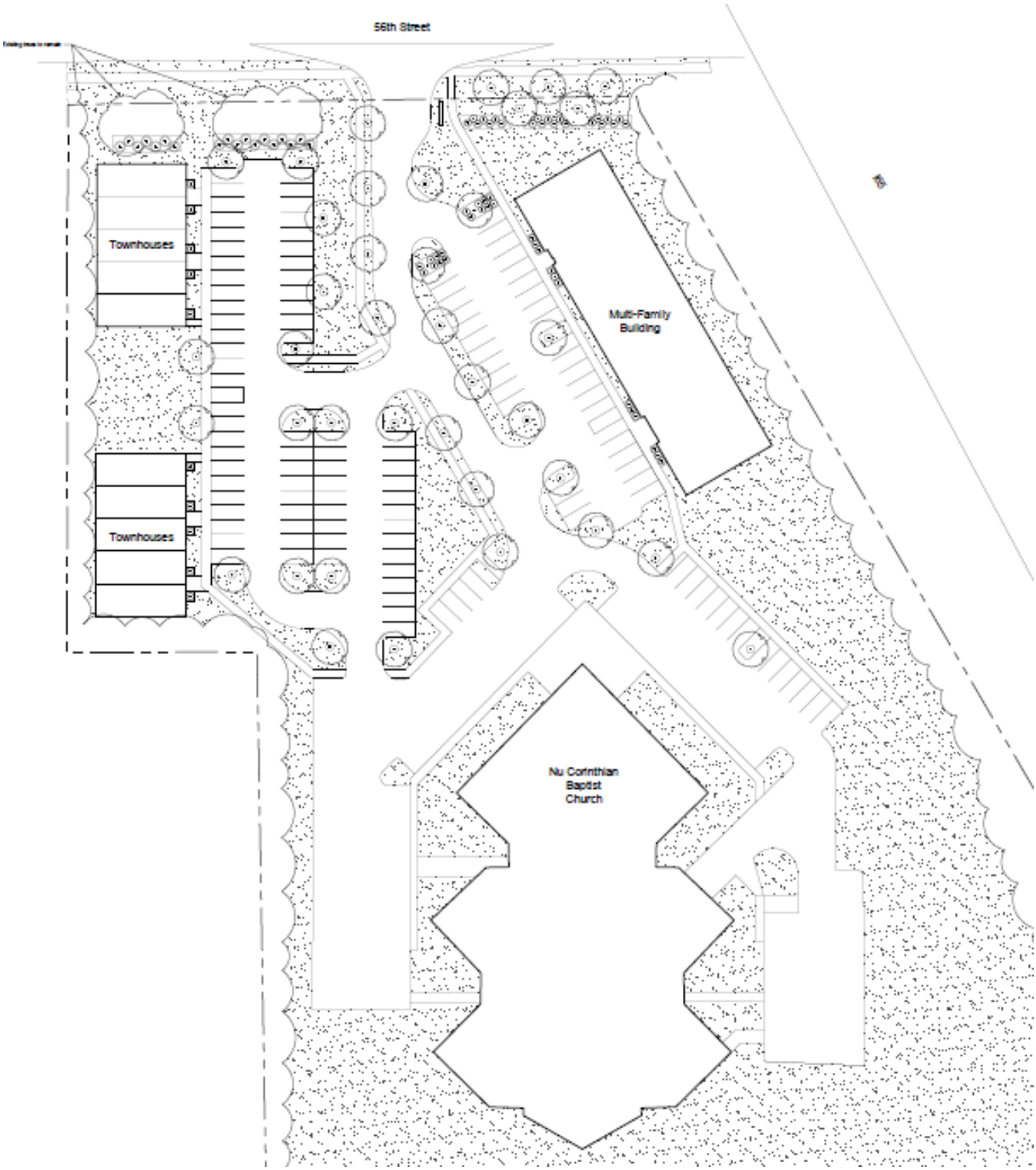


2026-CZN-841 / 2026-CVR-841 ; Site Plan (Detail)



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2026-CZN-841 / 2026-CVR-841 ; Landscape Plan



2026-CZN-841 / 2026-CVR-841 ; D-P Statement (1 of 2)

DEVELOPMENT STATEMENT

5936 W. 56TH STREET

I. PROJECT DESCRIPTION

Rebuilding the Village is proposed to be a multi-phase affordable housing community located on the 9.34 acre church-owned campus at 5935 W. 56th Street, near Eagle Creek Park (the "Development"). The campus is situated along the Eagle Creek Trail with easy access to I-65, local services, and green space — an ideal setting for seniors to live with dignity and connection to the broader community.

The Development will be developed in substantial conformity with the conceptual site plan attached hereto as **Exhibit A**. The two- phase redevelopment will include as Phase 1 of the project, construction of 34 affordable senior apartments, with 20% of the units designated as supportive housing for seniors experiencing homelessness. Phase 2 of the project envisions 10 additional townhome or duplex units to expand housing opportunities on the campus.

II. PERMITTED USES

Lot 1 (The Church Parcel) – Religious Uses

Lot 2 (The Multifamily Parcel) – Multifamily

Lot 3 – (The Townhome/Duplex Parcel) - Townhomes

III. DEVELOPMENT STANDARDS

a. The Church Parcel. Development standards from the C-1 zoning classification of the City of Indianapolis Zoning Ordinance (the "Ordinance") shall apply to the Church Parcel, except as otherwise stated herein.

b. The Multifamily Parcel. The Medium Apartment Residential Building Type Standards from Table 742.103.03, and, otherwise, the D-8 development standards of the Ordinance shall apply to the Multifamily Parcel, except as otherwise stated herein. No more than 34 units shall be permitted.

c. The Townhome/Duplex Parcel. The Row House-Small Lot Residential Building Type Standards from Table 742.103.03, and, otherwise, the D-8 development standards of the Ordinance shall apply to the Townhome Parcel, except as otherwise stated herein. No more than 10 units shall be permitted.

IV. Access, Common Areas, and Amenities

2026-CZN-841 / 2026-CVR-841 ; D-P Statement (2 of 2)

Access to the Development shall be via a shared drive at the existing church access drive as shown on the conceptual site plan. Common areas and amenities shall be accessible to church members, tenants, owners, and their guests. Development amenities shall include, but not be limited to, a resident lounge, fitness room, leasing and management office, mail room, landscaped open space, pedestrian walkways, outdoor gathering areas, and campus connectivity.

V. Parking

A total of no less than 214 parking spaces shall be available for the shared use of church members, tenants, owners, and their guests. A breakdown of the parking spaces on each lot is as follows:

Church Parcel – 152 spaces

Multifamily Parcel – 35 spaces

Townhome/Duplex Parcel – 27 spaces (in addition to attached 2 car garages)

VI. Landscaping

Landscaping shall adhere to Ordinance requirements, including the Green Factor Calculation. A landscaping plan shall be submitted for administrator's review and approval prior to the issuance of an Improvement Location Permit for the Multifamily Parcel and the Townhome Parcel.

VII. Signage

All project and building identification signage shall be submitted for administrator's approval prior to the issuance of an Improvement Location Permit for the Multifamily Parcel and the Townhome Parcel.

VII. Sidewalks and Connectivity

Pedestrian walkways and sidewalks shall be constructed within the Development and along public rights-of-way as depicted on the approved site plan.

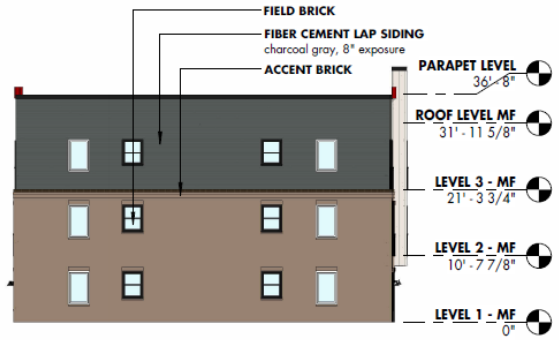
2026-CZN-841 / 2026-CVR-841 ; Apartment Elevations



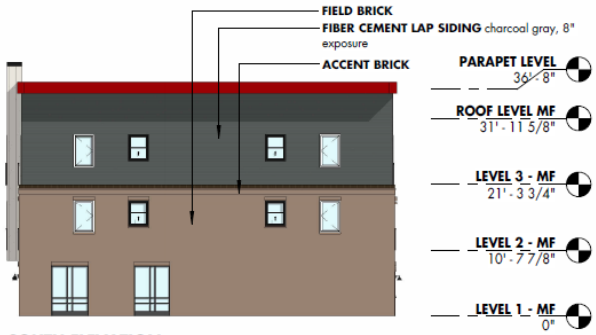
EAST ELEVATION
1/16" = 1'-0"



WEST ELEVATION
1/16" = 1'-0"



NORTH ELEVATION
1/16" = 1'-0"



SOUTH ELEVATION
1/16" = 1'-0"

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2026-CZN-841 / 2026-CVR-841 ; Apartment Exterior Renderings





2026-CZN-841 / 2026-CVR-841 ; Apartment Floorplans



2026-CZN-841 / 2026-CVR-841 ; Findings of Fact

1. The grant will not be injurious to the public health, safety, morals, and general welfare of the community because:

based upon the shared parking arrangement sufficient onsite parking for each of the proposed uses is provided.

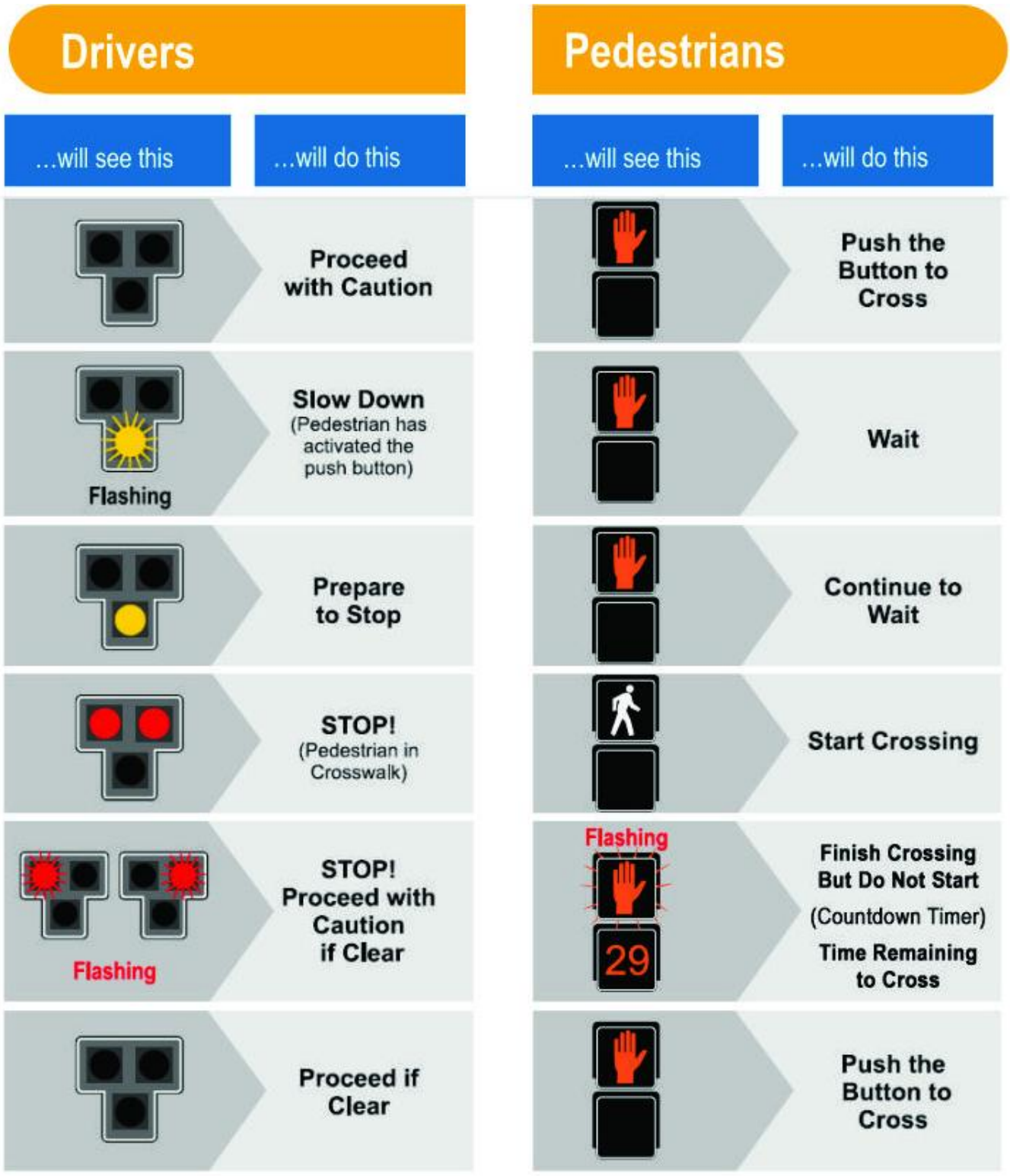
2. The use or value of the area adjacent to the property included in the variance will not be affected in a substantially adverse manner because:

the site is isolated from other uses, no on-street parking is available, and, based upon the shared parking arrangement sufficient onsite parking for each of the proposed uses is provided.

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

because the site provides sufficient parking for each of the proposed uses, including religious uses, and the parking requirements for the residential use do not take into account that 20% of the units will be set aside for senior housing where anticipated automobile usage is reduced.

2026-CZN-841 / 2026-CVR-841 ; HAWK Signal Functionality (Source: Michigan DOT)



2026-CZN-841 / 2026-CVR-841 ; Local HAWK Examples



East Washington Street near Willard Park (August 2025)



Michigan Street near IU Indianapolis Campus (September 2024)



Georgetown Road near 71st Street Kroger (October 2024)

2026-CZN-841 / 2026-CVR-841 ; Photographs



Photo 1: Subject Site Viewed from North



Photo 2: Existing Church Viewed from North

2026-CZN-841 / 2026-CVR-841 ; Photographs (continued)



Photo 3: Existing Parking Area Viewed from North



Photo 4: Proposed Apartment Area Viewed from North

2026-CZN-841 / 2026-CVR-841 ; Photographs (continued)



Photo 5: Proposed Townhome Parcel Viewed from East



Photo 6: 56th Frontage to West of Access Driveway

2026-CZN-841 / 2026-CVR-841 ; Photographs (continued)



Photo 7: 56th Frontage to East of Access Driveway



Photo 8: Adjacent Property and Multi-Use Path to North (September 2022)

2026-CZN-841 / 2026-CVR-841 ; Photographs (continued)



Photo 9: Southern Portion of 56th Street Between Subject Site and Lafayette Road (July 2024)



Photo 10: Northern Portion of 56th Street Between Subject Site and Lafayette Road