



Department of Metropolitan Development
Division of Planning
Current Planning

**METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER**

August 28, 2025

Case Number: 2025-APP-011
Property Address: 451 East Stop 11 Road
Location: Perry Township, Council District #23
Petitioner: City of Indianapolis, Department of Parks and Recreation, by Henry Woodburn
Current Zoning: PK-1
Request: Park District One Approval to provide playground equipment, sidewalk connections, re-stripped tennis and pickleball courts, and walking paths.
Current Land Use: Park
Staff Recommendations: Approval
Staff Reviewer: Kathleen Blackham, Senior Planner

PETITION HISTORY

This is the first public hearing on this petition.

STAFF RECOMMENDATION

Approval, subject to substantial compliance with the site plan, file dated July 29, 2025.

PETITION OVERVIEW

This 19.92-acre site, zoned PK-1, is developed as a park. It is surrounded by single-family dwellings to the north, zoned D-6, D-4, and D-A; single-family dwellings to the south, across East Meridian School Road, zoned D-3; religious uses to the east, zoned SU-1; and multi-family dwellings to the west, zoned MU-1.

Petition 74-Z-120 rezoned the site to the PK-1 district to provide for a park.

Park District One Approval

The Ordinance classifies Park District One and Two as Development Plan Districts. “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.”

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

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

The Site and Development Plan must include layout and elevation plans for all proposed buildings and structures, and must indicate:

- a. Proposed uses, buildings and structures.
- b. All existing uses, buildings, and structures, in addition to any proposed to be demolished.
- c. Proposed buildings and structures and the use of each.
- d. Elevations of all sides of each building.
- e. Zoning and existing land uses of adjacent properties.
- f. Off-street vehicle and bicycle parking layouts with summary table of the number of required off-street parking, loading, and stacking spaces.

The request would upgrade the existing amenities and add new amenities within this park that would expand and improve recreation opportunities for the surrounding residential neighborhood, resulting higher quality of life for the park users and surrounding land uses.

The development plan for this park includes playground equipment, sidewalk connections, re-stripped tennis and pickleball courts, and walking paths.

Overlays

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

Forest Alliance Woodlands, a high-quality woodland, covers approximately 3.7 acres within the park and should be preserved.

GENERAL INFORMATION

Existing Zoning	PK-1	
Existing Land Use	Large-scale park	
Comprehensive Plan	Large-scale Park	
Surrounding Context	<u>Zoning</u>	<u>Land Use</u>
North:	D-6 / D-4 / D-A	Single-family dwellings
South:	D-3	Single-family dwellings
East:	SU-1	Religious uses
West:	MU-1	Multi-family dwellings
Thoroughfare Plan		
East Stop 11 Road	Local Street	Existing 44-foot right-of-way and proposed 50-foot right-of-way.
Context Area	Metro	
Floodway / Floodway Fringe	No	
Overlay	Environmentally Sensitive Area (ESA)	
Wellfield Protection Area	No	
Site Plan	July 29, 2025	
Site Plan (Amended)	N/A	
Elevations	July 29, 2025	
Elevations (Amended)	N/A	
Landscape Plan	N/A	
Findings of Fact	July 29, 2025	
Findings of Fact (Amended)	N/A	
C-S/D-P Statement	N/A	

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

The Comprehensive Plan recommends large scale park, a non-typology land use. “Large-Scale Parks are generally over 10 acres in size.”

Pattern Book / Land Use Plan

Not Applicable to the Site

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.”

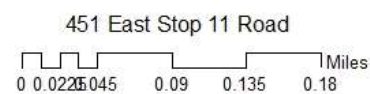
The following listed items describe the purpose, policies and tools:

- 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

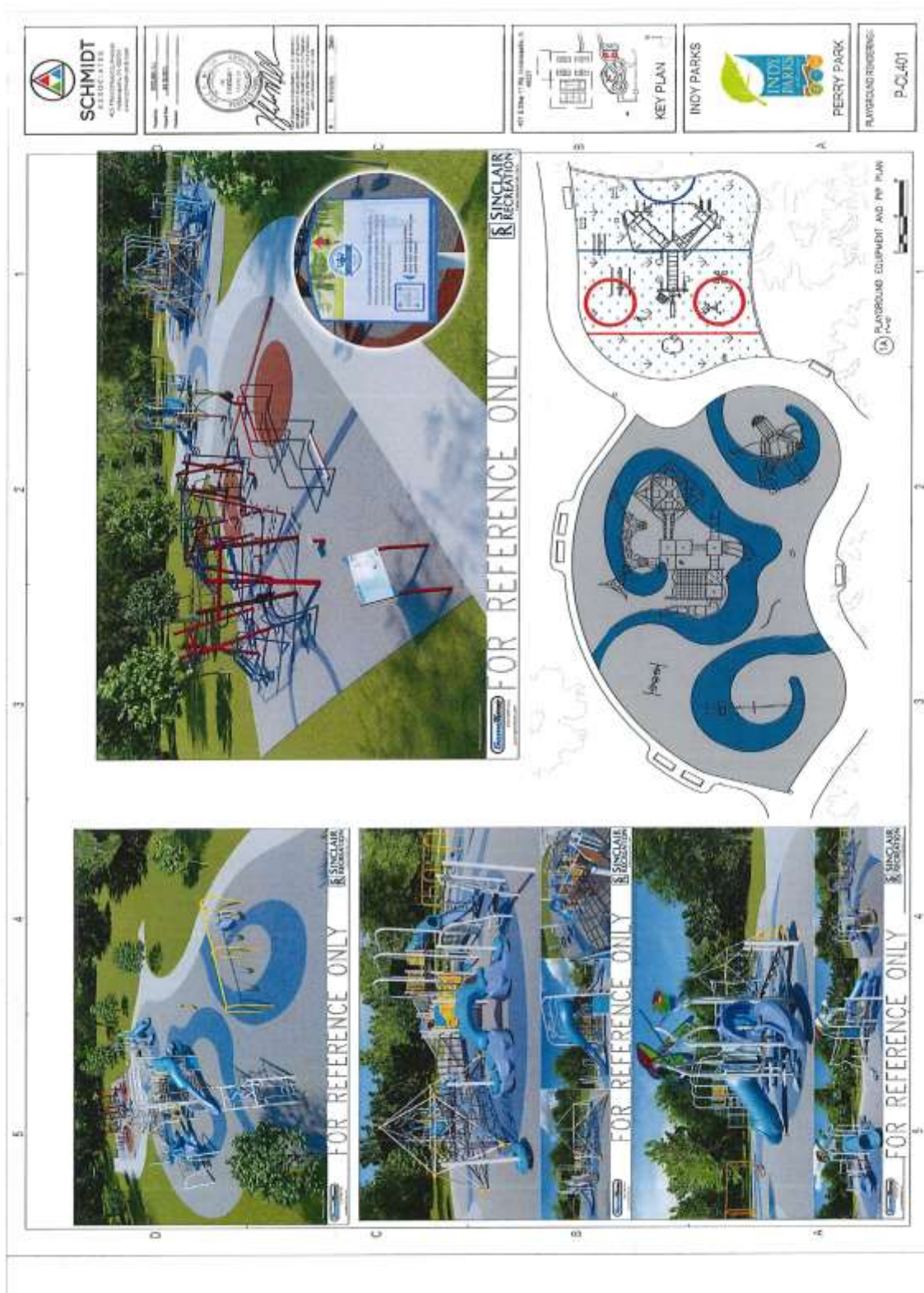


ZONING HISTORY

74-Z-120; 382 East Stop 11 Road, requested rezoning of 20 acres, being in the D-3 district to the PK-1 classification to provide for park and recreation use, **approved**.









Petition Number _____

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

FINDINGS OF FACT

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

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

The Land Use Plan identifies that the parcel is a large-scale park within a suburban neighborhood. Per the Consolidated Zoning/Subdivision Ordinance, parks or playgrounds are permitted uses in all zoning districts. The site development plan improves the condition of the park through the construction of a new playground with new playground surface, sidewalk connections, benches, a re-stripped tennis/pickleball court, as well as landscape and drainage improvements.

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 site development plan calls for a new playground, playground surface, sidewalk, benches, a re-stripped tennis/pickleball court, multiuse court, and additional improvements. These additions will improve the current state of the park.

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

There are existing sidewalks on roads surrounding the park. The proposed sidewalk will enhance connectivity between the park's features and to the surrounding neighborhood.

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 new sidewalk will connect park features and enhance connectivity to the surrounding neighborhood

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

The park is serviced by the owner (Indy Parks) and the Department of Public Works. Property drainage is being designed by a professional engineer and incorporates appropriate low-impact designs.

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 property is currently a suburban neighborhood park.

The proposed design maintains the current use of the park and proposes enhancements that are

appropriate in design, character, grade, location, and orientation with existing conditions.

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 new sidewalk connects the new playground to existing park features and to the surrounding neighborhood.

DECISION

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

Adopted this _____ day of _____, 20 ____

Commission President/ Secretary



View of site looking north



View of site looking northeast



View of site looking northeast



View of site looking north



View of site looking northwest



View of spray pool looking east from parking lot