



**METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER**

March 12, 2026

Case Number: 2026-APP-001
Property Address: 8707 Shelby Street
Location: Perry Township, Council District #23
Petitioner: Shelby Street Property, LLC, by C. Addison Bradford
Current Zoning: HD-2 (FF)
Request: Hospital District Two Approval to provide for a behavioral health services treatment facility)
Current Land Use: Undeveloped
Staff Recommendations: Approval.
Staff Reviewer: Kathleen Blackham, Senior Planner

PETITION HISTORY

This is the first hearing on this petition.

STAFF RECOMMENDATION

Approval of request.

PETITION OVERVIEW

This 7.948-acre site, zoned HD-2 (FF), is undeveloped and surrounded by land undergoing development to the north and east, zoned HD-2; commercial uses and multi-family dwellings to the south, zoned C-1 and HD-2, respectively; and religious uses and single-family dwellings to the west, across Shelby Street, zoned SU-1 and D-A, respectively.

Petitions 97-Z-123 / 97-AP-70 rezoned this site to the HD-2 (FF) district to provide for hospital related uses, such as an independent and assisted care living community and an approval petition to provide for independent and assisted care living community.

Petition 2025-MOD-023 modified a commitment related to 97-Z-123 to reduce the dedication of Shelby Street right-of-way from 70 feet to 45 feet.

HOSPITAL DISTRICT TWO APPROVAL

This request would provide for Hospital District Two Approval to provide a behavioral health services treatment facility.

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 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. The Commission must, also make written findings concerning any decision to approve or disapprove a Site and Development Plan.”

This request would allow for construction of a 72,802 square-foot, one-story building that would provide for an outpatient clinic and 30 beds for those patients requiring overnight stays. There would be 98 parking spaces adjacent to the building on the north, west and south. Staff believes this proposed development would be appropriate and expand much needed medical treatment services to the community.



Staff would note that sidewalks from the proposed building to the proposed sidewalk along Shelby Street should be included in the site plan submitted for Administrator Approval.

Floodway / Floodway Fringe

This site has a secondary zoning classification of a Floodway (FW) and Floodway Fringe (FF). The Floodway (FW) is the channel of a river or stream and those portions of the floodplains adjoin the channels which are reasonably required to efficiently carry and discharge the peak flood flow of the base flood of any river or stream. The Floodway Fringe (FF) is the portion of the regulatory floodplain that is not required to convey the 100-year frequency flood peak discharge and lies outside of the floodway.

The purpose of the floodway district is to guide development in areas identified as a floodway. The Indiana Department of Natural Resources (IDNR) exercises primary jurisdiction in the floodway district under the authority of IC 14-28-1.

The designation of the FF District is to guide development in areas subject to potential flood damage, but outside the Floodway (FW) District. Unless otherwise prohibited, all uses permitted in the primary zoning district (HD-2 in this request) are permitted, subject to certain development standards of the Flood Control Secondary Zoning Districts Ordinance and all other applicable City Ordinances.

The northwest corner of the site is located within the unregulated 500-year floodplain of Buffalo Creek.

GENERAL INFORMATION

Existing Zoning	HD-2 (FF)	
Existing Land Use	Undeveloped	
Comprehensive Plan	Suburban Neighborhood	
Surrounding Context	Zoning	Land Use
	North:	HD-2 (FF) Undergoing development
	South:	C-1 / HD-2 Commercial uses / multi-family dwellings
	East:	HD-2 Undergoing development
	West:	SU-1 / D-A Religious uses / single-family dwellings
Thoroughfare Plan		
Shelby Street	Primary Collector	Existing 90-foot right-of-way and proposed 90-foot right-of-way.
Context Area	Metro	
Floodway / Floodway Fringe	Yes. Buffalo Creek 500-year unregulated	
Overlay	No	
Wellfield Protection Area	No	
Site Plan	January 16, 2026	

Site Plan (Amended)	March 5, 2026
Elevations	January 16, 2026
Elevations (Amended)	N/A
Landscape Plan	N/A
Findings of Fact	January 16, 2026
Findings of Fact (Amended)	N/A
C-S/D-P Statement	N/A

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

The Comprehensive Plan recommends Suburban Neighborhood typology. “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 – Suburban Neighborhood Typology

- 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.

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

2025-MOD-023; 8707 Shelby Street, requested modification of commitments related to 97-Z-123 to terminate Commitment Number Two to provide for a 45-foot half right-of-way, rather than the previous commitment that required dedication of a 70-foot half right-of-way, **approved**.

97-Z-123 / 97-AP-70, 8649-8707 Shelby Street, requested rezoning of 19.5 acres, from D-A to HD-2, to provide for hospital related uses, such as an independent and assisted care living community and to provide for an independent and assisted care living community, consisting of nine cluster housing structures of 4 units each for independent living, a 40,000 square foot independent care facility, and a 40,000 square foot assisted care living facility, **approved**.

VICINITY

2015-ZON-103; 8607 Shelby Street (north of site), requested rezoning of one acre from the D-A (FW) (FF) District to the HD-2 (FW) (FF) classification to provide for a 125-unit assisted living facility, **approved**.

2015-ZON-015; 8601 Shelby Street (north of site), requested rezoning of 4.05 acres from the D-A (FW) (FF) District to the HD-2 (FW) (FF) classification to provide for a 125-unit assisted living facility, **approved**.

2004-APP-038; 8615-8707 Shelby Street (north of site), requested Hospital District-Two Approval to provide for a 208-unit assisted living facility, **approved**.

2003-ZON-080; 8725 Shelby Street (south of site), requested a rezoning of 0.76 acre from D-A to C-1, to provide for office development, **approved**.

97-Z-69; 8818-8826 Shelby Street (south of site), requested rezoning of 6 acres, from D-A to C-1, to provide for a doctor's office, **approved**.

95-Z-50; 8926 Shelby Street (south of site), requested rezoning of 1.84 acres from D-A to C-1, to provide for family practice doctor's office, **approved**.

94-UV3-85; 920 East South County Line Road (south of site), requested a variance of use to permit the manufacture of patio furniture in a detached garage, seasonal outdoor display and sale of patio furniture, and on-site storage, granted, (limited to site's current residents and termination upon the sale of the property; no signs permitted; and no outdoor display), **granted**.

90-Z-89; 1126 East South County Line Road (south of site), requested Hospital District-Two approval to permit the development of a medical office center and medically related retail uses, **approved**.

88-AP-87; 1110 East South County Line Road (south of site), requested Hospital District-Two approval to permit the development of a convenience store with gasoline sales, **withdrawn**.



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86-Z-210; 1126 East South County Line Road (south of site), requested rezoning of 10.3 acres, being in the D-A District, to the HD-2 classification to provide for hospital support uses, **approved**.

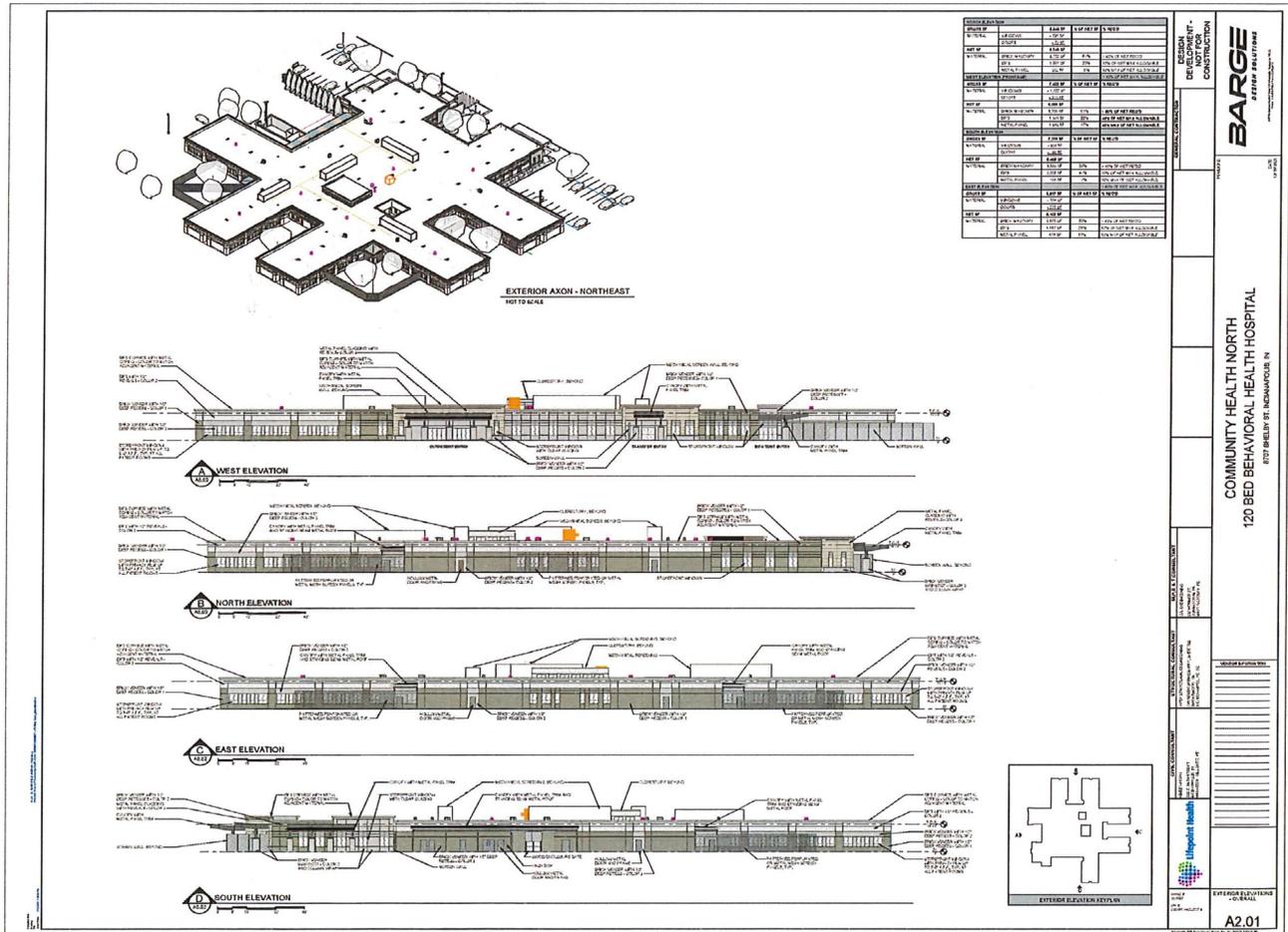
86-Z-168; 8807 Shelby Street (south of site), requested rezoning of 10 acres, being in the D-A District, to the HD-2 classification to provide for multi-family residential development, **approved..**

EXHIBITS



8707 Shelby Street
 0 0.01 0.025 0.05 0.075 0.1 Miles

Sources: Esri, HERE, DeLorme, USGS, Intermap, INCREMENT P, NRCan, Esri Japan, Swisstopo, Esri China (Hong Kong), Esri Korea, Esri (Thailand), NOAA, GEBCO, Esri, OpenStreetMap contributors, and the User Community.





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 plan calls for the further development of Community Health Network's existing hospital campus with the addition of an inpatient behavioral health facility that will expand health care options for area residents consistent with the Comprehensive Plan's aim to build a healthier City, as well as help meet the behavioral health needs of the City, which the Comprehensive Plan identifies as a "major public health concern" for the City.

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 plan calls for the development of an additional hospital facility located on an existing hospital campus. The exterior design elements involve the use of a mix of bricks and metals, creating an attractive exterior that is consistent and compatible with the adjacent hospital, as well as other developments in the area.

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

the plan calls for new parking spaces to be located on the site in an amount sufficient for the proposed use of the site as a behavioral health hospital. The plan also provides a loading area and includes bicycle racks.

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 plans provides for the construction of roadways connecting the subject property not only to Shelby Street, but also to those properties located both east and north of the subject property, which will help reduce traffic congestion along the entrance to the site from Shelby Street.

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

the plan calls for the development of two detention ponds on the subject property to avoid use of drainage on adjacent sites and contemplates connecting to existing, nearby utility infrastructure.



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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 plan calls for a facility compatible in both design and use with the neighboring, existing hospital facility located in the same zoning district (Hospital District - 2)

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 plan provides for an asphalt trail on the exterior of the lot that connects to trails located on or to be located on adjacent properties. Moreover, sidewalks are located along the exterior of several portions of the intended hospital on the site.

DECISION

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

Adopted this _____ day of _____, 20 ____

Commission President/ Secretary



View looking north along Shelby Street



View looking south along Shelby Street



View of site looking north across Shelby Street



View of site looking north across Shelby Street



View of site looking northeast from abutting property to the south



View of site looking east from abutting property to the south