

**METROPOLITAN DEVELOPMENT COMMISSION  
HEARING EXAMINER**

August 29, 2024

- Case Number:** 2024-APP-009 / 2024-VAR-010 (Amended)
- Property Address:** 1801, 1851, and 2001 West 86th Street, 8301, 8401, 8433, 8402, and 8501 Harcourt Road, 8220, 8240, 8260, 8326, 8330, 8333, 8414, 8424, and 8550 Naab Road (approximate addresses)
- Location:** Washington Township, Council District #1 and #2
- Petitioner:** St. Vincent Hospital and Health, by Brent Bennett
- Current Zoning:** HD-1 / HD-2
- Hospital District One Approval and Hospital District Two Approval to provide for updated campus-wide wayfinding signage.
- Variance of Development Standards of the Consolidated Zoning and Subdivision Ordinance to provide for:
- a. Two, 20-foot-tall pole signs (pole signs not permitted),
  - b. A total of 16 freestanding signs that encroach into the clear-sight triangles of the abutting streets and drives (not permitted),
  - c. Five freestanding pylon signs within the required front setback (minimum 10-foot setback required),
  - d. Four, 21-foot-tall freestanding pylons, with one pylon sign being 115 feet from a protected district (maximum height of 15 feet permitted and a minimum of 600 feet separation from a protected district required),
- Request:**
- e. One, 16-foot-tall freestanding pylon sign being 135 feet from a protected district (maximum height of 15 feet permitted and a minimum 600-foot separation from a protected district required),
  - f. One pylon sign in the right-of-way of Naab Road (not permitted),
  - g. Two incidental signs being greater than 10 square feet in size (maximum 10 square feet permitted),
  - h. One pylon sign being greater than 3% of the building elevation or architectural elevation to which the sign is oriented (maximum 3% of the building elevation or architectural elevation to which the sign is oriented permitted),
  - i. Three pylon signs and one pole sign along one street frontage (maximum of two primary freestanding signs along one street frontage permitted).
- Current Land Use:** Hospital campus and medical offices



**Staff Recommendations:** Approval of the approval petition. Approval of the variances except for those associated with the one pylon sign in the right-of-way of Naab Road.

**Staff Reviewer:** Marleny Iraheta, Senior Planner

## PETITION HISTORY

This petition was continued from the June 13, 2024, hearing to the July 11, 2024, at the request of staff to provide the petitioner time to submit additional information requested by staff and to provide sufficient time for the mailing of new notices for an anticipated amended petition. No new information was submitted to the case file.

This petition was continued from the July 11, 2024, hearing to August 29, 2024, hearing at the request of the petitioner to provide sufficient time to amend the request and mail out new notices.

## STAFF RECOMMENDATION

Staff **recommends approval** of the requests except for the variances associated with the one pylon sign in the right-of-way of Naab Road.

One freestanding pylon sign, in portion “b” of the request for the encroachment into the clear-sight triangle will need to be removed by the petitioner since it is located on an address, 2025 Dugan Drive that was not included in the application.

## PETITION OVERVIEW

### LAND USE

The subject site is zoned HD-1 and HD-2 and is comprised of a hospital campus and medical office buildings. It is surrounded by medical facilities, commercial uses, and multi-family dwellings to the north, across 86<sup>th</sup> Street, zoned HD-2, and D-P; electrical substation, water tower, spirituality center and medical clinic to the south, zoned HD-1; residential uses to the east, zoned C-1, HD-2, and D-3; and residential uses to the west to the west, zoned HD-2.

### HOSPITAL DISTRICT ONE / HOSPITAL DISTRICT TWO APPROVAL

The HD-1 zoning category is designed to permit and facilitate the development, expansion, and modernization of a major hospital complex or campus, in which a diversity of uses, functions, and facilities is necessary to best perform the hospital's various services to the public; and further to permit appropriate land use modifications as necessary to facilitate the highest level of such service.

The HD-2 zoning category is designed to: (1) permit and facilitate the logical association of a diversity of land uses in close proximity to a major hospital complex; (2) to provide adequate land area for such hospital-related uses; and (3) to assure a quality and character of site development that will create the environment of safety, quietness, attractiveness, and convenience compatible with such hospital complex.



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Division of Planning  
Current Planning**

Both districts require an approval petition be filed for signs other than incidental signs. An incidental sign is defined as “a permanent sign which has a purpose that is secondary and incidental to the use of the lot on which it is located, such as “hours of operation”, “loading zone only,” “air,” “building directory” and “visitor parking,” and which carries no commercial message that is legible beyond the lot on which the sign is located, except for a registered logo on a premises with two or more separately-operating businesses.

The Ordinance classifies Hospital 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.”

### **STAFF ANALYSIS**

The proposed signs would be classified as pole signs, pylon signs, and incidental signs. The new signage proposed is due to a partnership between two companies.

Table 744-906-12 Primary Freestanding Signs in Special District regulations note that pole signs are not permitted. No freestanding pylon sign shall be permitted within 600 feet of a Dwelling District unless the sign is legally established by permanent variance or lawful nonconforming use or is visibly constructed from the protected district.

It also notes that pylon signs are permitted with a maximum sign area that shall not exceed and amount equates to 3% of the building side or other architectural elevation to which the sign is oriented, or 240 square feet, whichever is lesser. The number of pylon signs is limited to a maximum of one pylon per street frontage unless the street frontage is greater than 500 feet, which can then have up to 2 with a minimum 300-foot separation between signs. The height limitation is 15 feet and must have a 10-foot front setback from existing right-of-way.

Table 744-906-13 Secondary Freestanding Signs in Special Zoning Districts regulations note that incidental signs are permitted, but are limited to 2 signs per acre, 10 square feet in sign area, 8 feet in height, and must have a 10-foot minimum front setback.

No sign may be located in a proposed right-of-way as identified in the Marion County Thoroughfare Plan

A portion of the site that is undeveloped is located within an environmentally sensitive overlay. “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.”

“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.” Forest Alliance Woodlands has been identified within the overlay located south of the main hospital.

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.

As proposed, staff is supportive of all of the requests except for item “f” in the request for one pylon sign to be located in the right-of-way of Naab Road. Staff could be supportive of the sign that also requires a variance for not meeting the 10-foot front setback and being within the clear sight triangle if relocated outside of the right-of-way.

Staff understand the importance of signage for visitors who need to be able to locate their destinations during emergencies and other hectic situations. Staff determined that the proposed signs would provide appropriate wayfinding signage for the various hospital and medical facilities.



Two of the proposed signs, WF22 and WF30, would need to be removed from the approval and variance applications since they are located on a site address, 2024 Dugan Drive, not requested in the application form. One is an incidental sign, WF22, that did not require any variances and the other is a pylon sign, WF30, that required a variance to be located in the clear-sight triangle. This would change the number of freestanding signs in the clear-sight triangles to 15 in the request.

**GENERAL INFORMATION**

<b>Existing Zoning</b>	HD-1 and HD-2	
<b>Existing Land Use</b>	Hospital campus and medical offices	
<b>Comprehensive Plan</b>	Regional Special Use and Institution-Oriented Mixed Use	
<b>Surrounding Context</b>	<u><b>Zoning</b></u>	<u><b>Land Use</b></u>
North:	HD-2 / D-P	Commercial / Medical / Multi-family dwellings
South:	HD-1/ HD-2	Electrical substation/ water tower/ Spirituality Center / Multi-family dwellings
East:	C-1 / HD-2 / D-3	Assisted Living Facility / Single-family dwellings
West:	HD-2	Assisted Living Facility / Multi-family dwellings
<b>Thoroughfare Plan</b>		
Naab Road	Local Street	50-foot proposed right-of-way and 50-foot existing right-of-way.
Harcourt Road	Primary Collector Street	80-foot proposed right-of-way and 70-foot existing right-of-way.
86 <sup>th</sup> Street	Primary Arterial Street	112-foot proposed right-of-way and 132-foot existing right-of-way.
Katie Knox Drive	Private Street	N/A
Dugan Drive	Local Street	50-foot proposed right-of-way and 50-foot existing right-of-way.
<b>Context Area</b>	Metro	
<b>Floodway / Floodway Fringe Overlay</b>	No	
<b>Wellfield Protection Area</b>	Yes	
<b>Site Plan</b>	No	
<b>Site Plan (Amended)</b>	April 17, 2024	
<b>Elevations</b>	August 2, 2024	
<b>Elevations (Amended)</b>	Enter Date. N/A if not applicable	
<b>Landscape Plan</b>	August 2, 2024	
	N/A	

<b>Findings of Fact</b>	April 17, 2024
<b>Findings of Fact (Amended)</b>	August 2, 2024
<b>C-S/D-P Statement</b>	N/A

**COMPREHENSIVE PLAN ANALYSIS**

**Comprehensive Plan**

- Marion County Land Use Plan Pattern Book (2019)

**Pattern Book / Land Use Plan**

- The Marion County Land Use Plan Pattern Book (2019) recommends regional special use and institution-oriented mixed-use development on the site.
- **REGIONAL SPECIAL USE** This category provides for public, semi-public, and private land uses that serve a specific institutional purpose for a significant portion of the county. Examples are large-scale, generally stable institutional uses such as cemeteries, hospitals, universities, high schools, government complexes, large museums, the Indiana State Fairgrounds, and the Indianapolis Motor Speedway. Long Range Planning staff should provide guidance regarding any property use changes in this typology. Partial property changes should remain thematically or economically supportive of the special use while also being contextually sensitive to adjacent existing development and land use plans. Redevelopment, use changes, or other significant changes to the entire property must be informed by a planning study conducted by Department of Metropolitan Development to determine Land Use Plan recommendations
- The Institution-Oriented Mixed-Use (Campus) typology contains a mix of land uses within and surrounding a significant regional institution campus, such as a university or hospital. This typology is meant to promote development that is permeable to pedestrians and integrates into its surrounding context. Uses in this typology will often be thematically or economically linked to the anchor institution. Residential areas of this typology have a density of 8 to 15 dwelling units per acre.
- **Anchor Institutions, Including Major Universities and Hospitals**
  - Should be located along an arterial street with a minimum of 4 lanes.
  - If proposed within one-half mile along an adjoining street of an existing or approved residential development, then connecting, continuous pedestrian infrastructure between the proposed site and the residential development (sidewalk, greenway, or off-street path) should be in place or provided.
  - Should be located within one-quarter mile of a bus or rapid transit stop.
  - All edges of the development should respond to the character of the surrounding area.
  - Active uses open to the public (such as offices) should be on the edges of the development and should engage with surrounding uses.
  - Ancillary/smaller buildings should be used to transition to other uses.
  - High intensity uses (such as emergency rooms) should not be located adjacent to residential uses.

- Only limited surface parking should be present. The majority of required parking should be located within structured parking (private or shared).
- Parking lots should be located towards the interior of the development.
- Connections to adjacent residential uses should be provided through campuses whenever possible

#### **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)

- Not Applicable to the Site

## ZONING HISTORY

### Zoning History – Site

**2019-APP-018; 8081 Township Line Road, 1801 West 86th Street, 8220 and 8424 Naab Road and 2025 Dugan Road** (subject site), Hospital District One/Two Approval to provide for a sign program with building and freestanding signs, **approved**.

**2019-APP-015; 2001 West 86th Street, 8333, 8414 and 8550 Naab Road, 8301, 8401, 8402, 8433 Harcourt Road and 8071, 8081, 8091 and 8111 Township Line Road; (subject site)** Hospital District-One and Hospital District-Two Approval to provide for a sign program for a hospital campus, **approved**.

**2018-APP-012; 1801 West 86<sup>th</sup> Steet** (subject site), Hospital District-Two Approval to provide for two wall sigs and a four by eight-foot ground sign, **approved**.

**2016-APP-021; 1801 West 86ht Street** (subject site), Hospital District-Two Approval to provide for a medical simulation center, including parking, sign, landscaping, and utility improvements, **approved**.

**2010-APP-016; 8433 Harcourt Road** (subject site), Hospital District One approval to provide for a 5.53-foot tall, 19.83-foot freestanding sign, **approved**.

**2010-APP-014; 8401 Harcourt Road** (subject site), Hospital District One approval to provide for ten additional parking spaces, **approved**.

**2009-APP-104; 8501 Harcourt Road** (subject site), Hospital District One Approval to provide for installation of a building identification sign, **approved**.

**2009APP099; 2001 West 86th Street** (subject site), Hospital District One Approval to provide for the installation of a building identification sign, **approved**.

**2007APP143; 2001 West 86th Street** (subject site), Hospital District One Approval to provide for two wall signs, being 38.61 and 49.03 square feet, **approved**.

**2007APP019; 8401 Harcourt Road** (subject site), Hospital District One Approval to provide for a 2-story, 25,000-square foot building addition to and existing 49,640-square foot medical building, **approved**.

**2007APP015; 8501 Harcourt Road** (subject site), Hospital District One Approval to provide for two additional wall signs on the west building elevation and for a four-foot tall, 30-square-foot ground sign, **approved**.

**2006-APP-153; 2001 West 86th Street** (subject site), Hospital District One approval to provide for the placement of two, 18.054-square foot wall signs indicating the address of the property, **granted**.





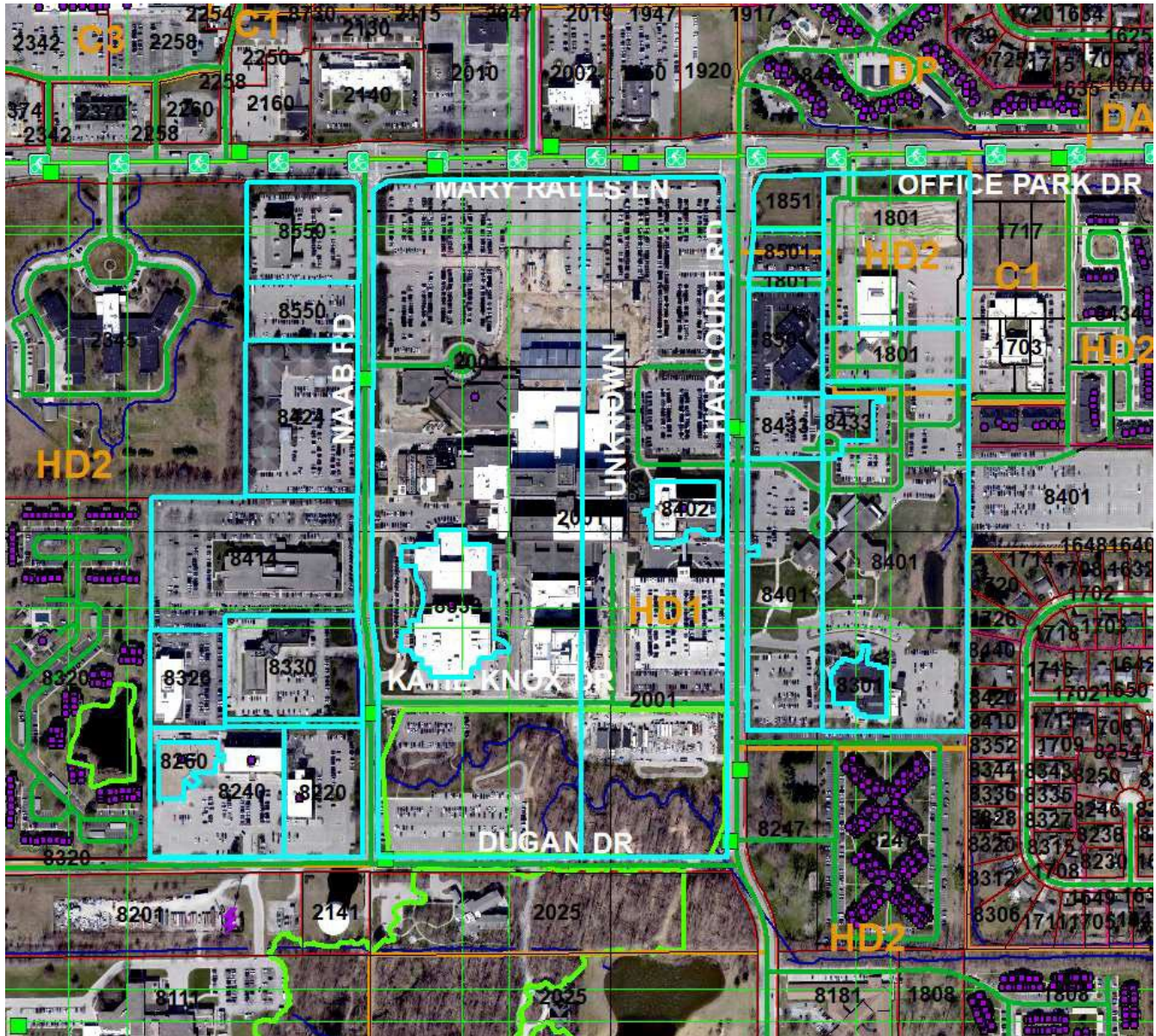
**Department of Metropolitan Development  
Division of Planning  
Current Planning**

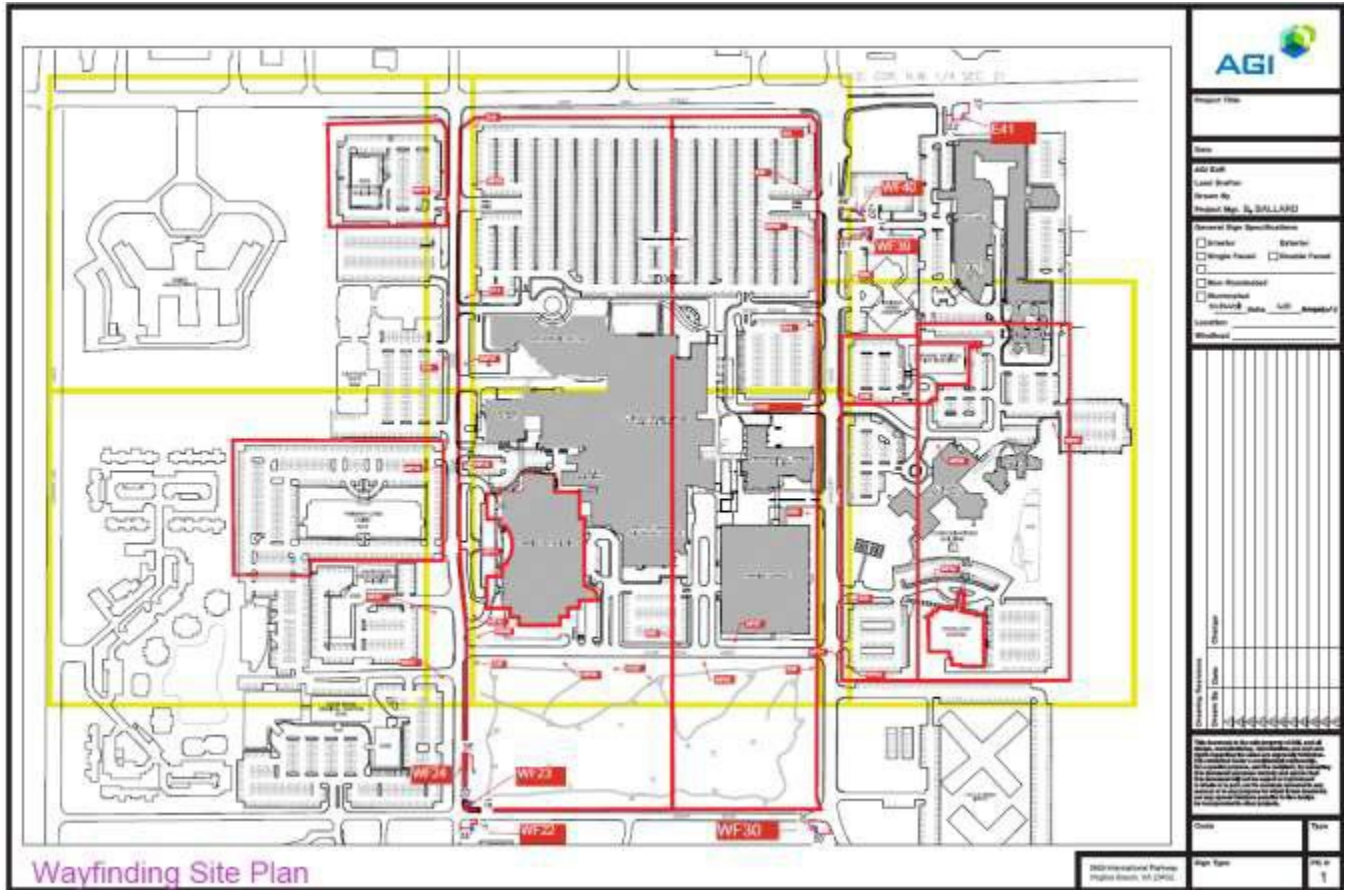
**2006APP054; 8414 Naab Road** (subject site), Hospital District-Two approval to provide for the construction of two-story, 88,809-square foot medical pavilion building with 445 parking spaces and a four-foot tall, 40-square foot ground sign, **approved**.

**2005-APP-161; 2001 West 86<sup>th</sup> Street (subject site)**, Hospital District One approval to provide for the construction of an approximately 3,726-square foot one-story addition to an existing medical office building, **granted**.

**2004-APP-073; 8414 Naab Road** (subject site), Hospital District-Two approval to provide for a two-story 65,800 square foot medical office building with a four-foot tall, sixteen-foot non-illuminated ground sign, and to provide for wall signage in conjunction with a sign program with an Administrator's Approval of final sign elevations, **approved**.

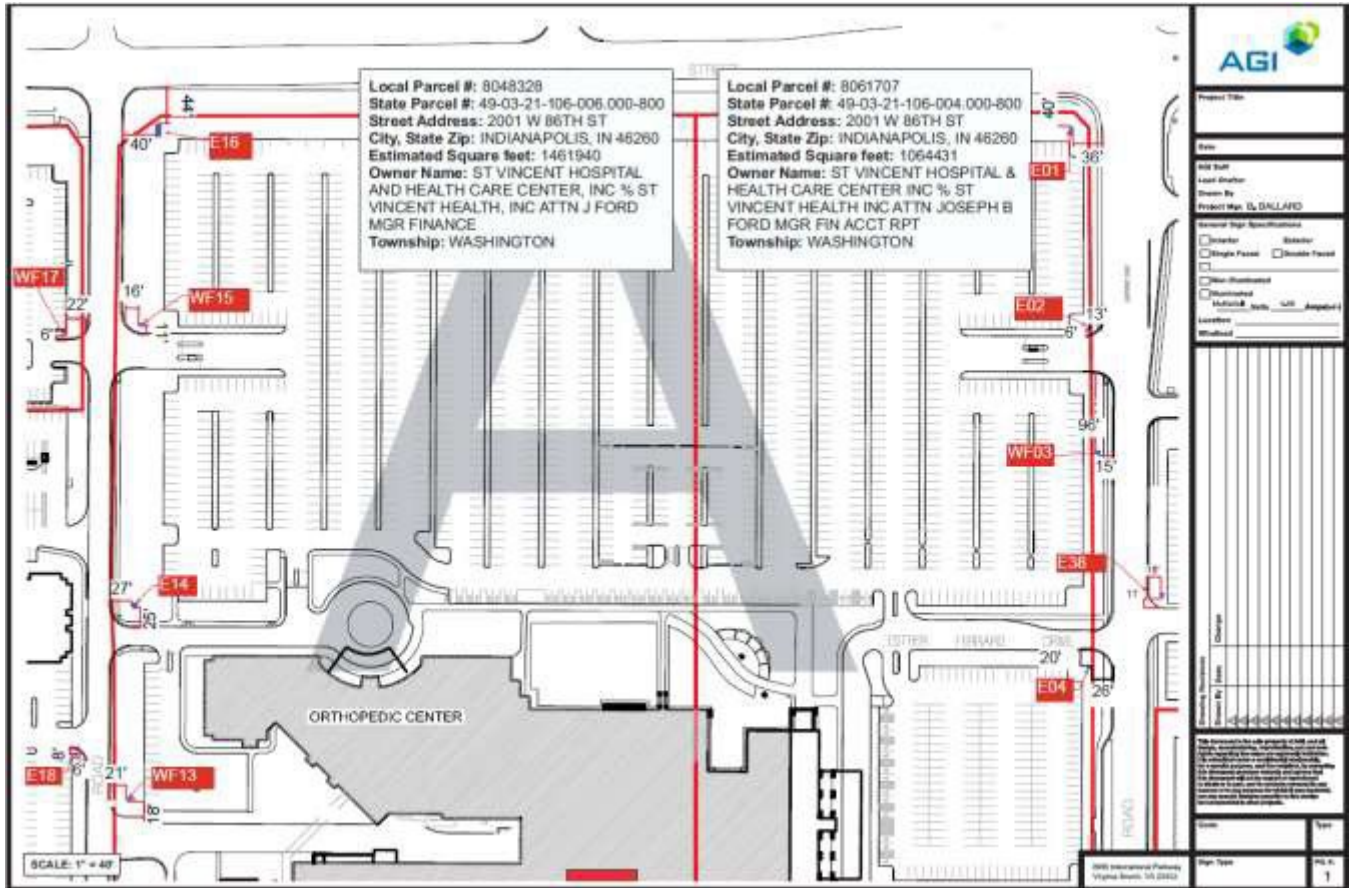
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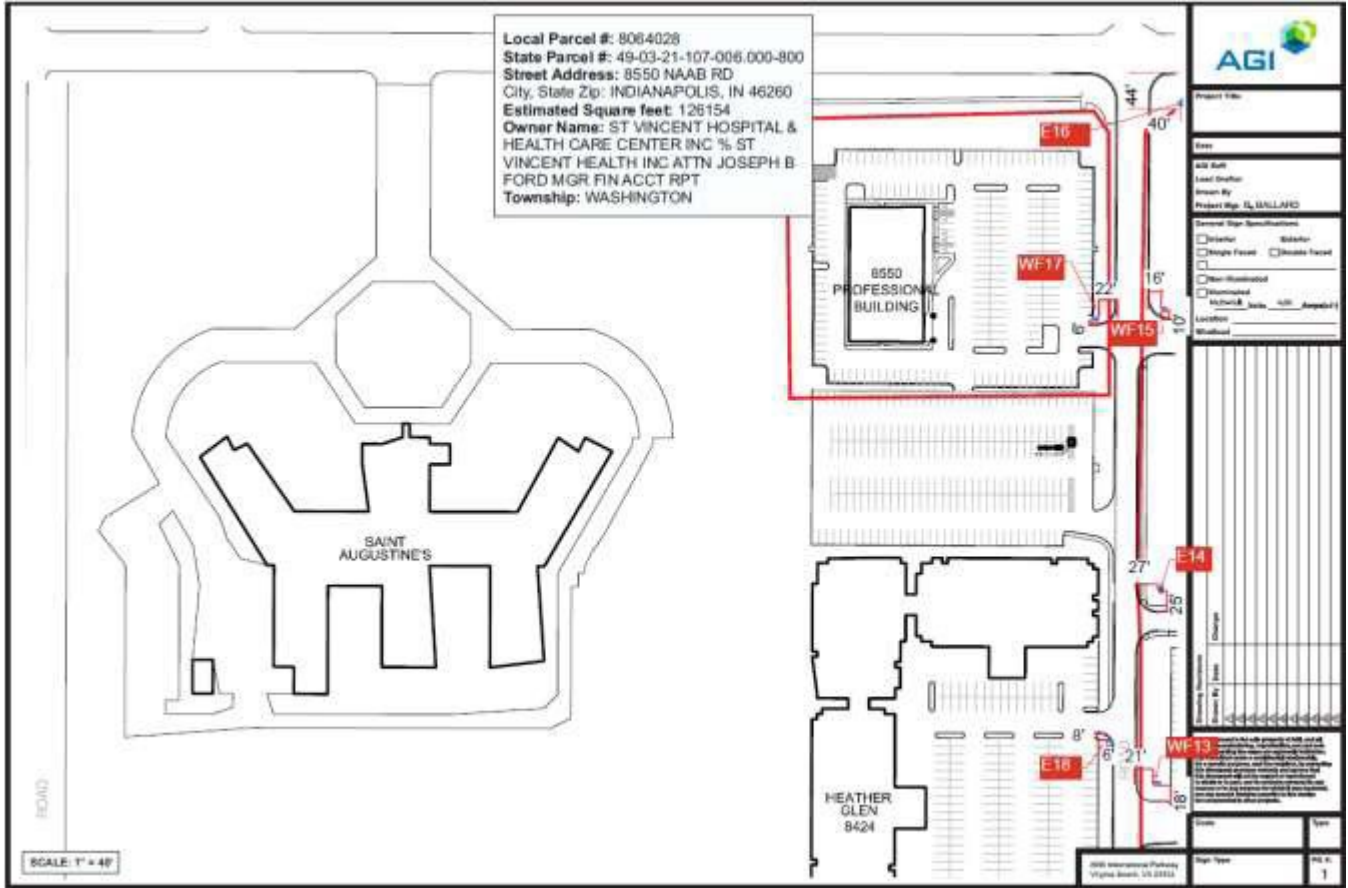


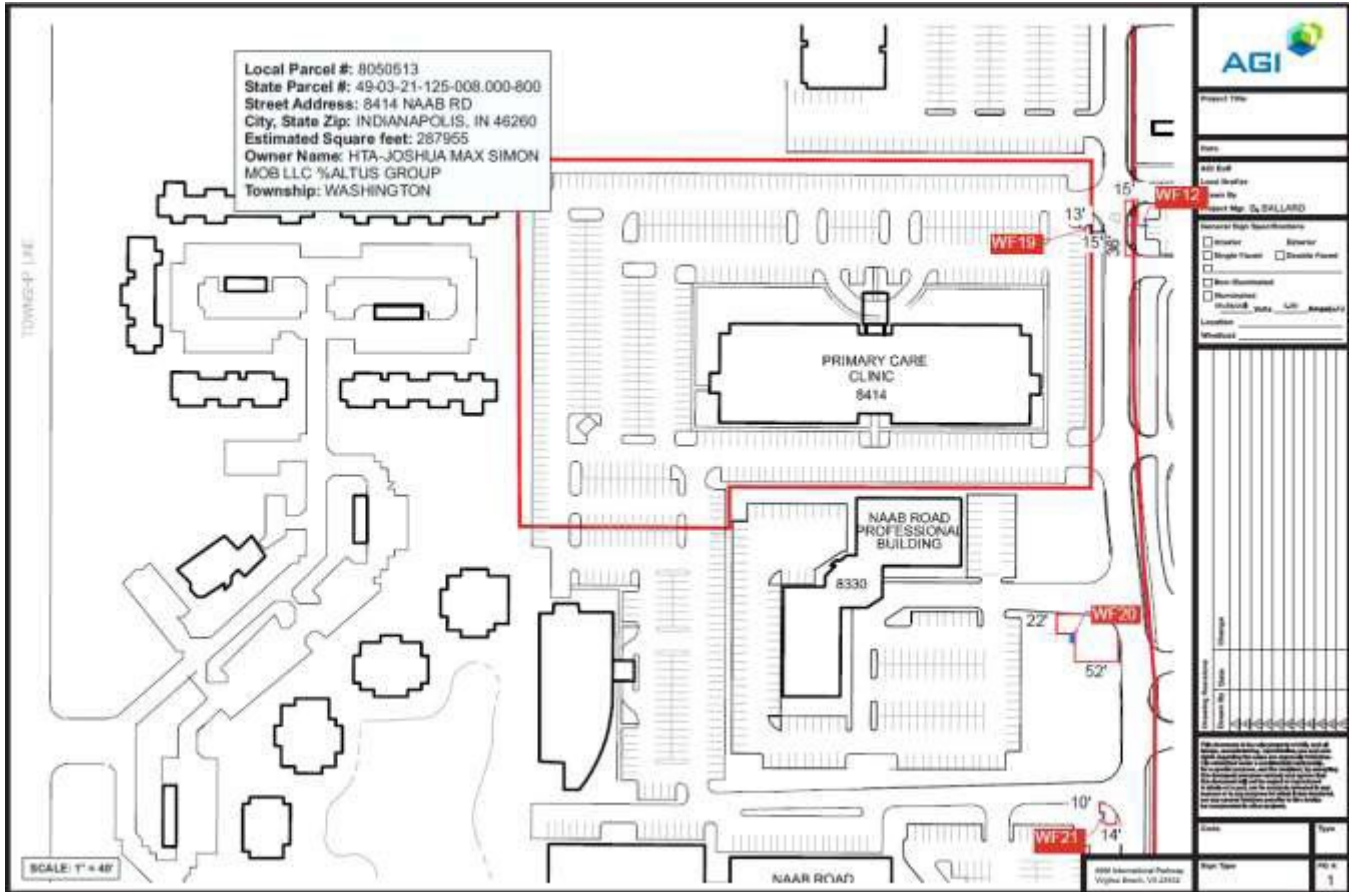


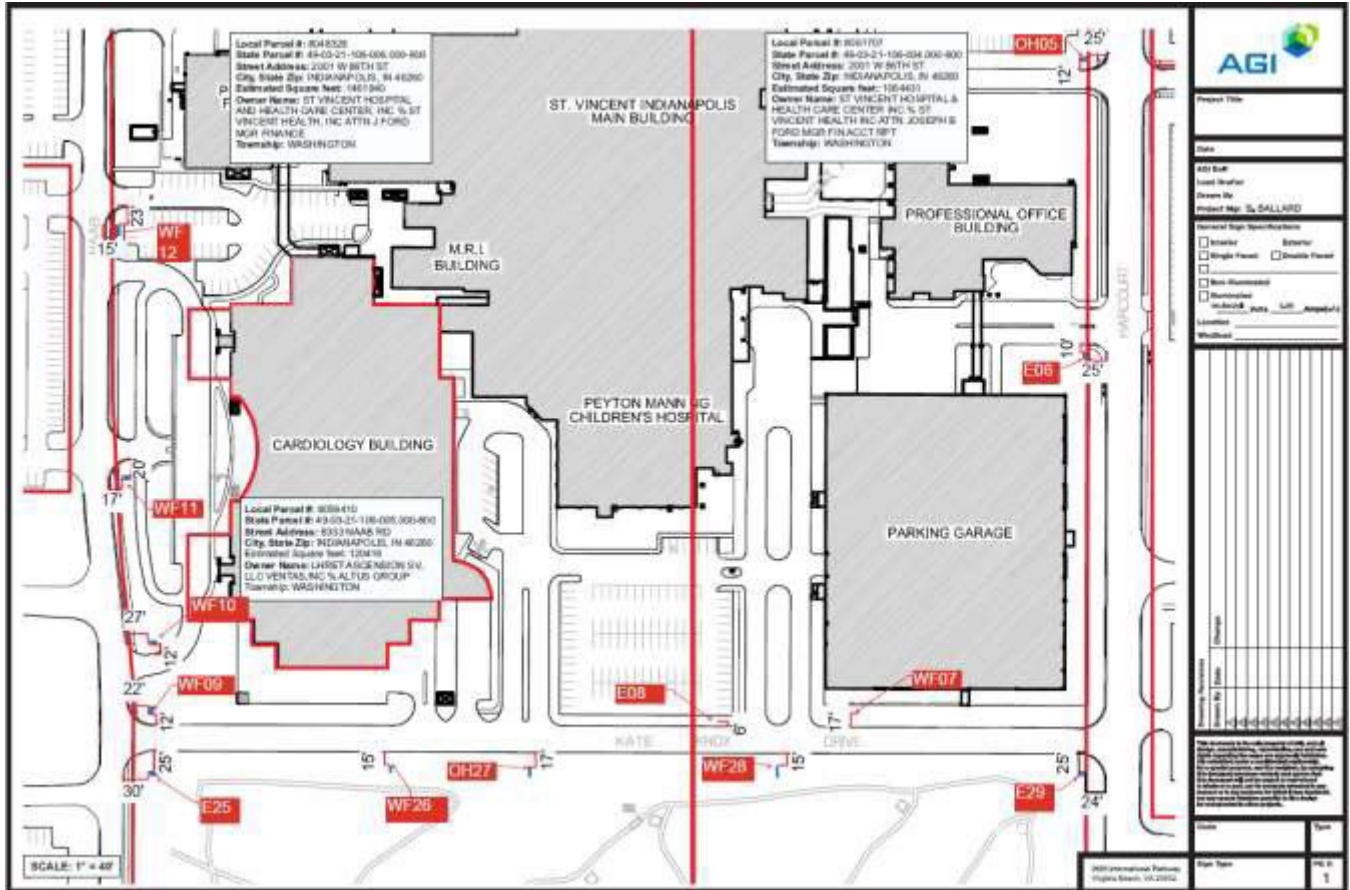
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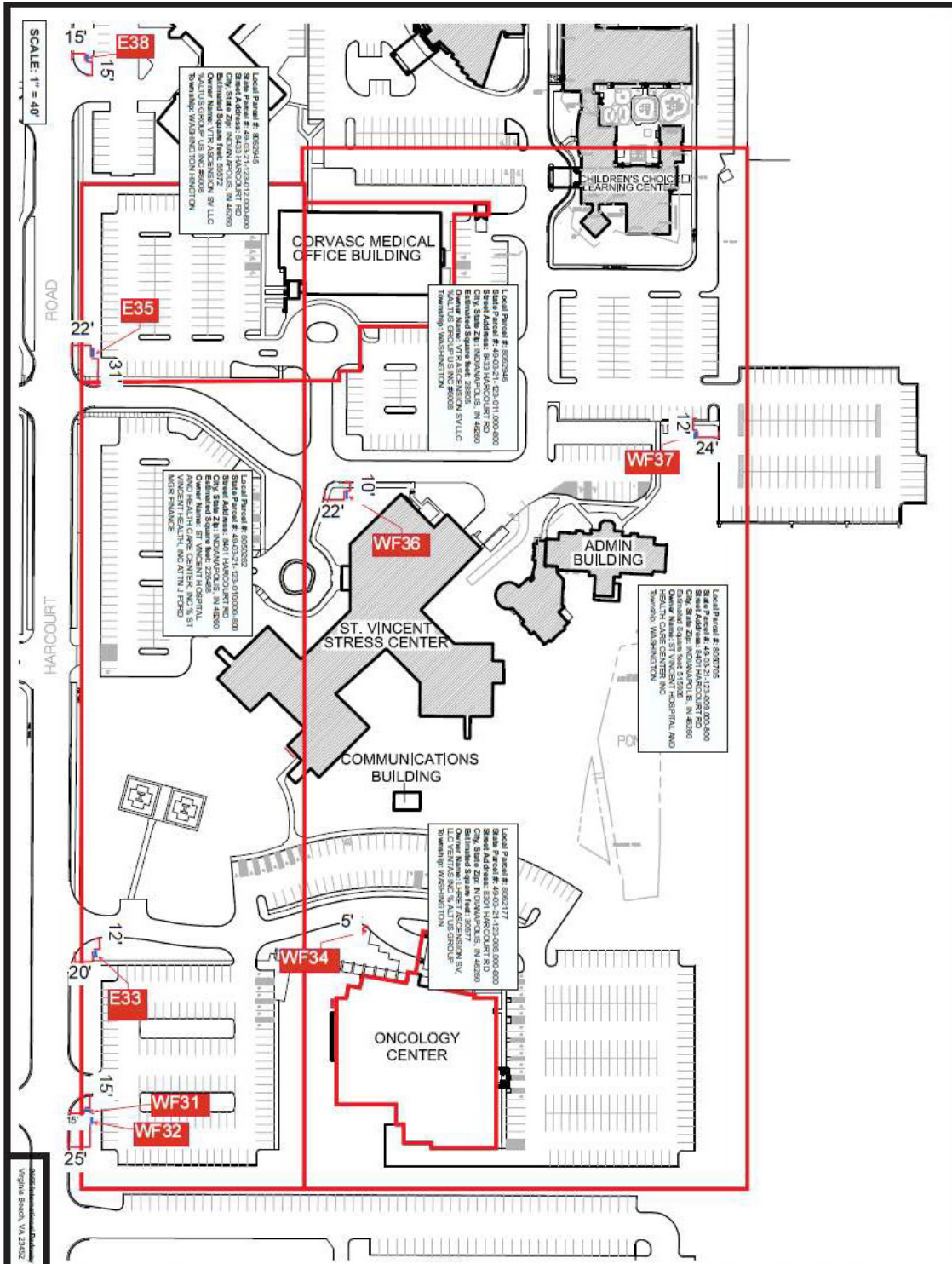












**AGI E&P**  
Lead Draftsman  
Project Mgr: E. BALLARD

**General Sign Specifications**

Inset  
 Single Panel  
 Double Panel

Non-Standard  
 Minus  
 White  
 45° Angle(s)

**Location:** \_\_\_\_\_  
**Worksheet:** \_\_\_\_\_

Drawn By	Date	Change

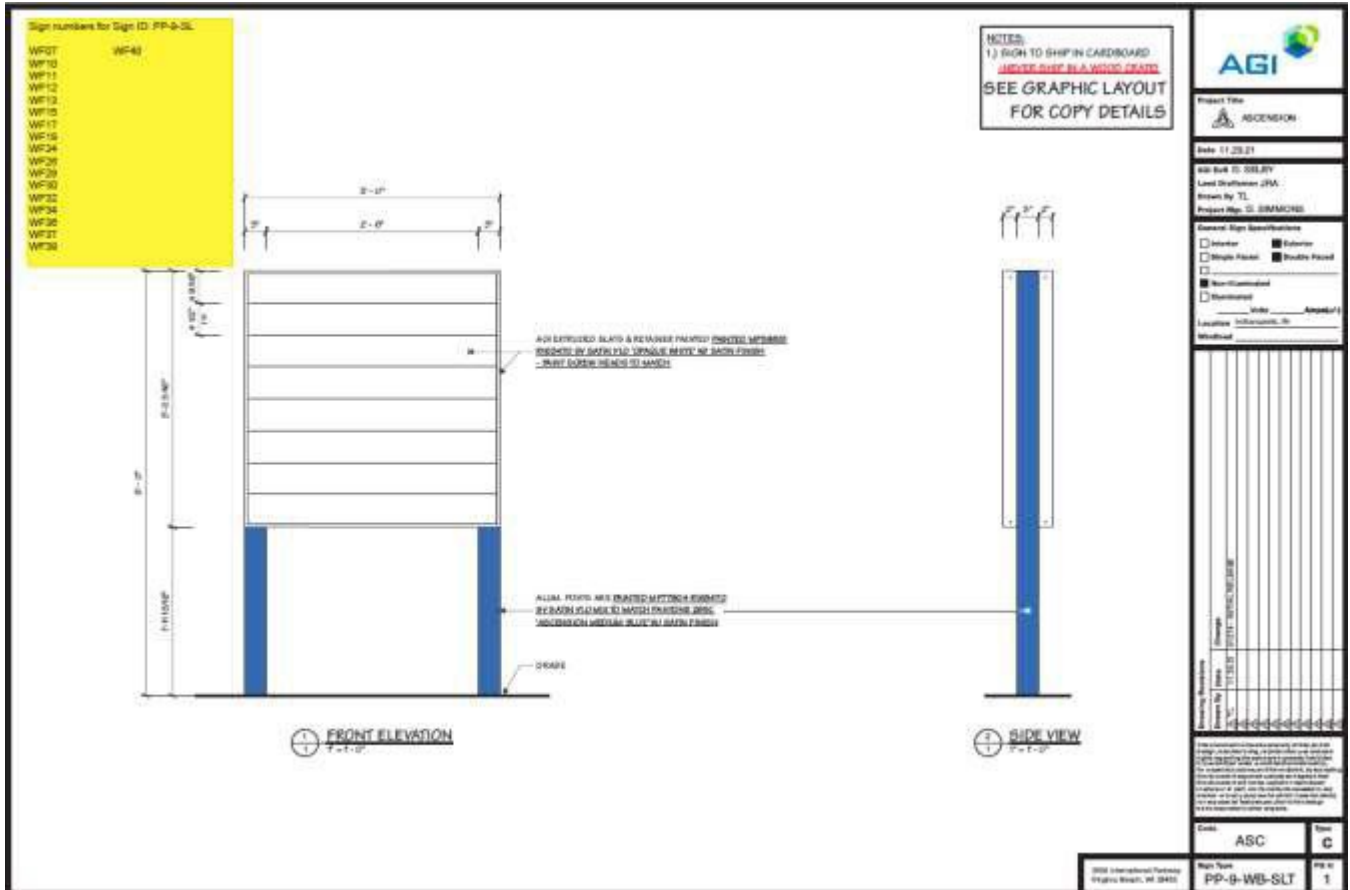
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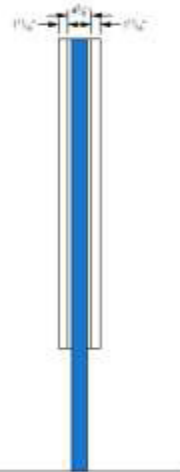
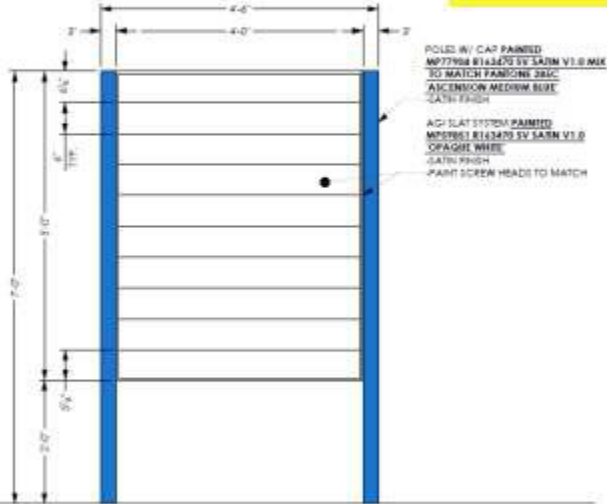






NOTE:  
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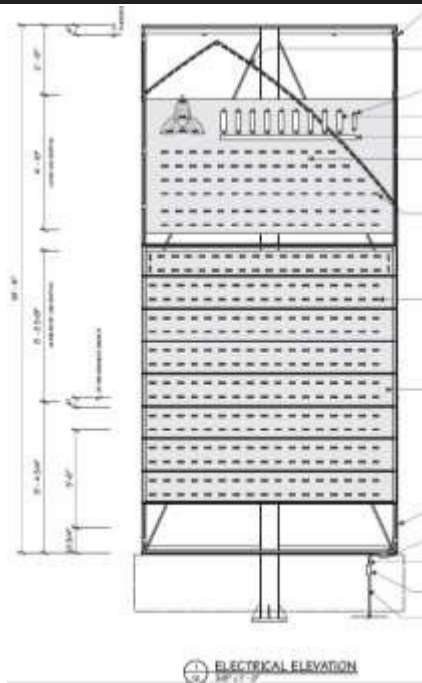
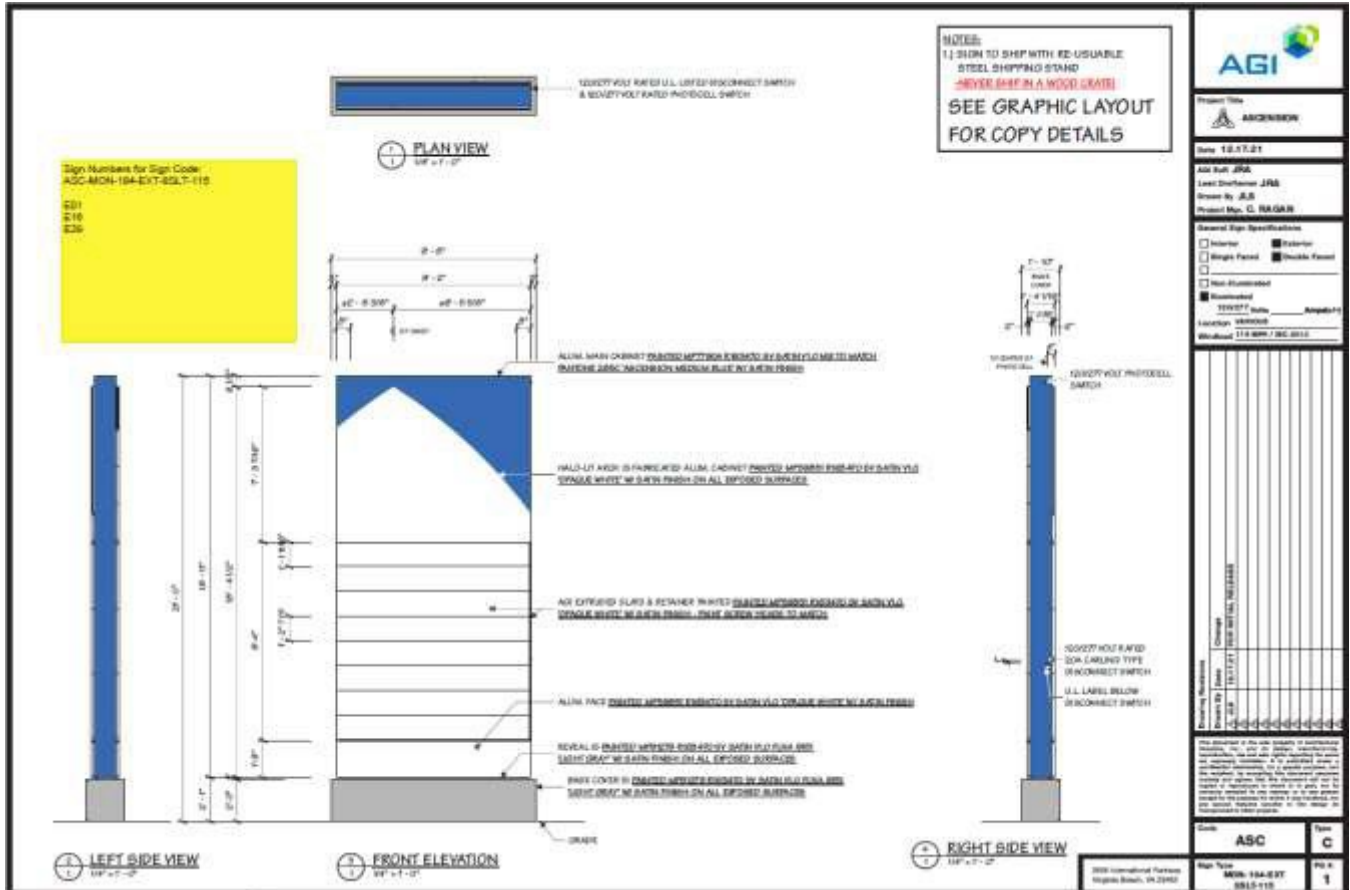
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			MS

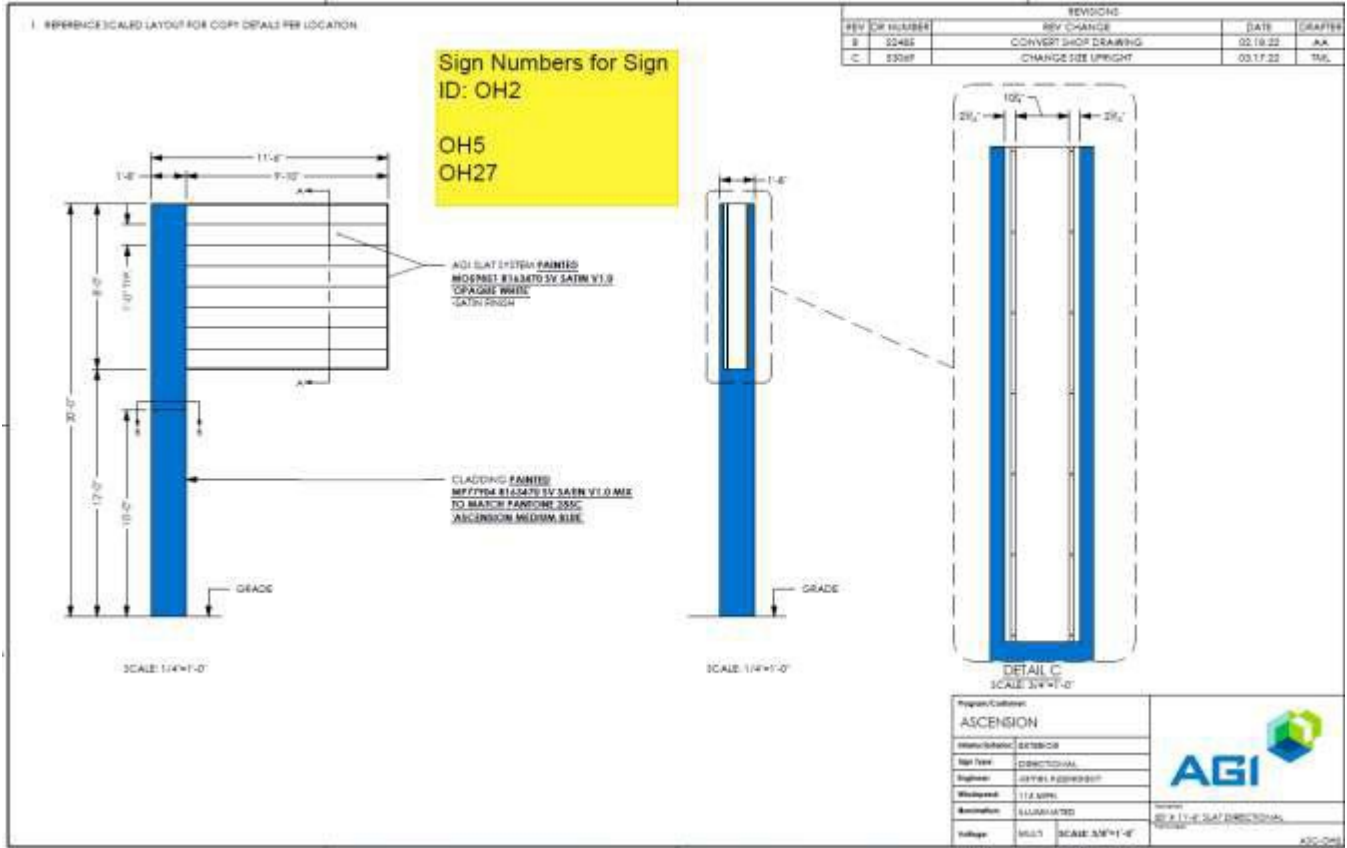


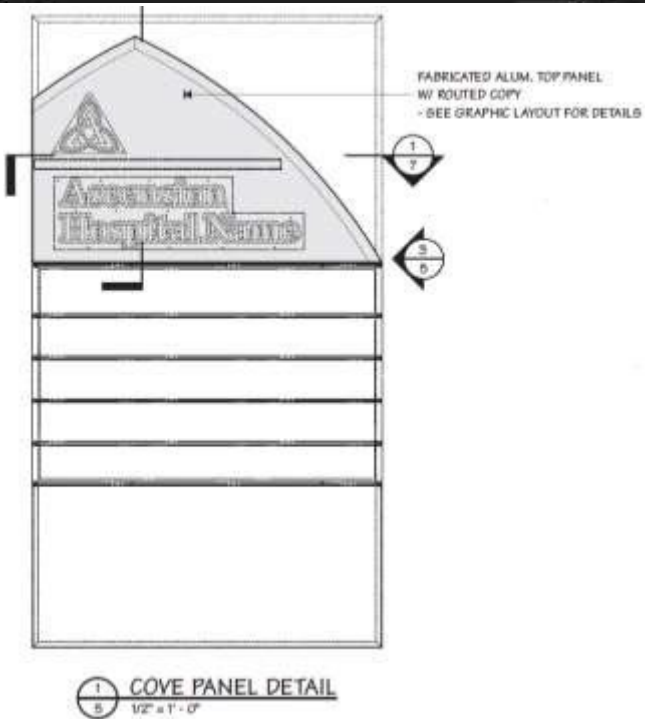
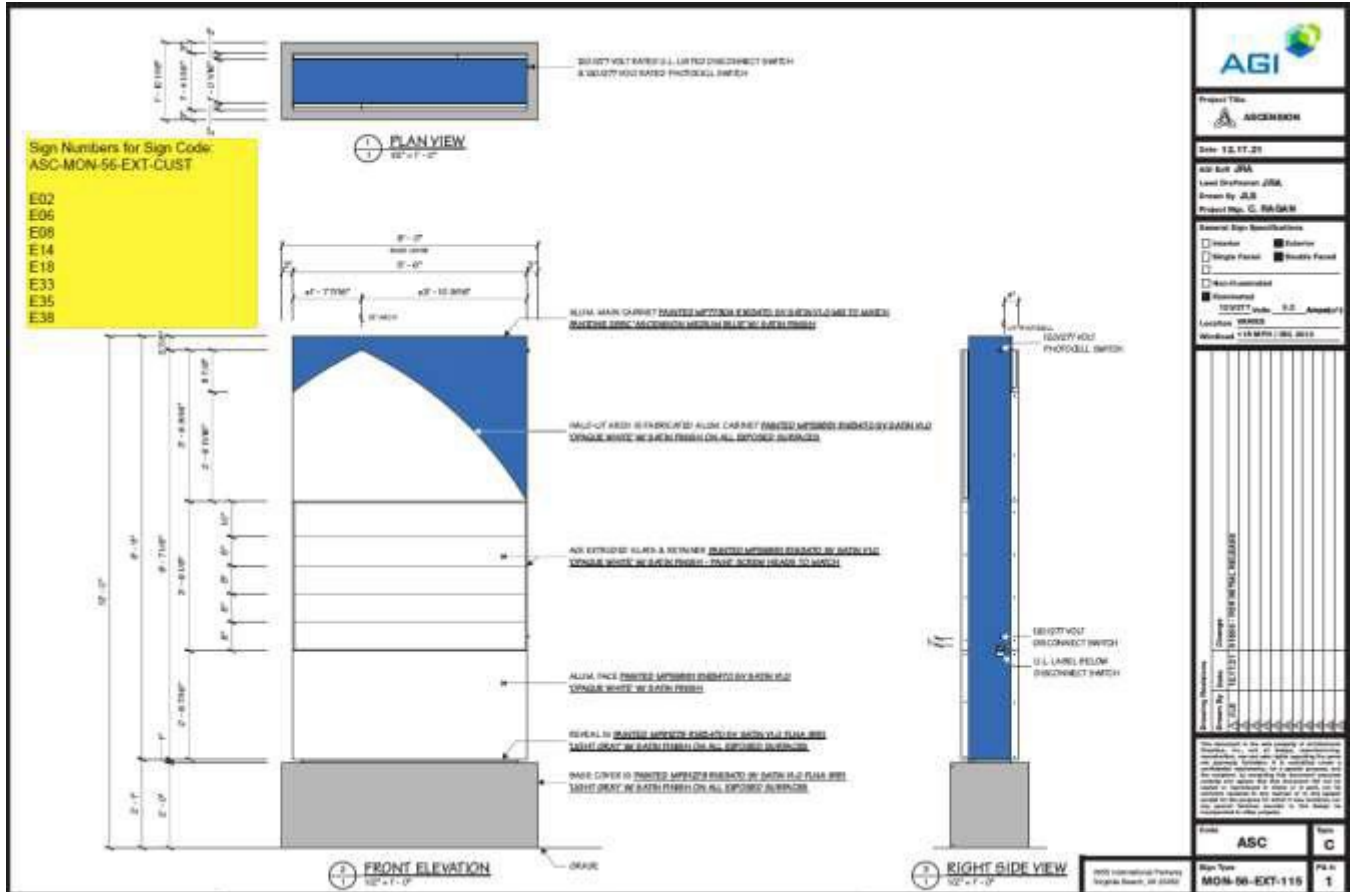
Region/Customer	
ASCENSION	
Material/Status	EXTERIOR
Sign Type	DIRECTIONAL
Engineer	James Applebrook
Manufacturer	TLS WPA
Manufacturer	UNILLUMINATED
Voltage	120V
SCALE: 3/4"=1'-0"	



43C-001







Sign number for Sign Code:  
**ASC-Mon-100-EXT-CUST**  
**E41**

**AGI**

Project Title  
**ASCENSION**

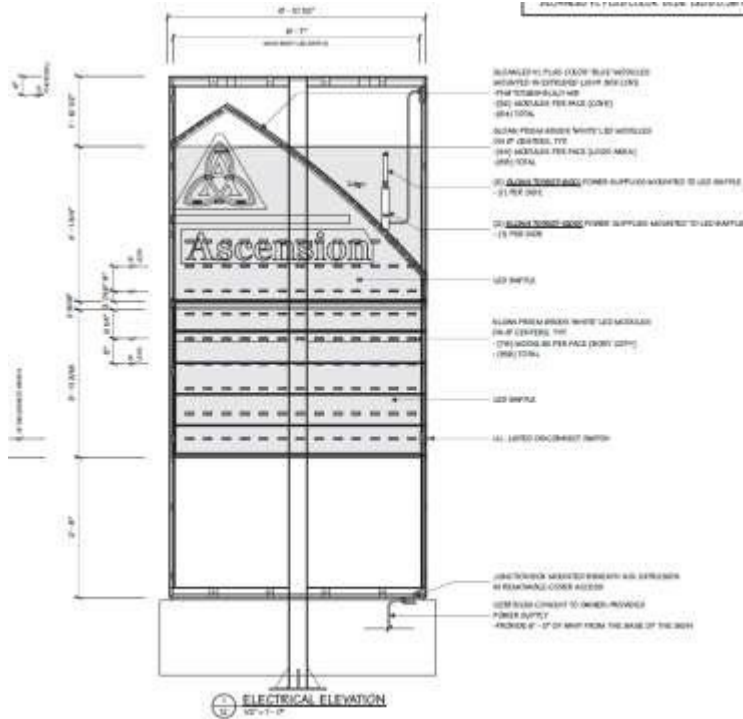
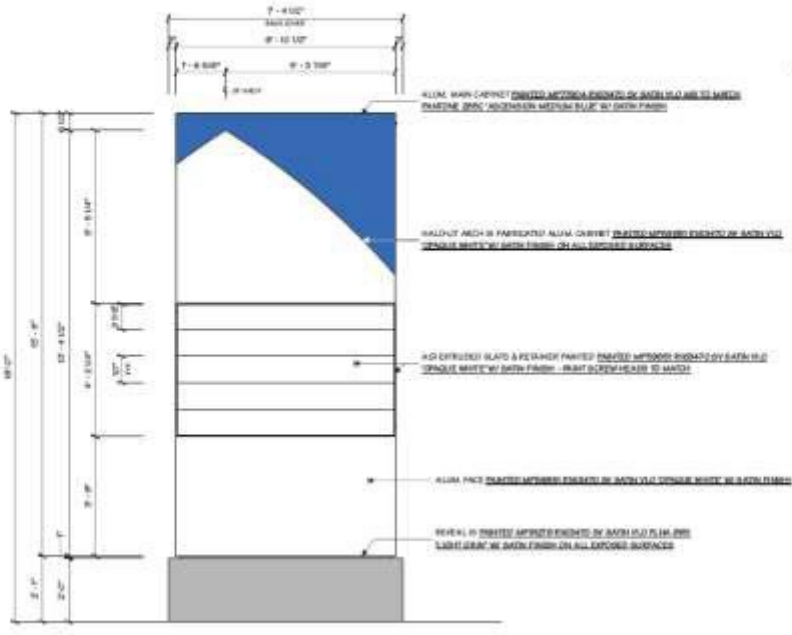
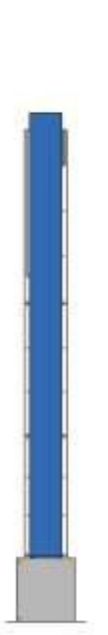
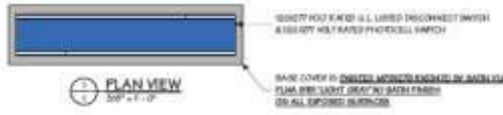
Date: 12.17.21  
 Add Date: JRS  
 Lead Designer: JRS  
 Drawn By: JRS  
 Project Man: C. RAJAN

General Sign Specifications  
 Interior  Exterior  
 Single Panel  Double Panel  
 Non-Illuminated  
 Illuminated  
 Sign Size: \_\_\_\_\_  
 Location:  
 Worksheet: 1 of 8 (P&ID: 300)

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Sign Name: \_\_\_\_\_  
 Sign Code: \_\_\_\_\_  
 Sign Type: \_\_\_\_\_

Scale: **ASC** Type: **C**  
 Sheet Title: **MON-100-EXT-110** Page: **1**





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:

No changes to operation of the business at this location. The signage is the only thing that will be changed on property

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:

No changes to operation of the business at this location. The signage is the only thing that will be changed on property.

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

No changes to operation of the business at this location. The signage is the only thing that will be changed on property

D. Integrates a multi-modal transportation network using active and passive traffic control with the existing and planned public streets and interior roads because:

No changes to operation of the business at this location. The signage is the only thing that will be changed on property.

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

No changes to operation of the business at this location. The signage is the only thing that will be changed on property.



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Division of Planning  
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:

No changes to operation of the business at this location. The signage is the only thing that will be changed on property.

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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:

No changes to operation of the business at this location. The signage is the only thing that will be changed on property.

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METROPOLITAN DEVELOPMENT COMMISSION  
HEARING EXAMINER  
METROPOLITAN BOARD OF ZONING APPEALS, Division [ ]  
OF MARION COUNTY, INDIANA

PETITION FOR VARIANCE OF DEVELOPMENT STANDARDS

FINDINGS OF FACT

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

Granting these petitions will not be injurious to the public. This is an attempt to improve wayfinding travel through the hospital district.

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:

Granting these petitions will not have an adverse effect to the adjacent properties. We believe these approvals will help the traveling public find their way, and positively effect travel times in the area.

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

The practical difficulty to this property is the fact that this is a 96 acres hospital campus which has mutiple buildings and parking sites. Our need to direct the public to each of the sites and inform them of the best locations to park for their visit has become difficult under the ordinance as it is written.



E16 to be replaced along Naab Road.



WF15 to be replaced along Naab Road.



WF17 to be replaced along Naab Road.



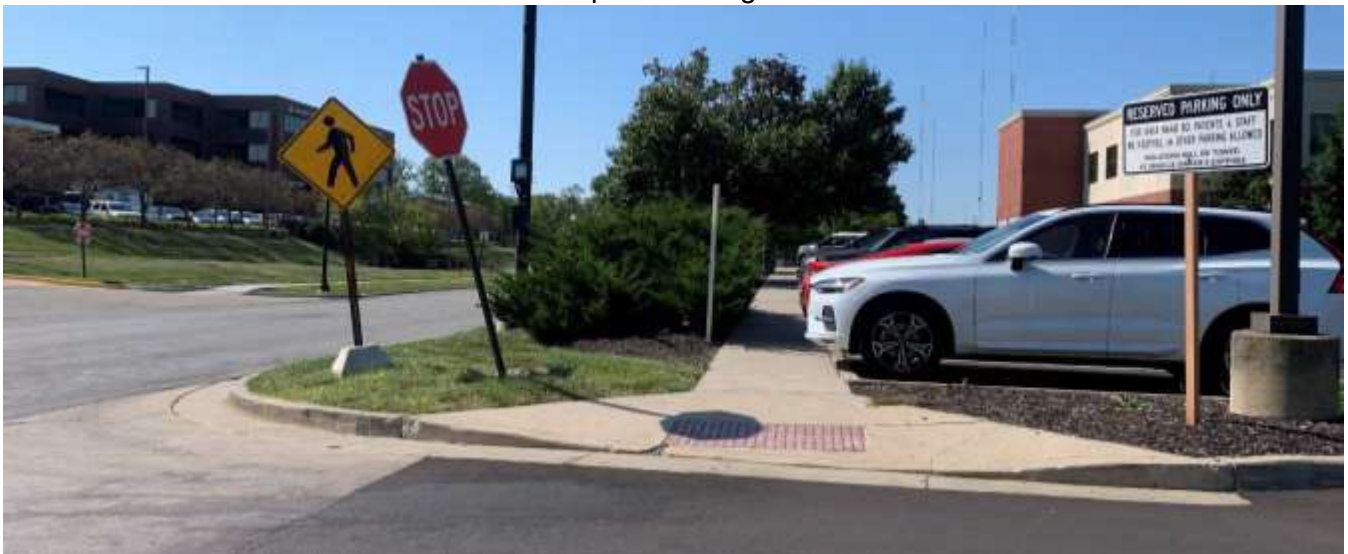
E14 to be replaced along Naab Road.



WF13 to be replaced and relocated along Naab Road.



E18 to be replaced along Naab Road.



WF19 new sign along Naab Road.



WF12 new sign along Naab Road.



WF11 to be replaced along Naab Road.



WF10 to be replaced along Naab Road.



WF09 to be replaced along Naab Road.



E25 to be replaced along Naab Road.



WF20 to be replaced along Naab Road.



WF21 to be replaced along Naab Road.



WF24 to be replaced along Naab Road.



WF23 to be replaced along Naab Road.



WF22 to not be considered since it is located at 2024 Dugan Drive.





WF30 to not be considered since it is located at 2024 Dugan Drive.



E19 to be replaced along Harcourt Road.



WF31 and WF32 to be replaced along Harcourt Road.



E33 to be replaced along Harcourt Road.



WF07 new sign to be installed along Kate Knox Drive.



E08 to be replaced along Kate Knox Drive.



OH27 to be replaced along Kate Knox Drive.



WF26 to be replaced along Kate Knox Drive.



WF34



WF36



WF37



E35



E38



WF39



WF40



E41



Signs along Harcourt looking south. WF-03, E-04, OH05.



E02





E06



E01