

METROPOLITAN DEVELOPMENT COMMISSION

August 20, 2025

Case Number: 2025-ZON-046
Property Address: 10010 and 10440 Pentecost Road
Location: Franklin Township, Council District #25
Petitioner: Pulte Group, by Brian J. Tuohy
Current Zoning: D-A
Request: Rezoning of 96.6 acres from the D-A district to the D-P district to provide for a single-family detached residential development consisting of 225 lots.
Current Land Use: Agricultural Uses / Single-family dwelling
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 July 16, 2025 hearing, to the August 20, 2025 hearing.

STAFF RECOMMENDATION

Approval, subject to the following commitments being reduced to writing on the Commission's Exhibit "B" forms at least three days prior to the MDC hearing.

1. A 25-foot half right-of-way shall be dedicated along the frontage of Pentecost Road and a 45-foot half right-of-way shall be dedicated along Senour Road, as per the request of the Department of Public Works (DPW), Engineering Division. Additional easements shall not be granted to third parties within the area to be dedicated as public right-of-way prior to the acceptance of all grants of right-of-way by the DPW. The right-of-way shall be granted within 60 days of approval and prior to the issuance of an Improvement Location Permit (ILP)
2. Modify the Palermo Drive / shared entrance to comply with Subdivision Standards including the recently dedicated right-of-way.
3. Install a crosswalk at emergency only access drive approximately 1,400 feet west of the intersection of Pentecost Road and Senour Road with Rectangular Rapid Flashing Beacons (RRFB).
4. Provide roadways with traffic calming features in accordance with Department of Public Works standards per Chapter 800 traffic calming methods, excluding stop signs.
5. The proposed access drive along Pentecost Road shall have one inbound and at least one outbound lane with stop control per the Traffic Impact Study (TIS).

PETITION OVERVIEW

This 96.6-acre site, zoned D-A, is comprised of four parcels developed with agricultural uses and a single family dwelling. It is surrounded by agricultural uses and single-family dwellings to the north, zoned D-A; single-family dwellings to the south and across Pentecost Road, zoned D-A and D-P; single-family dwellings to the east, zoned D-A; and single-family dwellings to the west, zoned D-5II.

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.

The Comprehensive Plan recommends suburban neighborhood typology for the western portion of the site and agricultural reserve for the eastern portion of the site.

A proposed development of the site would not be consistent with the Plan recommendation of suburban neighborhood or the agriculture reservation recommendation.

DP Statement – April 14, 2025 (See Exhibit A)

The DP Statement explains development of the four parcels for 225 single-family detached dwelling units.

Development standards provide for a 20-foot minimum front yard setback, minimum five-foot with an aggregate of ten feet for the side yards and a minimum 15-foot rear yard setback. The minimum lot width would be 60 feet and the minimum lot area would be 7,800 square feet.

Utilities and drainage would comply with all regulations and requirements.

The D-P Statement provides detailed architectural standards that include building materials, building scale / massing, minimum living space, window openings, garages, porches / entryways, rooflines, lot lighting, and landscaping.

Signage would include freestanding monument signs at each entry and incidental signs.

Amenities would include multi-purpose paths, preserved / natural landscaping area, common areas, a playground, picnic / BBQ area and game courts.

Traffic Impact Study (DRAFT) – July 18, 2025

The parameter used to evaluate traffic operation conditions is referred to as the level-of-service (LOS). There are six LOS (A through F) categories, which relate to driving conditions from best to worst, respectively. LOS directly relates to driver discomfort, frustration, fuel consumption and lost travel time. Traffic operating conditions at intersections are considered to be acceptable if found to operate at LOS D or better.

Scope of the study:

1. Obtain turning movement traffic volume counts between the hours of 6:00 A.M. to 9:00 A.M. and 4:00 P.M. to 7:00 P.M. during a typical weekday at the existing study intersections.
2. Estimate the year 2030 background traffic volumes by applying a 2.0% per year non-compounded growth rate to the existing traffic volumes and adding projected traffic from the following proposed nearby developments.
 - Montgomery Woods (161 Single Family Dwelling Units)
 - Palermo Gardens (184 Senior Adult Housing Dwelling Units)
3. Estimate the number of peak hour trips that will be generated by the proposed development.
4. Assign and distribute the generated traffic from the proposed development to the study intersections.
5. Prepare a capacity analysis/level of service analysis and turn lane analysis at the study intersections for each the scenarios.

Capacity analysis occurred for three different scenarios. Scenario One was based on existing traffic volumes. Scenario Two - Year 2030 Background Traffic Volumes – Based on applying a 2.0% per year non-compounded growth rate to the existing traffic volumes and adding projected traffic from nearby future developments. Scenario Three - Year 2030 Proposed Development Traffic Volumes – Based on the sum of year 2030 background traffic volumes and generated traffic volumes from the proposed development.

Study Area - Intersections:

- Pentecost Road & Senour Road
- Pentecost Road & Vandergriff Road
- Pentecost Road & Fox Hollow Boulevard/Palermo Drive
- Pentecost Road & Proposed Access Drive

Conclusions / Recommendations

- Pentecost Road and Senour Road - Capacity analyses for all traffic volume scenarios have shown that all approaches to this intersection currently operates and will continue to operate at acceptable levels of service during the AM and PM peak hours with existing intersection conditions. Therefore, no improvements are recommended at this intersection.
- Pentecost Road & Vandergriff Road - Capacity analyses for all traffic volume scenarios have shown that all approaches to this intersection currently operates and will continue to operate at acceptable levels of service during the AM and PM peak hours with existing intersection conditions. Therefore, no improvements are recommended at this intersection.
- Pentecost Road & Fox Hollow Boulevard/Palermo Drive - capacity analyses for all traffic volume scenarios have shown that all approaches to this intersection currently operates and will continue to operate at acceptable levels of service during the AM and PM peak hours with existing intersection conditions. Therefore, no improvements are recommended at this intersection.
- Pentecost Road & Proposed Access Drive - Capacity analyses have shown that all approaches to this intersection will operate at acceptable levels of service during the AM and PM peak hours with the following recommendations:
 - The access drive should be constructed with one inbound lane and at least one outbound lane.
 - Intersection should be stop-controlled with the access drive stopping for Pentecost Road.

Department of Public Works

The Department of Public Works, Traffic Engineering Section, has requested the dedication and conveyance of a 25-foot half right-of-way along Pentecost Road and a 40-foot half right-of-way along Senour Road. These dedications would also be consistent with the Marion County Thoroughfare Plan.

Planning Analysis

Staff believes the request would not be consistent with the Comprehensive Plan recommendations of rural or estate neighborhood and agriculture reservation, along with a proposed density of 2.33 units per acre. However, the proposed development would be similar to recent rezonings to the D-3 district in the area to the southwest and east, across Senour Road and the D-5II district abutting the site to the west. Consequently, the development would be compatible with the surrounding land uses.

It should be noted that this request is limited to the rezoning and is not approval or support of the conceptual site plan, dated April 14, 2025.

GENERAL INFORMATION

Existing Zoning	D-A	
Existing Land Use	Agricultural uses / single-family dwelling	
Comprehensive Plan	Rural or Estate Neighborhood / Agricultural Reservation	
Surrounding Context	<u>Zoning</u>	<u>Land Use</u>
North:	D-A	Agricultural Uses / Single-family dwellings
South:	D-A	Single-family dwellings
East:	D-A	Single-family dwellings
West:	D-5II	Single-family dwellings
Thoroughfare Plan		
Pentecost Road	Local Street	Existing 50-foot right-of-way and proposed 50-foot right-of-way.
Senour Road	Primary Arterial	Existing 30-foot right-of-way and proposed 80-foot right-of-way.
Context Area	Metro	
Floodway / Floodway Fringe	No	
Overlay	No	
Wellfield Protection Area	No	
Site Plan	April 14, 2025	
Site Plan (Amended)	N/A	
Elevations	April 14, 2025	
Elevations (Amended)	N/A	
Landscape Plan	N/A	
Findings of Fact	N/A	
Findings of Fact (Amended)	N/A	
C-S/D-P Statement	April 14, 2025	

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

The Comprehensive Plan recommends Rural or Estate Neighborhood and Agricultural Reserve. 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.

The Industrial Reservation land use (non-typology land use) is intended for areas that should be protected for agricultural use. These areas may also be appropriate for parks.

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:

Detached Housing

- Should preserve open space.
- In older, established historic areas, lots should be deep and narrow with deep setbacks. This allows for city services such as streets and sewer lines to be used more efficiently. Mature trees should be preserved whenever possible.
- In more rural areas, the protection of open space is even more critical. Lots should be both deep and wide.
- Denser development is appropriate only if the houses are clustered together and public open space is provided.
- “Flag lots” (lots that are behind other lots, buildings, or otherwise not visible from the road) should be avoided.
- Lots should be no larger than one and a half times the adjacent lots.

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

2022-ZON-036; 4161 and 4355 Senour Road (east of site), requested rezoning of 63.60 acres from the D-A district to the D-3 district, **approved**.

2021-CZN-831 / 2021-CPL-831; 9700 and 10010 Pentecost Road (west of site), requested rezoning of six acres from the D-A (FF) district to the D-5II (FF) district and to modify or terminate commitments of 2004-ZON-830 as follows: Modify Commitment Six to permit the maximum number of lots to equal the number shown on the plat (maximum – 140); Modify Commitment Eight to permit outbuildings if permitted by the Declaration of Covenants and approved by the Architectural Review Committee; Modify Commitments 12 and 13 to provide for entry and Pentecost Road landscaping and fencing that matches current plans (combination of evergreen and deciduous trees, shrubs and fencing similar to “Bentley Commons”); Modify Commitment 14 to relocate the required second entrance to the area being rezoned; Modify Commitment 15 to permit the street layout to match the proposed plat (the plat will include one stub street to the north of the original 40 acres that does not line up with an entrance); Modify Commitment 16 to permit the minimum lot width to match the recorded plat (minimum 107-foot width for two-unit lots and 52-foot width for individual unit lots); Modify Commitment 22 to permit all interior streets to be 26 feet wide from curb to curb (28 feet width required); Modify Commitment 23 to permit either a sidewalk or a recreational trail along each side of internal streets (sidewalks required); Modify Commitment 27 to clarify that concrete composite board or sheet product like (James Hardie Companies) qualifies as masonry (98% of first floor exterior walls shall be brick or masonry); Terminate Commitment 28 requiring a “knox box;” Terminate Commitment 29 restricting residents to age 55 or older; Modify Commitment 30 to permit the setback from Pentecost Road to match the recorded plat (140 feet from centerline required); and Terminate Commitment 33 providing for a sanitary sewer easement, if necessary to New Beth-el subdivision and Approval of a Subdivision Plat to be known as The Village at Miller Bend, dividing 46 acres into 186 single-family attached dwellings (93 two-family lots), with a waiver to shorten the boulevard entry length, to permit a trail instead of a sidewalk, and to partially waive the street connection requirement, **approved**

2018-ZON-004, 9700 Pentecost Road (west of site), requested rezoning of 40 acres, from the D-5II (FF) district, to the D-3 (FF) classification to provide for a cluster residential development, **withdrawn**.

2013-ZON-035; 10203 Pentecost Road (east of site), requested rezoning of 3.5 acres from D-A to D-P to permit the site to be incorporated into the Wolf Run development (2003-ZON-060, as modified by 2004-APP-058 and 2007-APP-187), **approved**.

2005-ZON-120; 9741 Pentecost Road (west of site), requested rezoning 68.337 acres, being in the D-A (FF) District, to the D-3 (FF) classification to provide for residential uses, **approved**.

2004-ZON-830 / 2004-VAR-830; 9700 Pentecost Road (west of site), requested rezoning of 40.0 acres, being in the D-A District, to the D-5II classification to provide for two-family residential development; and a variance of Development Standards of the Dwelling Districts Zoning Ordinance to provide for a maximum of 25-percent of the lots or 18 lots with fifty-percent lot open space, **approved and withdrawn**.



Department of Metropolitan Development
Division of Planning
Current Planning

2003-ZON-060, 9900, 10050, 10500, and 10640 East Thompson Road and 10101 and 10401 Pentecost Road (north of site), requested rezoning 422.943 acres, from the D-P (FF) (FW) District, to the D-P (FF) (FW) classification to provide for 833 single-family dwellings, with a density of 1.98 units per acre, **approved**.

96-Z-18 / 96-DP-2; 4650 Senour Road (subject site), requests a rezoning of 423 acres, from D-A (FW) (FF), to D-P (FW) (FF), to provide for mixed-use development including 433 single-family residences, a golf course, and a neighborhood commercial center, **approved**.

EXHIBITS



10010 and 10440 Pentecost Road

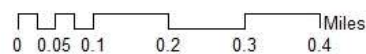


EXHIBIT A

Preliminary DP Plan

Introduction

Pulte Homes of Indiana, LLC ("Petitioner") is under contract to purchase approximately 96.6 acres of real estate commonly addressed as 10440 & 10010 Pentecost Rd (aka 10640 Pentecost Rd and 4160 Senour Rd) (the "Subject Property"). The Subject Property is zoned DA.

Permitted Use

Permitted Use: The use of the Subject Property shall be limited to single-family detached dwelling units, as set forth in Table 743-1 of the Consolidated Zoning/Subdivision Ordinance of the City of Indianapolis, Marion County, effective January 8, 2025 (the "Zoning Ordinance").

Development Layout

The Concept Plan filed concurrently with this DP Plan shows 225 lots in a subdivision to be named at a time a primary plat is submitted. The proposed development will feature traditional single-family detached homes. Development of the Subject Property shall be in substantial compliance with the Concept Plan attached hereto as Exhibit A.

Development Standards:

Lots containing single-family detached dwellings shall meet the following development standards:

1. Front Yard/Setback: Minimum twenty feet (20') from the right-of-way line.
2. Side Yard/Setback: Minimum five feet (5') per side, minimum ten feet (10') in the aggregate.
3. Rear Yard/Setback: Minimum fifteen feet (15').
4. Minimum Lot Width at the front setback line: Sixty feet (60').
5. Minimum Lot Size: Seven Thousand Eight Hundred (7,800) square feet.

Utilities/Drainage: All utilities are available to the site. There will be reasonable attempts made so that no utility poles will be located on the Subject Property, unless already existing and financially impractical to bury or relocate. 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.

Architectural Standards: All homes constructed on the Subject Property shall meet the following minimum standards:

Section 1. Single Family Design:

A. Permitted Building Materials:

1. Exterior building materials may include masonry, wood and fiber cement siding.
2. All first floor front elevations must have a masonry (brick or stone) wainscot, a minimum of twenty-four (24) inches in height or to the bottom of the windows,

with the exception that no more than twenty (20) homes may have no masonry on the front elevation to achieve certain architectural styles that lends itself to the use of less masonry on the front facade.

B. Building Scale and Massing: Dwellings shall not feature long front elevation, unbroken expanses of wall. This may be accomplished by including, but not limited to any of the following features:

1. Variation in height and depth.
2. Windows and door openings.
3. Changes in roof line or height.
4. Architectural details and materials, texture, and material placement.
5. Placement of landscaping materials.
6. Recessed entries, and covered porches.
7. Bays and towers.

C. Required Window Openings:

1. A minimum of the following: two (2) windows on the front facade (elevation) for a one-story home, three (3) windows on the front facade (elevation) for a two-story home, one (1) window on the side facade (elevation), and three (3) windows on the rear facade (elevation) shall be provided, excluding the garage door (for the purpose of this requirement a standard door with a window shall qualify as one (1) window).
2. Windows shall be wood, vinyl-clad, vinyl, aluminum-clad wood, or painted metal.

D. Garage Type:

1. All garages shall be attached to the dwelling.
2. All garages shall be designed as an integral part of the architecture of the dwelling, with regards to materials, trim and details.
3. All Dwellings shall have a minimum of 2 car garage.

E. Porches and Entryways:

1. Porches and/or entryways shall be clearly defined, with a minimum of four (4) feet in depth, or be a minimum of thirty (30) square feet.

F. Roofline:

1. Primary roof shall have a minimum roof slope of 6 (vertical units); 12 (horizontal units) with the exception that no more than twenty (20) homes may have a minimum 5/12 roof pitch on the primary roof to achieve certain architectural styles that lend itself to the use of lower roof pitches. Secondary roofs (e.g. porch, bays, garages, dormers) may have a lower pitch.
2. All dwellings shall include architectural-grade dimensional shingles. Three-tab shingles are not permitted.

3. If dormers are used, at least one (1) window or decorated louver per dormer is required. Dormers and gables must have details such as attic bands, windows and/or decorative attic vent.

G. Landscaping

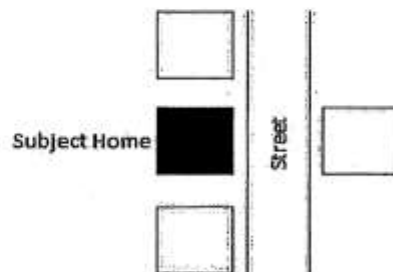
1. Front Yard: Two (2) 2.5 in. deciduous trees and ten (10) shrubs of a minimum of 24- inches in width or height, or landscaping that meets the requirements of the Zoning Ordinance.
2. Lawns: Sod is required in the front yard up to the front corner of the home. Seed is permitted in the side and rear yards of the home. On corner lots, sod will be installed within the building setback line adjacent to the road.

H. Architectural Character Imagery: The applicable character illustrations, indicating conceptually the intended architecture and appearance of single family detached dwellings are contained within Exhibit B.

I. Minimum Square Footage: One story single-family homes (ranches) shall contain a minimum of One Thousand Six Hundred (1,600) square feet of "Living Space" (areas under roof of primary structure but not including porches, terraces, unfinished attics and garages). Two story single-family homes shall contain a minimum of Two Thousand Two Hundred (2,200) square feet of Living Space.

Section 2. Monotony Mitigation:

Front Facades: The same floor plan with same elevation and same color shall not be constructed for one (1) lot on each side of the subject lot on the same side of the street and for one (1) lot across the street from the subject lot as illustrated in the below diagram.



- A. Exterior Siding Color: No two side by side homes on contiguous lots or the lot across the street from the subject lot shall have the same primary exterior color on the primary structure of the home.
- B. Exterior Masonry Color: No two side by side homes on contiguous lots shall have the same masonry color.

3. If dormers are used, at least one (1) window or decorated louver per dormer is required. Dormers and gables must have details such as attic bands, windows and/or decorative attic vent.

G. Landscaping

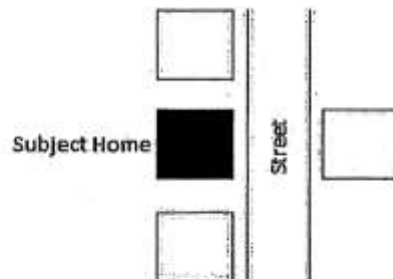
1. Front Yard: Two (2) 2.5 in. deciduous trees and ten (10) shrubs of a minimum of 24- inches in width or height, or landscaping that meets the requirements of the Zoning Ordinance.
2. Lawns: Sod is required in the front yard up to the front corner of the home. Seed is permitted in the side and rear yards of the home. On corner lots, sod will be installed within the building setback line adjacent to the road.

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Section 2. Monotony Mitigation:

Front Facades: The same floor plan with same elevation and same color shall not be constructed for one (1) lot on each side of the subject lot on the same side of the street and for one (1) lot across the street from the subject lot as illustrated in the below diagram.



- A. Exterior Siding Color: No two side by side homes on contiguous lots or the lot across the street from the subject lot shall have the same primary exterior color on the primary structure of the home.
- B. Exterior Masonry Color: No two side by side homes on contiguous lots shall have the same masonry color.

Section 3. Lot Lighting: All Dwellings shall have two (2) dusk to dawn garage lights, one (1) located on each outermost side of the garage door(s).

Sign Program

Primary Freestanding (Entry) Signs: The development shall be permitted to have monument style entry signs located at each entrance.

1. Number: One (1) if located in the median, two (2) if located on the outside of the ingress/egress lanes.
2. Maximum Height of Sign Face: Eight (8) feet.
3. Maximum Width of Sign Face: Fifteen (15) feet.
4. Maximum Height of Sign Frame (includes columns): Ten (10) feet.
5. Maximum Width of Sign Frame (includes columns): Twenty-five (25) feet.
6. Materials: Masonry (brick; stone), metal accent, wood accent (vinyl is prohibited).
7. Lighting: Internal (backlit letters) or ground mounted external.

Secondary Freestanding: The development shall permit both Vehicle Entry Point and Incidental Signs as set forth in Ch. 744, Art. IX, Sec. 06, Table 744-906-10 of the Zoning Ordinance.

Miscellaneous

Amenities: Petitioner shall provide certain amenities for the development, substantially as shown on the Concept Plan.

1. Multipurpose paths (internal and along portions of Pentecost Road frontage).
2. Preserved, natural landscaping areas.
3. Open common areas.
4. Playground, Picnic/BBQ Area and Game Courts.

EXHIBIT A



EXHIBIT B
 Character Exhibits – Single-Family





View looking west along Pentecost Road



View looking east along Pentecost Road



View of western boundary of site looking north across Pentecost Road



View of site looking northeast across Pentecost Road



View of site looking north across Pentecost Road



View of site looking north across Pentecost Road



View of site looking north across Pentecost Road



View of site looking north across Pentecost Road



View looking northeast across intersection of Pentecost Road and Senour Road