

METROPOLITAN DEVELOPMENT COMMISSION HEARING EXAMINER

October 9, 2025

Case Number: 2025-APP-009 / 2025-VAR-006 (Amended)

Property Address: 8140 Township Line Road (approximate address)

Location: Pike Township, Council District #1

Petitioner: Retirement Living, Inc., By Mike Jones, PE

Current Zoning: HD-2

Hospital District-Two Approval to provide for expansion of an existing community center, construction of an assisted living structure, construction of

five, three-story, condominium buildings, and new parking areas.

Request: Variance of development standards of the Consolidated Zoning and

Subdivision Ordinance to provide for an expansion of an assisted living facility and a proposed community center with a maximum of 140 parking spaces

provided (maximum 115 parking spaces permitted).

Current Land Use: Assisted Living Facility

Staff

Recommendations: Approve

Staff Reviewer: Marleny Iraheta, Senior Planner

PETITION HISTORY

This petition was continued for cause from the August 28, 2025 hearing to the September 11, 2025 hearing at the request of staff to allow the petitioner additional time to provide new information for staff to review regarding the proposed unit count and parking requirements to be met.

This petition was continued for cause from the September 11, 2025 hearing to the October 9, 2025 hearing at the request of staff to allow the petitioner additional time to amend the request and provide new notice.

STAFF RECOMMENDATION

Staff recommends approval of the requests.

PETITION OVERVIEW

LAND USE

The site is developed with an assisted living facility campus and is surrounded by multi-family dwellings to the north, zoned HD-2, multifamily dwellings and single-family dwellings to the west, zoned D-6II and



D-3, single-family dwellings, condominiums, and undeveloped land to the sound, zoned D-3, HD-2, and SU-34, and a vacant hospital building to the east, zoned HD-1.

HOSPITAL DISTRICT APPROVAL

The grant of the request would allow for the expansion of an existing community center, construction of an assisted living structure, construction of five, three-story, condominium buildings, and new parking areas.

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."

VARIANCE

Per Table 744-402-1: Required Parking Table, proposed community center, assisted living structure, and condominium buildings would require a total of 115 parking spaces.



The proposal would have a total of 133 proposed parking spaces and requests no more than 140 parking spaces if space allows.

STAFF ANALYSIS

Because the site is a large campus that has multiple existing building structures, staff's consideration is based only on the new construction. Staff did not find that the addition of 18 extra spaces would negatively impact the surrounding properties and considered that the extra spaces could be due to the increase in employees needed with the increase in residents.

The parking requirement does not explicitly factor in the number of employees who would more than likely drive to the site in individual cars since the calculation is derived from the number of units and anticipated guests for the residents. Even if the maximum request of 140 were to be met, the additional 25 parking spaces would be viewed similarly to the initial 18 shown on the plans and would not be harmful to the community and would instead allow the necessary employees to park on site.

Staff determined that the approval request and parking variance would be supportable and recommends approval of the requests.

GENERAL INFORMATION

Existing Zoning	HD-2		
Existing Land Use	Assisted Living Facility		
Comprehensive Plan	Institution-Oriented Mixed-Use		
Surrounding Context	Zoning	Land Use	
North:	HD-2	Residential (Multi-family dwellings)	
South:	D-3 / SU-34 / HD-2	Single-family dwellings / Undeveloped / Condominiums	
East:	HD-1	Vacant Hospital Building	
West:	D-6II / D-3	Residential (Multi-family and single-family dwellings)	
Thoroughfare Plan			
Township Line Road	Primary Arterial Street	90-foot proposed right-of-way and 97-foot existing right-of-way.	
Context Area	Metro	<u> </u>	
Floodway / Floodway Fringe	Yes		
Overlay	Yes		
Wellfield Protection Area	No		
Site Plan	July 11, 2025		
Site Plan (Amended)	September 4, 2025		
Elevations	July 11, 2025		
Elevations (Amended)	N/A		
Landscape Plan	N/A		



Findings of Fact	July 14, 2025
Findings of Fact (Amended)	September 18, 2025
C-S/D-P Statement	N/A

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

- Marion County Land Use Plan Pattern Book (2019)
- Indy Moves Transportation Integration Plan (2018)

Pattern Book / Land Use Plan

- The Comprehensive Plan recommends for Institution-Oriented Mixed-Use development.
- Mixed-Use Typologies have a balance of places where people live and places where people work. Generally, only uses that are compatible with residential uses are recommended in these typologies. More intense uses, such as hospitals or universities in the 'Institution-Oriented Mixed-Use" have conditions attached to them that mitigate their impact on nearby residential neighborhoods.
- 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.

Conditions for All Land Use Types

- 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.
- Master-planned developments in excess of 2 acres should include pedestrian amenities for passive and active recreation internal to the development.

Conditions for All Housing

- Should be within a one-half-mile distance (using streets, sidewalks, and/or offstreet paths) of a school, playground, library, public greenway, or similar publicly accessible recreational or cultural amenity that is available at no cost to the user.
- Should be oriented towards the street with a pedestrian connection from the front door(s) to the sidewalk. Driveways/parking areas do not qualify as a pedestrian connection.

Attached Housing

Should be oriented towards the street with parking either behind or interior to the development.



- Assisted Living Facilities/Nursing Homes
 - Should be located along an arterial or collector street. Should not be within 1000 feet of a highway, freeway, or expressway.
- Structured Parking
 - Only recommended as a primary use when functionally connected to an anchor institution.

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)

 Indy Moves Transportation Integration Plan (2018) proposes complete street upgrades for an offstreet multi-use path from Westlane Road to 86th Street along Township Line Road.



ZONING HISTORY

Zoning History - Site

2017-APP-002; **8140 Township Line Road** (subject site), Hospital District Two Approval to provide for additions to the existing assisted living facility and health center, including additions for skilled nursing and independent living, **approved**.

2008-APP-805 / 2008-VAR-805; 8140 Township Line Road, requested-Hospital District Two Approval to provide for a one-story community center, two, four-story multi-family buildings each containing 48 dwelling units, a one-story restaurant building, additions to the existing assisted living facility including an expanded dining area, a restaurant, a wellness complex, and an enclosed swimming pool and related areas, construction of covered walkways between buildings, additional parking, canopies, a one-story maintenance building and a sign package including freestanding signs and a variance of development standards of the Sign Regulations to provide for thirteen freestanding identification signs and twelve, 4.167-foot tall, three-square foot directional incidental signs, approved and granted.

2000-APP-073; **8140 Township Line Road (subject site)**, Hospital District Two Approval to provide for construction of a 38,000-square foot addition to an existing health care facility, a parking lot expansion, a pedestrian trail, two gazebos, a pool, a viewing deck, two cottages, and two detached carports, approved.

99-AP-153; **8140 Township Line Road (subject site)**, Hospital District Two Approval to provide for an expansion of a parking lot, installation of a retention pond, and installation of a ground sign, all associated with an assisted living facility, **approved**.

85-AP-32; **8140 Township Line Road (subject site)**, Hospital District Two Approval to provide for the construction of detached residential cottages associated with an existing assisted living facility, **approved**.

84-AP-4; **8140 Township Line Road (subject site)**, Hospital District Two Approval to provide for construction of a covered ramp for wheelchair access, **approved**.

78-AP-4; **8140 Township Line Road (subject site)**, Hospital District Two Approval to provide for development of an assisted living facility, **approved**.

78-Z-14; **8140 Township Line Road (subject site)**, rezoning of 46 acres from A-2 and HD-2 to A-2 to provide for hospital perimeter development, **approved**.

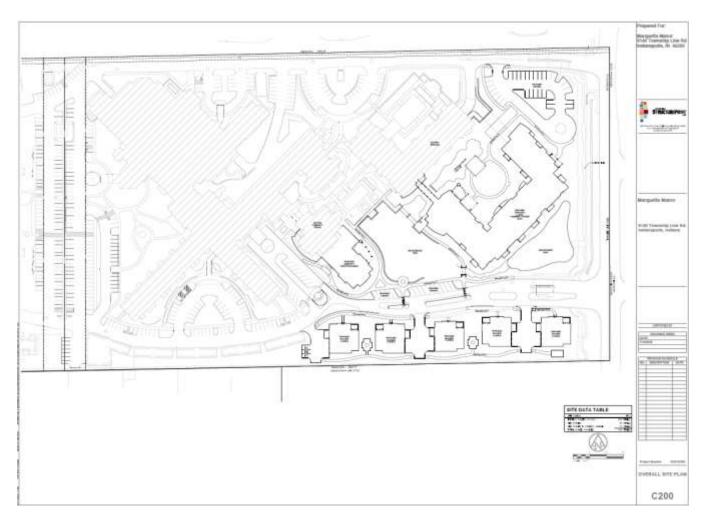


EXHIBITS



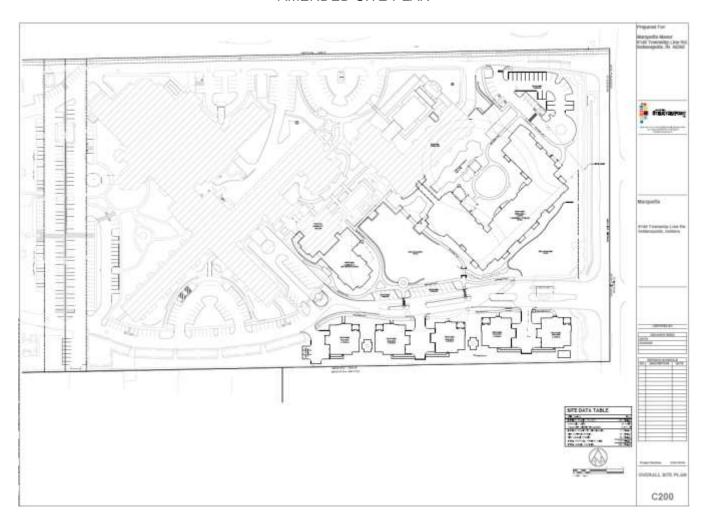


SITE PLAN



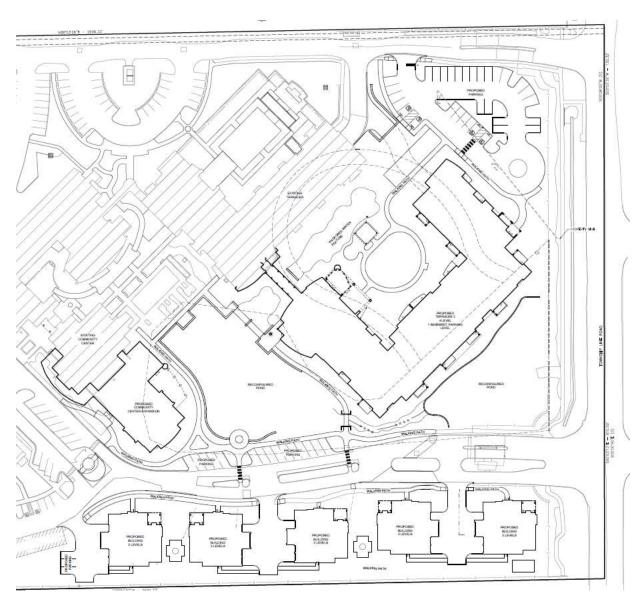


AMENDED SITE PLAN



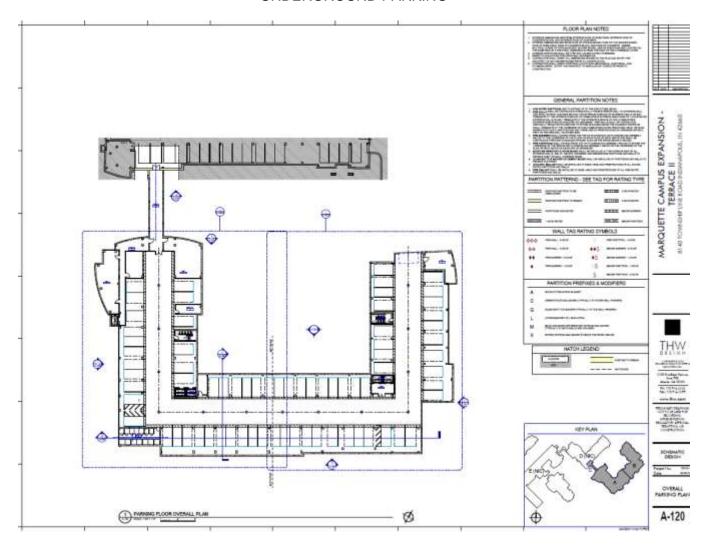


AMENDED SITE PLAN CLOSE-UP





UNDERGROUND PARKING





PARKING CALCULATIONS

PROPOSED ONSITE PARKING PARKING ANALYSIS CALCULATIONS

Job Information

Description: Marquette

Reviewing Entity: City of Indianapolis

 Job Number:
 2025.00264

 Date:
 9/3/2025

Existing Units 425

Proposed Units

 Terraces II
 69

 Flats
 25

 Total Habitable Units =
 519

REQUIRED PARKING	Minimum	Maximum
Assisted Living Facility	286	346

Existing Surface Existing Underground	384 54
Proposed Surface Removal	17
Proposed Surface	52
Proposed Garage	25
Proposed Underground	73
Total Provided Parking (Site)	571

Assisted Living Facility

Proposed Units	Minimum	Maximum
94	47	62
Guests	4	-

"Community Center"

Proposed SF	Minimum	Maximum
10679	26	53

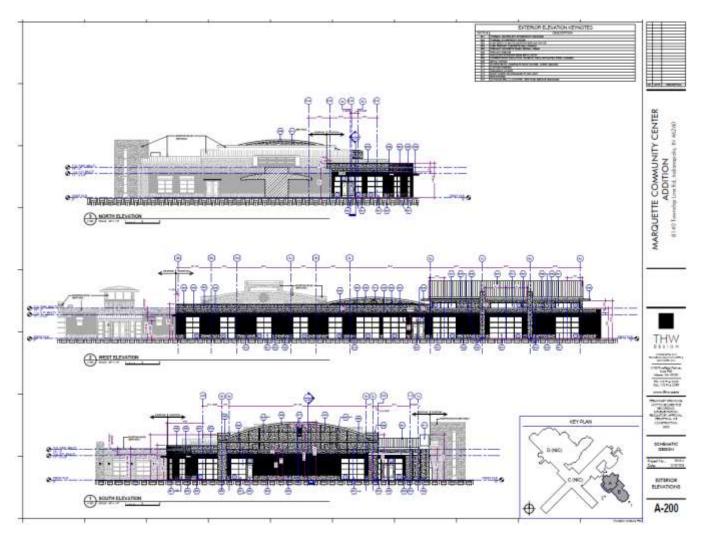
	Minimum	Maximum
Totals:	77	115

Proposed Provided Parking

133

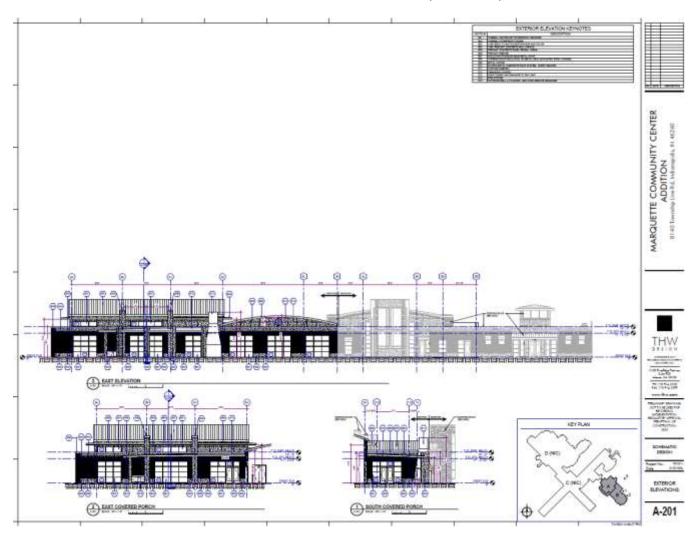


COMMUNITY CENTER ADDITION



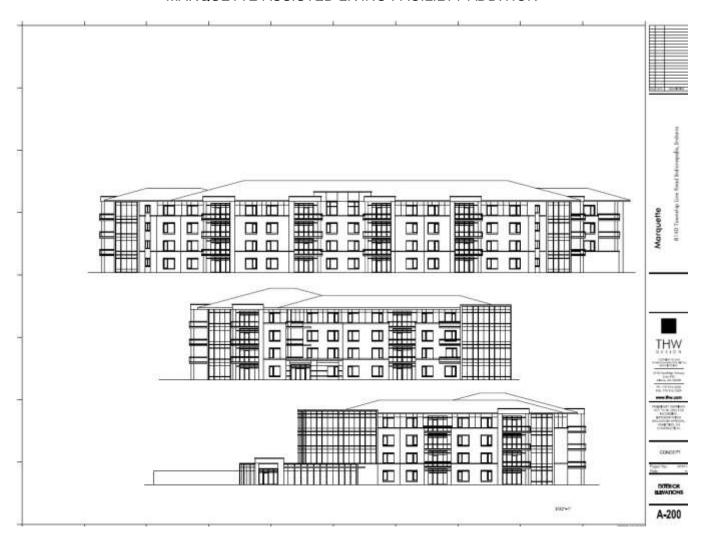


COMMUNITY CENTER ADDITION (Continued)





MARQUETTE ASSISTED LIVING FACILILTY ADDITION





CONDOMINIUMS





Ρ	etition	Num	per		

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 De 20 <u>25</u>	velopment Commission finds that the site and development plan file-dated JULY 10TH
A. Has been designe because:	d to create a superior land development plan, in conformity with the Comprehensive Plan
ne site plan has been desig	ned to conform to the Comprehensive plan.
	tains a desirable, efficient and economical use of land with high functional and aesthetic and compatibility of land uses, within the development plan district and with adjacent uses
he site is an extension of cu	rrent architectural style and use.
provisions, and bicyc	t and adequate multi-modal access, such as parking and loading areas, transit ele facilities because:
provisions, and bicyconditional parking and ADA	ele facilities because:
provisions, and bicyconditional parking and ADA	ele facilities because: access is being provided in a new parking lot on the northeast corner of the site. emodal transportation network using active and passive traffic control with the existing and interior roads because:
provisions, and bicyconditional parking and ADA and AD	ele facilities because: access is being provided in a new parking lot on the northeast corner of the site. emodal transportation network using active and passive traffic control with the existing and interior roads because:
provisions, and bicyconditional parking and ADA and AD	ele facilities because: access is being provided in a new parking lot on the northeast corner of the site. Amodal transportation network using active and passive traffic control with the existing and interior roads because: incorporated into the site.



thereof to be appropriate		 the design, character, grade, location, and orientation ogically related to existing and proposed topographical and ensive Plan, because:
proposed buildings are being loca	ated and oriented to be an extension o	of the original design intent for the site
be installed, the Admini of sidewalks), or combi sidewalks along eligible	istrator or the Commission r nation thereof; provides peo	rity, which may be paths, trails, sidewalks (If sidewalks are required to must be guided by provisions of Section 744-304 for the installation destrian accessibility to available public transit; and provides if the walkway and any curb ramps or blended transitions because:
are site provides assumorial access		ino die la die rigina i way.
		DECISION
IT IS THEREFORE the	decision of this body that the	his APPROVAL petition is APPROVED.
Adopted this	day of	, 20
Commission President/	Secretary	



	Petition Number
METROPOLITA	N DEVELOPMENT COMMISSION
	EARING EXAMINER
METROPOLITAN BOAR	RD OF ZONING APPEALS, Division
OF MA	RION COUNTY, INDIANA
PETITION FOR VARIA	ANCE OF DEVELOPMENT STANDARDS
F	INDINGS OF FACT
community because:	ublic health, safety, morals, and general welfare of the
	SAFETY, MORALS AND GENERAL WELFARE OF THE COMMUNITY AS THE REQUEST
	ILDING-SPECIFIC (TENANT) PARKING WITHIN THE BUILDING ENVELOPE (IE GARAGE). SURFACE
PARKING SPACES REMAIN NECESSARY FOR VISITORS AND ST	TAFF ALIKE.
9-	
88	
*	
a substantially adverse manner because: THE USE OR VALUE OF THE AREA ADJACENT TO THE PROPER	to the property included in the variance will not be affected in
The second secon	PACES ARE BEING PROVIDED WITHIN THE BUILDING ENVELOPE TO CREATE A MORE NATURAL,
NEIGHBORLY FEEL. THE SURFACE PARKING SPACES REMAIN	THECESSART FOR VISITORS AND STAFF ALIKE.
<u> </u>	
39	
use of the property because: A STRICT APPLICATION OF THE TERMS OF THE ZONING ORDIN	ne zoning ordinance will result in practical difficulties in the
	NECESSARY. OWNERSHIP OF THE FACILITY HAVE SIGNIFICANT HISTORICAL DATA AVAILABLE
Characteristics of the control of th	IS THE MAXIMUM ALLOWABLE PARKING TO 2 SPACES PER 3 UNITS, WHILE DATA INDICATES
	NANCE FURTHER DOES NOT DIFFERENTIATE BETWEEN GARAGE BASED PARKING
	NCE, THE BULK OF THE PARKING SPACES ARE BEING PROVIDED WITHIN THE BUILDING
ENVELOPE WITH THE REMAINING SURFACE PARKING SPACES	BEING RESERVED FOR VISITORS AND STAFF ALIKE.
	DECISION
IT IS THEREFORE the decision of this bo	ody that this VARIANCE petition is APPROVED.
Adopted this day of	, 20
†	





Photo of the south entrance drive to the subject site.



Photo of the surface parking area to be reconfigured.





Photo of the proposed community center expansion location and pond reconfiguration.



Photo of the proposed assisted living building expansion location and pond reconfiguration.





Photo of the proposed assisted living location and surface parking lot looking north.



Photo of the existing dwelling to be removed and replaced with a three-story condominium building.





Photo of the existing dwellings to be removed and replaced with a three-story condominium building.



Photo of the subject site looking southwest toward the proposed surface parking lot location.





Photo of the multi-family dwellings north of the site



Photo of the vacant hospital building east of the site.