



Department of Metropolitan Development  
Division of Planning  
Current Planning

**METROPOLITAN DEVELOPMENT COMMISSION  
HEARING EXAMINER**

**October 9, 2025**

**Case Number:** 2025-APP-012 (Amended)  
**Property Address:** 1550 East County Line Road and 8615 Shelby Street (approximate addresses)  
**Location:** Perry Township, Council District #23  
**Petitioner:** Community Health Network, Inc., by Timothy H. Button  
**Current Zoning:** HD-1 (FF) (FW) and HD-2 (FF) (FW)  
**Request:** Hospital District One and Hospital District Two Approval to provide for a proposed driveway from Shelby Street and new lighting.  
**Current Land Use:** Hospital Campus  
**Staff Recommendations:** Approval  
**Staff Reviewer:** Marleny Iraheta, Senior Planner

**PETITION HISTORY**

This petition was amended to remove the sign package from the request and continued from the September 25, 2025 hearing to the October 9, 2025 hearing at the request of the petitioner.

**STAFF RECOMMENDATION**

Staff **recommends approval** of the request.

**PETITION OVERVIEW**

**LAND USE**

The subject site is developed with a medical office building for a cancer center and associated parking lot. It is surrounded by multi-family dwellings and a senior living facility to the north, zoned HD-2 and D-P; medical offices and undeveloped land to the south, zoned HD-2; medical offices and commercial uses to the east, zoned HD-1 and C-4; and a church and undeveloped land to the west, zoned SU-1 and C-S.

**HOSPITAL DISTRICT APPROVAL**

This request would provide for Hospital District One and Hospital District Two Approval to provide for a proposed driveway from Shelby Street with lighting and landscaping.

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.”

## **Overlays**

This site is also located within an overlay, specifically the Environmentally Sensitive Areas (ES) 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.

The western portion of the site (fronting on Shelby Street) is located within the floodway and floodway fringe of Buffalo Creek. Tributary of Fountain Creek is located along the eastern boundary of this site, but it lies within the 500-year floodplain that is unregulated.

### **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.

### **Stream Protection Corridor**

A stream protection corridor consists of a strip of land, extending along both sides of all streams, with measurements taken from the top of the bank on either side. The width of the corridor is based upon whether the stream is designated as a Category One or Category Two. Category One streams have a corridor width of 60 feet in the compact context area and 100 feet in the metro context area. Category Two streams have a corridor width of 25 feet in the compact context area and 50 feet in the metro context area.

This portion of Buffalo Creek lies within the Metro Context Area and its associated stream protection corridor is located along the western portion of the site. It is designated as a Category Two stream requiring a 50-foot-wide stream protection corridor on both sides of the stream, as measured parallel from the top of the bank.

The stream itself is not on the subject site.

### **STAFF ANALYSIS**

The Comprehensive Plan recommends Regional Special Use for the eastern portion of the site where the existing building is located and is consistent with the Plan recommendation. The western portion of the site that is under construction with a parking lot and would have the proposed entrance drive is recommended for Suburban Neighborhood development.

Despite the conflict with the Comprehensive Plan related to the Suburban Neighborhood recommendation, staff determined the proposed driveway from Shelby Street with landscaping and lighting would be acceptable since it would provide patients necessary access to the site.

Therefore, staff is recommending approval of the request.

## GENERAL INFORMATION

<b>Existing Zoning</b>	HD-2	
<b>Existing Land Use</b>	Hospital Campus	
<b>Comprehensive Plan</b>	Regional Special Use / Suburban Neighborhood	
<b>Surrounding Context</b>	<b><u>Zoning</u></b>	<b><u>Land Use</u></b>
North:	HD-2 / D-P	Senior Living Facility / Residential (Multi-family dwellings)
South:	HD-2 / HD-1	Undeveloped / Johnson County/ Medical Offices
East:	HD-1 / C-4	Medical Offices / Commercial
West:	SU-1 / C-S	Church / Undeveloped
<b>Thoroughfare Plan</b>		
Shelby Street	Primary Collector Street	90-foot proposed right-of-way and 90-foot existing right-of-way.
County Line Road	Primary Arterial	102-foot proposed right-of-way and 115-foot existing right-of-way.
<b>Context Area</b>	Metro	
<b>Floodway / Floodway Fringe</b>	No	
<b>Overlay</b>	No	
<b>Wellfield Protection Area</b>	No	
<b>Site Plan</b>	August 21, 2025	
<b>Site Plan (Amended)</b>	N/A	
<b>Elevations</b>	August 21, 2025	
<b>Elevations (Amended)</b>	N/A	
<b>Landscape Plan</b>	August 21, 2025	
<b>Findings of Fact</b>	August 22, 2025	
<b>Findings of Fact (Amended)</b>	N/A	
<b>C-S/D-P Statement</b>	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 Regional Special Use for the eastern portion of the site and Suburban Neighborhood for the western portion of the site.
- Regional Special Use “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 school, government complexes, large museums, the Indiana State Fairgrounds, and the Indianapolis Motor Speedway.”
- “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.”
- The Pattern Book lays out a land use classification system that guides the orderly development of the county, protects the character of neighborhoods, and serves as a policy guide for development or redevelopment of a site.
- There are no guidelines or recommendations related to the regional special use non-typology land use, but the following elements relate to the suburban neighborhood typology recommended for the western portion of the site:
  - **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.
    - 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.



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**Infill Housing Guidelines**

- Not Applicable to the Site.

**Indy Moves**

(Thoroughfare Plan, Pedestrian Plan, Bicycle Master Plan, Greenways Master Plan)

- The Indy Moves Transportation Integration Plan (2018) proposes an off-street multi-use path along Shelby Street from East Street to County Line Road.

## ZONING HISTORY

### Zoning History – Site

**2024-APP-003; 1550 County Line Road and 8615 Shelby Street** (subject site), Hospital district Two Approval to provide for a 58,576-square-foot expansion of the existing Cancer Center and additional parking, **approved**.

**2019-APP-001; 1550 East County Line Road** (subject site), Hospital District Two Approval to provide for building additions and accessory site modifications to an existing cancer center, **approved**.

**2018-APP-019; 1402, 1502 and 1550 East County Line Road** (subject site), Hospital District One Approval to provide for a 7,000-square foot addition to the main hospital, with modifications to the adjoining parking lot and pedestrian areas, **approved**.

**2017-APP-020; 1550 (1440 – building) East County Line Road** (subject site), Hospital District-Two Approval to provide for a wall sign, **approved**.

**2014-APP-002 / 2014-VAR-002, 1550 (1440-building) East County Line Road** (subject site), Hospital District Two approval for three freestanding signs and a four wall signs and a variance of development standards of the Sign Regulations to provide for a 4.5-foot-tall sign within 170 feet of a protected district and two freestanding signs exceeding the permitted height and square footage, **approved and granted**.

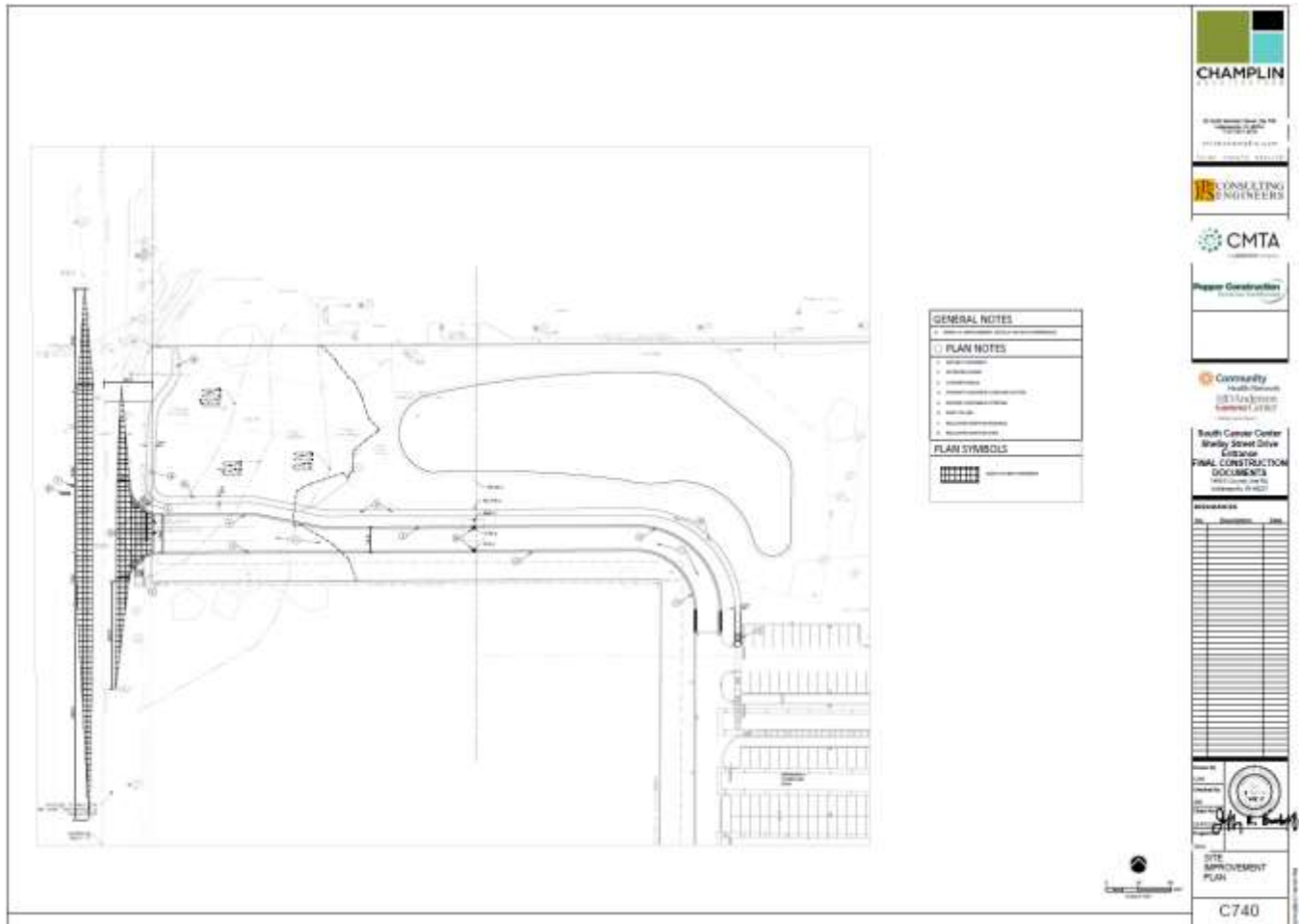
**2012-APP-016; 1350 East County Line Road** (subject site), HD-2 approval to provide for the construction of a 57,500-square foot medical office building, **approved**.



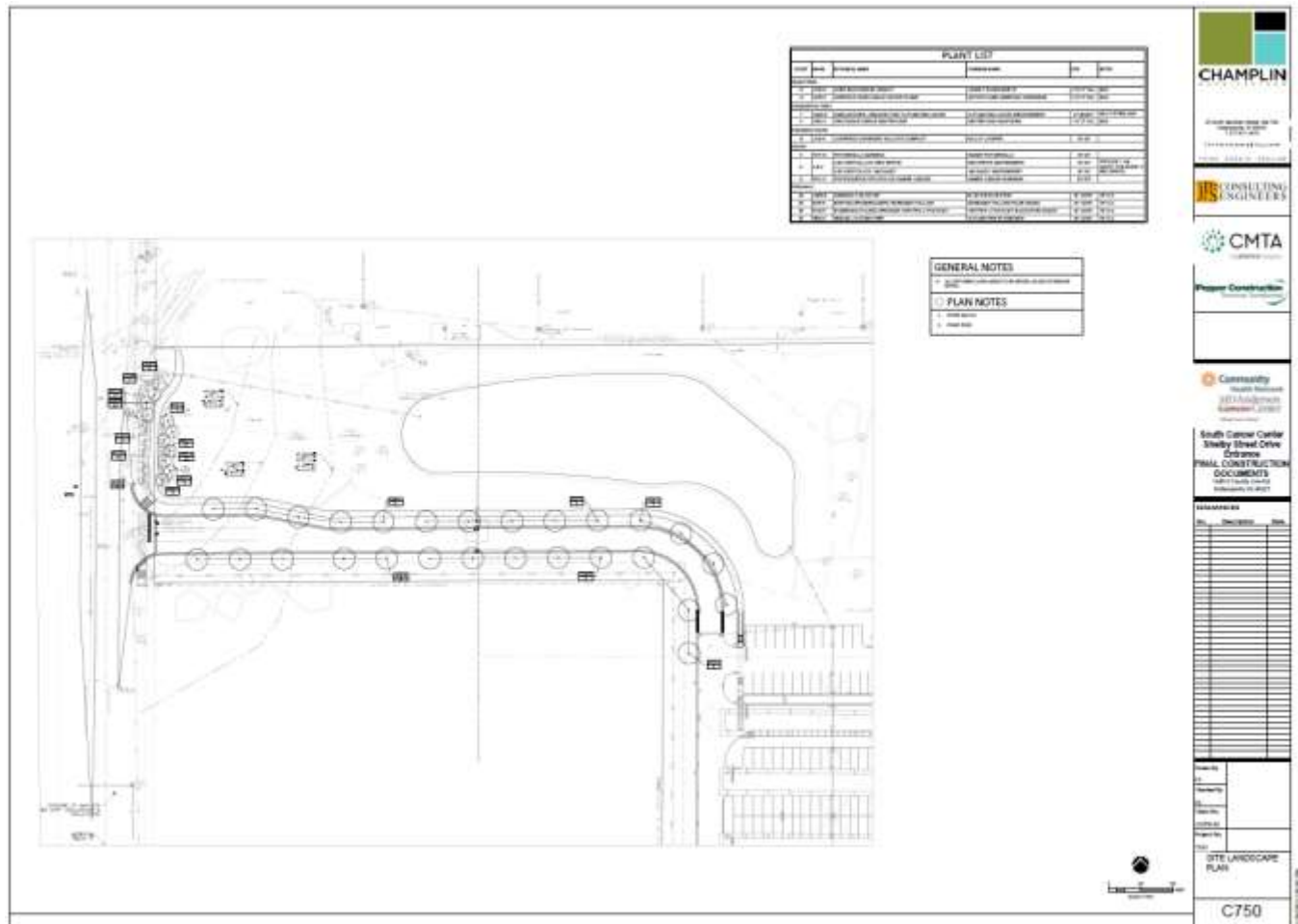
EXHIBITS



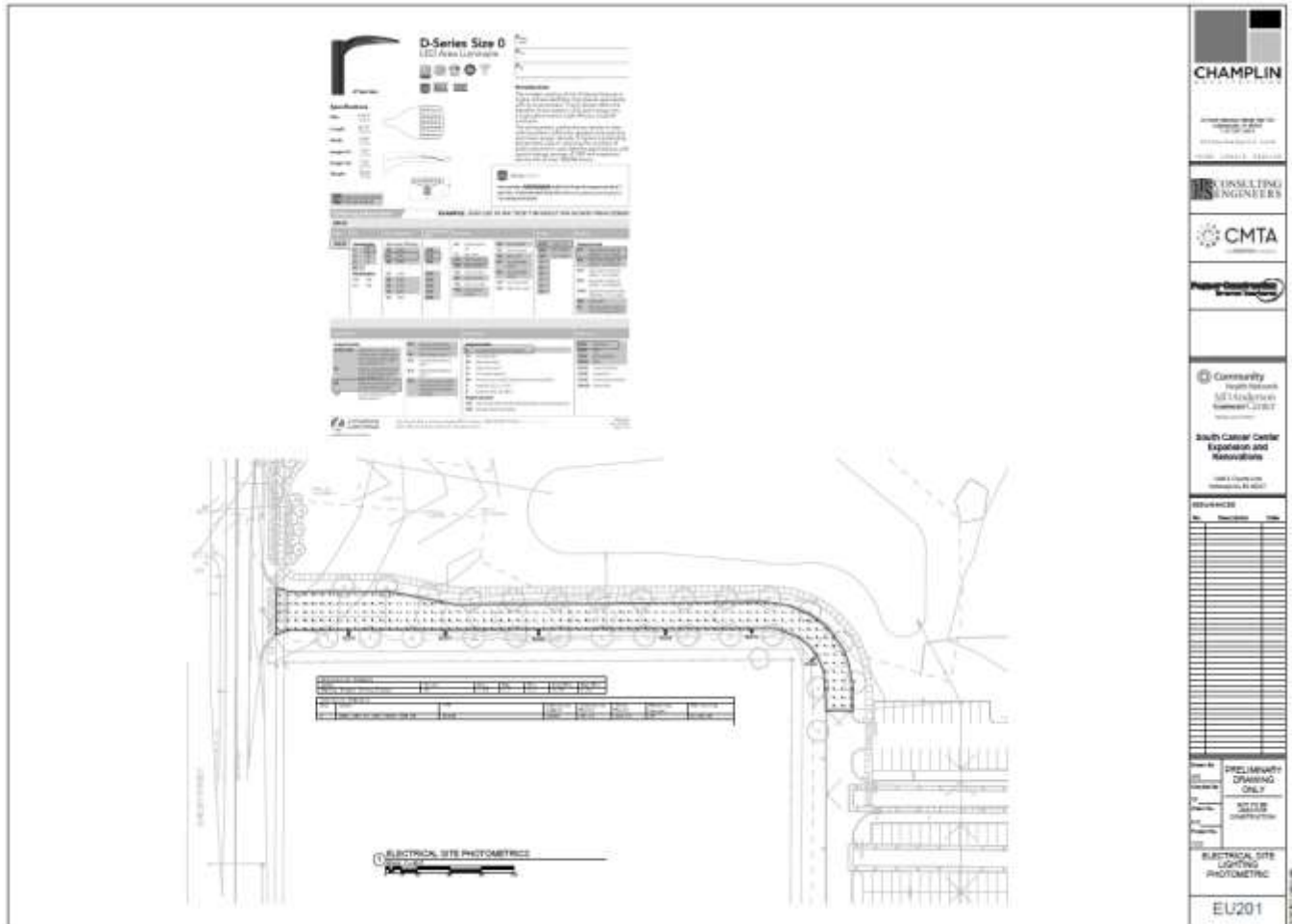




SITE PLAN



LANDSCAPE PLAN





Rendering of the site from the west proposed entrance.

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 addition of the new driveway entrance on Shelby Street to the MD Anderson Cancer Center as well as the main hospital campus at Community Hospital South along with the requested signage is compatible with land uses suggested for the area under the Comprehensive Plan.

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 new signage and driveway entrance with landscaping will enhance patient accessibility to the MD Anderson Cancer Center and to the main hospital at Community Hospital South.

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

The new Shelby Street driveway entrance will reduce congestion on E. County Line Road and provide direct access to the MD Anderson Cancer Center's surface parking area and the greater hospital campus; the campus will continue to have access to IndyGo bus route #31.

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 existing roadways were designed to handle traffic on the site, and the new entrance on Shelby Street will reduce congestion on E. County Line Road and provides a closer entrance for neighborhoods to the west of the Community Hospital South campus.

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

The on-site drainage addresses this additional driveway entrance and the driveway will not encroach into Buffalo Creek.





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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 addition of this new entrance to the MD Anderson Cancer Center and the overall hospital campus enhances the use of this land and is consistent with the Comprehensive Plan.

G. Provides pedestrian accessibility and connectivity, which may be paths, trails, sidewalks (If sidewalks are required to be installed, the Administrator or the Commission must be guided by provisions of Section 744-304 for the installation of sidewalks), or combination thereof, provides pedestrian accessibility to available public transit; and provides sidewalks along eligible public streets consisting of the walkway and any curb ramps or blended transitions because:

The new Shelby Street entrance will reduce pedestrian-automobile conflicts within the greater hospital campus by moving a significant amount of traffic to the MD Anderson Cancer Center, and will utilize new and existing sidewalks and crosswalks for continued accessibility throughout this major hospital campus.

The sidewalk running north-south on Shelby Street will be eight feet in width to facilitate the City's potential future development of a bicycle path on Shelby Street.

**DECISION**

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

Adopted this \_\_\_\_\_ day of \_\_\_\_\_, 20 \_\_\_\_

\_\_\_\_\_  
Commission President/ Secretary



Photo of the proposed driveway looking west from the existing parking lot toward Shelby Street.



Photo of the proposed driveway looking northeast from Shelby Street.



Google Image showing the proposed drive looking east at the site.