



City of Carmel

CARMEL COMMON COUNCIL SPECIAL MEETING MINUTES

MONDAY, APRIL 20, 2026 - 4:00 PM
CAUCUS ROOM/CITY HALL/ONE CIVIC SQUARE

CALL TO ORDER

Council President Matthew Snyder, Councilors Ryan Locke, Shannon Minnaar, Rich Taylor, Jeff Worrell, Teresa Ayers, Tony Green, Mayor Sue Finkam, and Deputy Clerk Jessica Komp were present. Councilors Anita Joshi and Adam Aasen were not present.

Other city staff present included Corporation Counsel Sergey Grechukhin, Department of Community Services Director Mike Hollibaugh and Planner Adrienne Keeling, and Redevelopment Director Henry Mestetsky. Mayor's Advisory Commission on Housing Members Barbara Eden and Christine Zoccola were also present.

Council President Snyder called the meeting to order at 4:00 p.m.

DISCUSSION

Council President Snyder announced that the purpose of this meeting was to discuss the potential impact of House Enrolled Act 1001. Adrienne Keeling shared a summary of the bill which includes three main categories of requirements. The first is a housing progress report and annual reporting requirements, the second is limits on building and construction-related fees, and the third is increasing housing development. Ms. Keeling reviewed the annual reporting requirements, many of which we already track. Examples are the number of housing units proposed, the number denied (and whether they are rezones, platted, or built), the number of calendar days used to process housing applications, average median home sales price, median rent price, and median incomes of buyers. We will need to partner with MIBOR or another group to compile the information we don't have access to. Reports are due annually by January for the previous year. The mandate to all Indiana municipalities to report these statistics is unfunded by the state, meaning each city has to figure out how to pay for this additional workload.

Sergey Grechukhin next spoke about the amendments to the fees. We will be introducing a fee ordinance amendment to Plan Commission in May, including some engineering fees. Starting December 31, 2026, a unit may not assess a fee in an amount that is more than reasonably necessary to cover the applicable cost of the unit, to process the application, inspect the applicant's plans, and prepare detailed statements for the applicant. Mr. Grechukhin stated we had already taken into consideration that our expense to do this additional work would increase when we began considering the new engineering fees. Processing applications, technology, and inspection costs all add up to more than people realize. We are already subsidizing the current

cost to do these things. Another change is that fees can only be adjusted every five years, and those changes can only be based on the consumer price index (CPI). If our expenses go up substantially more than expected, we can do an emergency adjustment through an ordinance amendment. Another change is that starting July 1, 2026, once new fees are introduced, the current 90-day implementation delay will shift to 180 days. So our plan is to get the new engineering fees introduced prior to that, so there will only be a 90-day delay.

Lastly, Mr. Grechukhin explained the increased housing requirement. When HEA 1001 was first introduced, there were many mandates for municipalities to require certain amendments to their UDO's and zoning ordinances that would have allowed certain types of housing by right in the majority of zoning districts. Over time, this had the potential to double the density in some districts. Many of those requirements were watered down into just reporting requirements. By January 1, 2027, a unit must conduct a public hearing to review their UDO and any zoning regulations with the specific goal of increasing housing development by:

- (1) Providing duplexes, triplexes and fourplexes in designated single family home areas
- (2) Constructing other housing types including ADU's and manufactured and modular housing
- (3) Adaptive reuse of commercial buildings for residential use
- (4) Increasing allowable floor area ratio in multifamily housing
- (5) Waiving/eliminating regulations such as requirements for:
 - a. Garage size/placement
 - b. Steeper roof pitch
 - c. Minimum lot size and square footage
 - d. Greater setbacks
 - e. Off-street parking
 - f. Design standards prohibiting use of code compliant products
 - g. Property height limitations
- (6) Reviewing impact fee zones with zone advisory committee for improvements
- (7) Streamlining permitting process/timelines, including one stop/parallel process permitting by 15 days or more
- (8) Using property tax abatements to enable higher density and mixed income communities
- (9) Donating vacant land for affordable housing development

These nine standards are not all required, but they do need to be considered when addressing our UDO during the public hearing.

Then, also not later than January 1, 2027, the unit shall submit a report containing:

- (1) a copy of their housing study if one was performed between 2021-2025;
- (2) the minutes from the public hearing;
- (3) any newly developed/amended UDO as a result of the review;
- (4) a written description of the ways said UDO was changed to support increased housing by using these nine factors.

Councilor Taylor stated that Carmel citizens will have opinions on these mandates and that we need to make it clear during this public hearing that these mandates are coming from the State Legislature, so that our citizens may reach out to their legislators to give their feedback. Council President Snyder stated that we are already 20 years ahead of most cities, and we have already

increased our housing density significantly. Councilor Green expressed his view that after we submit a copy of our housing study and the minutes from our public hearing, it will show that we have already taken action to achieve many of these objectives. Other councilors concurred that we have already done much over the last 20 years to craft our UDO into a document that has helped us achieve the objective of offering various types of housing options. Mayor Finkam stated that it should be apparent when looking at what we've done over the last 2-3 decades, that we are meeting the intent of what HEA 1001 is trying to accomplish. Councilor Taylor also stated that some of these actionable steps are not realistic for Carmel, i.e., we can't convert commercial buildings (that we don't have) into residential. Council President Snyder stated that HEA 1001 has conflicts with existing state law, such as the preemption of local zoning, a population-based funding split, and a statute against unfunded mandates, to name a few.

Mike Hollibaugh stated he believes just reporting what we've done so far will not be enough. Although the original mandates for duplexes and triplexes, etc., did not pass in the final version, these are the trends we are seeing in the majority of other states, so we should expect them in future legislative sessions. The landlord, builder, and realtor lobbies are powerful, they will continue to push for single-family zoning to include more than single-family homes. Councilor Taylor agreed that those lobbies are strong, but people in the Indiana General Assembly are concerned with being reelected, and this type of mandate is not popular with Indiana residents. Councilor Locke stated that our best pitch is to show what we've already done to address these issues for our city. Council President Snyder expressed his concern over how HEA 1001's mandates conflict with environmental laws, both at the federal and state level. In Carmel we typically over-detain stormwater, going above and beyond, which this legislation will no longer allow. The Mayor stated that the State Legislature has not looked at this holistically, and that is the concern. Cities simply cannot significantly increase housing density without improving the infrastructure required to support it. We have to build a community for tomorrow's generation. We need to pay attention to state bills and federal bills that affect housing policy, as these mandates have been eroding home rule for a number of years now. Councilor Worrell stated that we need to defend the way we have been doing things, and what has been working very well for Carmel.

ADJOURNMENT

Council President Snyder adjourned the meeting at 5:00 p.m.

Respectfully Submitted,

Jacob Quinn

Jacob Quinn, Clerk

Approved,

Matthew Snyder

Matthew Snyder, Council President

ATTEST:

Jacob Quinn

Jacob Quinn, Clerk