

Staff Report – Plan Commission

Docket #:	PC2025-075 Wynfell Annexation/Zone Map Change	Hearing Date:	December 8, 2025
Applicant:	Tony Bagato, Arbor Homes, 9225 Harrison Park Ct., Indianapolis, IN 46216		
Owner:	Indy Group Land Inc. 366 Dougherty Ln Greenwood, IN 46143		
Subject Property:	760 Five Points Road, between Five Points Road and Combs Road just to the west of Sagebriar Section 1A		
Staff Contact:	Gabe Nelson, nelsong@greenwood.in.gov, 317.883.8051		

Request:

Petitioner requests to annex approximately 66 acres of real estate, currently zoned AR, Agricultural/Residential per Johnson County zoning, and rezone it to Residential Medium Lot (RM), per City of Greenwood zoning. The City's Future Land Use Map designates this property for mixed-density residential development. The proposed development is a residential neighborhood with single-family homes. The Concept Plan submitted with the Petition proposes a total of 164 single-family homes. The project will provide single-family homes built by Arbor Homes and will comply with or exceed Greenwood's Architectural Development Standards.

Location:

The subject property is located near 760 Five Points Road, between Five Points Road and Combs Road. Parcel ID # 41-02-26-044-002.000-023, 41-02-26-043-001.000-023, and 41-02-26-042-025.000-023

Exhibit F: Legal Description

Existing Land Use:

The property is currently zoned Johnson County – Agricultural/Residential District (AR) and used for agricultural purposes.

Surrounding Land Use:

North: Residential Medium (RM), Agricultural/Proposed Single-Family
 South: Johnson County - Agriculture (AR), Agricultural/Large Lot Residential
 East: Planned Unit Development (PUD), Sagebriar
 West: Residential Multi-Unit Complex (RMC), Agricultural

Ordinance References:

- Resolution No. 24-11, Greenwood Comprehensive Plan
- Ordinance 25-13, Article 25, Division 2 Districts and Zones, Section 10-02-11 Master List of Uses by Zone and District
- Ordinance 21-44, Article 25, Division 4 Administration and Procedures, Section 10-04-03 Plan Commission, J Zoning Map Changes
- Ordinance 20-29, Article 25, Division 4 Administration and Procedures, Section 10-04-07 Annexation

Statutory Criteria:

With respect to the zone map change, Plan Commission and the legislative body shall pay reasonable regard to:

- A. The comprehensive plan;
- B. Current conditions and the character of current structures and uses in each district;
- C. The most desirable use for which the land in each district is adapted;
- D. The conservation of property values throughout the jurisdiction; and
- E. Responsible development and growth.

Comments and Petitioner's Findings of Fact (Annexation Criteria):

The following represents the petitioner's findings and the staff's comments on those findings.

1. The area proposed for annexation has a unity of interest with the municipality. That is, the area must be part of the urban community, having geographic, social, and/or economic ties with the City. Describe:

The proposed annexation area lies immediately adjacent and has a significant contiguous border to the existing Greenwood city limits. Likewise, this area has been identified on the current 2024 Adoption Draft Comprehensive Plan's future land use map as mixed-density residential, which supports the reason for this annexation and zone map change. The planned development of this site as residential is consistent and compatible with surrounding land uses. The site's proximity to existing municipal neighborhoods such as Sagebriar and Rocklane Ridge further establishes geographic and community unity. The site is surrounded by current residential PUD, RMC, RM, and AG zoning, which are all compatible zoning districts with what is being proposed. The annexation will allow for the development of this site, increasing Greenwood's assessed value, adding to the community's tax base, and providing additional high-quality housing options for current and future Greenwood residents. The residents of this development will help support Greenwood's commercial activity.

Staff Comment: Staff agrees with the petitioner's statement. This will be adjacent to existing residential areas as well as new residential areas that are in the early stages of development, filling in boundary gaps.

2. The advantages to the proposed annexation area outweigh the disadvantages in the following ways:

As mentioned above, this annexation is consistent with the current land use growth plan for this area. Annexation into Greenwood will provide an opportunity for residential development and encourage a mixture of future residential development in this area. The annexation and development of these sites will add further utility infrastructure in this area. In turn future development will be encouraged to follow.

Staff Comment: Staff agrees with the petitioner's statement.

3. The advantages to the City outweigh the disadvantages in the following ways:

The Annexation will have significant advantages for Greenwood as a whole. The proposed residential development will provide high-quality home options to future and current residents and broaden the City's overall housing inventory. This will deepen the City's tax base, and the proposed annexation and ultimate development is compatible with the recent Comprehensive Plan land use goals.

Staff Comment: Staff agrees with the petitioner's statement. It should be noted that this development will not bring in excess tax dollars as the state system does not allow this, but it would create a wider tax base which may have a very small but positive impact on tax revenue.

4. The city desires to annex the area in the following ways:

As previously mentioned, this area of the Future Land Use Map on the 2024 Comprehensive Plan has contemplated future annexation of this area and planned for the land use of these parcels as residential. Greenwood, as noted in the Comprehensive Plan, has limited areas for future expansion. This area, with its surrounding contiguity, is one such obvious opportunity. The proposed annexation will address many of the key initiatives and themes identified in the Comprehensive Plan including enhancing pedestrian network through perimeter and internal trail systems and extending and investing in utility infrastructure.

Staff Comment: Staff agrees that it will not require significant public services greater than the norm in Greenwood, while providing additional housing which is needed in Greenwood. However, the proposed development pattern (RM) provides more of the same type of housing, whereas the Comprehensive Plan Future Land Use seeks mixed-density residential.

5. The annexation will help to square City corporate limits in the following ways:

The parcels subject to this annexation request is an obvious opportunity for Greenwood to grow its corporate limits as these parcels have sufficient and extensive contiguous boundaries with the City Corporate Limits. The current Corporate Limits exist in all directions surrounding these parcels. This annexation will allow for the potential future annexations that border this property that are not already incorporated.

Staff Comment: Staff agrees that this project would infill gaps in the corporate limits.

6. The annexation will foster growth and prosperity of the annexing city in the following ways:

The future growth plan is consistent with the proposed annexation and requested residential zoning classification. This will add housing options for the growing residential need in Greenwood. A residential development will provide quality homes and a rich and diverse community for residents that will help sustain Greenwood's local retail activity. This project supports Greenwood's long-range goal of balanced residential and commercial growth through high-quality housing and coordinated infrastructure.

Staff Comment: Staff agrees the annexation will foster growth; however, instead of adding housing options and land use variety, it is offering more of the same housing option.

7. The annexation will prevent or solve a public health problem(s); or otherwise promote the health, safety, and welfare of the general public in the following ways:

The proposed annexation and development will provide opportunities to extend the trail system both along the perimeter of the development and internally. The development will contain highly desired outdoor amenities such as trail networks, preserving open space in logical areas, and a playground. New internal streets built to municipal standards enhance traffic safety and connectivity. Engineered stormwater management plans including detention basins will help control runoff and reduce downstream flooding.

Staff Comment: Staff agrees with the petitioner's statement. This is a logical area for annexation and residential development and will be surrounded by like uses.

Comments and Petitioner's Findings of Fact (Zone Map Change Criteria):

The following represents the petitioner's findings and the staff's comments on those findings.

1. This request complies with the Comprehensive Plan in the following way(s):

This request is consistent with the City of Greenwood's Comprehensive Plan. The future land use map found in the Comprehensive Plan shows the desired use of this Real Estate as Mixed Density Residential. This request complies with the intent of the Comprehensive Plan by encouraging residential development in the area the subject Real Estate is located.

Staff Comment: The current proposal for RM zoning with only single-family residences is inconsistent with Greenwood's Comprehensive Plan, which called for Mixed Density Residential development to ensure housing variety. The proposed development pattern simply continues the existing trend in surrounding existing or approved neighborhoods. Staff prefers the zoning designation(s) for this site to promote diverse housing options to cater to a wider demographic spectrum, encompassing singles families, and seniors alike.

2. This request complies with the current conditions and the character of current structures and uses in each district in the following way(s):

Surrounding land uses are primarily residential or planned for future residential. The site design provides logical street connections, perimeter buffers, and consistent lot sizes with adjacent subdivisions, ensuring smooth visual and functional integration with existing development.

Staff Comment: Staff agrees with the petitioner's statement; however, the preference is to provide some product and lot sizes which differ from adjacent development patterns.

3. The request is for the most desirable use for which the land in this district is adapted. Describe:

As noted in the Comprehensive Plan this area is planned for residential development. The surrounding land use as it currently stands supports and is compatible with residential land use making this a desirable use for this land. Given proximity to city limits, utilities, schools, and roadways, suburban residential use is the most appropriate and sustainable land use. RM zoning permits a balanced density that efficiently uses public infrastructure while maintaining neighborhood character.

Staff Comment: Staff agrees residential is a good fit for this location. Staff would also be supportive of a mix of residential products and densities.

4. This request will not negatively affect the property values throughout Greenwood because:

The use of the adjacent properties would not be substantially affected if this zoning change is approved. This zoning change and the proposed development supports and is consistent with surrounding uses and other residential development in the surrounding areas. The parcels currently support residential use under the AR County zoning. The surrounding area also is zoned either for residential or agricultural use, and this development would not negatively impact the property values of the surrounding area. The addition of a well designed neighborhood is expected to stabilize and enhance nearby property values. Meeting or exceeding Greenwood's architectural design standards and planning appropriate landscape buffering will maintain visual appeal and protect adjacent homeowners' investments. The addition of walking trails and community amenities will make this a desired neighborhood increasing this parcels property value as well as positively impacting neighboring properties as well.

Staff Comment: Staff agrees with the petitioner's statement. Additionally, it will not require significant public services greater than the average residential subdivision in Greenwood.

5. This request is considered responsible development and growth because:

The plan demonstrates responsible growth by clustering homes near existing utilities, incorporating significant open space, and managing stormwater on-site. The development follows Greenwood's connectivity standards and complies with all RM district development criteria. The planned development will be a well-planned expansion of the City's residential base, and ultimately the proposed annexation and desired zoning classification complies and is consistent with Greenwood's Comprehensive Plan and the future land use map.

Staff Comment: Staff agrees with the petitioner's statement. Staff would also be supportive of a mix of residential products and densities to better align with the Comprehensive Plan.

Recommendation:

The petitioner requests the annexation of a property near 760 Five Points Road, located between Five Points Road and Combs Road, just west of Sagebriar Section 1A. The property is currently zoned Johnson County Agricultural/Residential (AR) and requests rezoning to the City of Greenwood's Residential Medium (RM) district. This annexation will help fill gaps in the current Greenwood city boundary.

The request aligns with the goals of the City's Comprehensive Plan by providing detached single-family residences, a supported use within the mixed-density residential designation.

Planning Staff would have preferred to see and more enthusiastically supported a wider variety of housing types and densities in this area. It is critical moving forward to incorporate differing housing products to accomplish the goals and desires the community expressed in the Comprehensive Plan as the east side of Greenwood continues to develop.

Planning Staff **recommends favorable approval** of the annexation **and** zone map change from AR to RM with commitments. This recommendation is based on the project's alignment with the comprehensive plan and future land use designations, as well as its contribution to balanced, sustainable growth. Unlike other zone map change applications, staff faced challenges in committing to greater housing variety due to the limitations imposed by the RM zoning regulations. In contrast, the RA zoning would have allowed a broader range of housing options. However, the RM lot size aligns more closely with the products presented in the application.

Staff recommends the following commitments:

1. A traffic study shall be completed.
2. Work with Engineering and Planning Staff to determine a restrictive donation amount for the proposed Five Points/Main and Combs/Main roundabouts.
3. Combs Road and Five Points Road improvements shall be completed in coordination with the City Engineering Division.
4. Work with Engineering to provide a pedestrian crossing of Combs Road and Five Points Road to connect to trail systems.
5. An effort shall be made to align the entrance of Five Points Road with the entrance of Sagebriar. This alignment aims to improve traffic flow, safety, and enhance the overall area. Staff will coordinate with

relevant stakeholders to ensure this commitment is effectively implemented. Staff recognizes that we cannot place a commitment on properties that are external to this petition.

Attachments:

Exhibit A: Annexation Location Map

Exhibit B: Zoning Map (Greenwood and Johnson County)

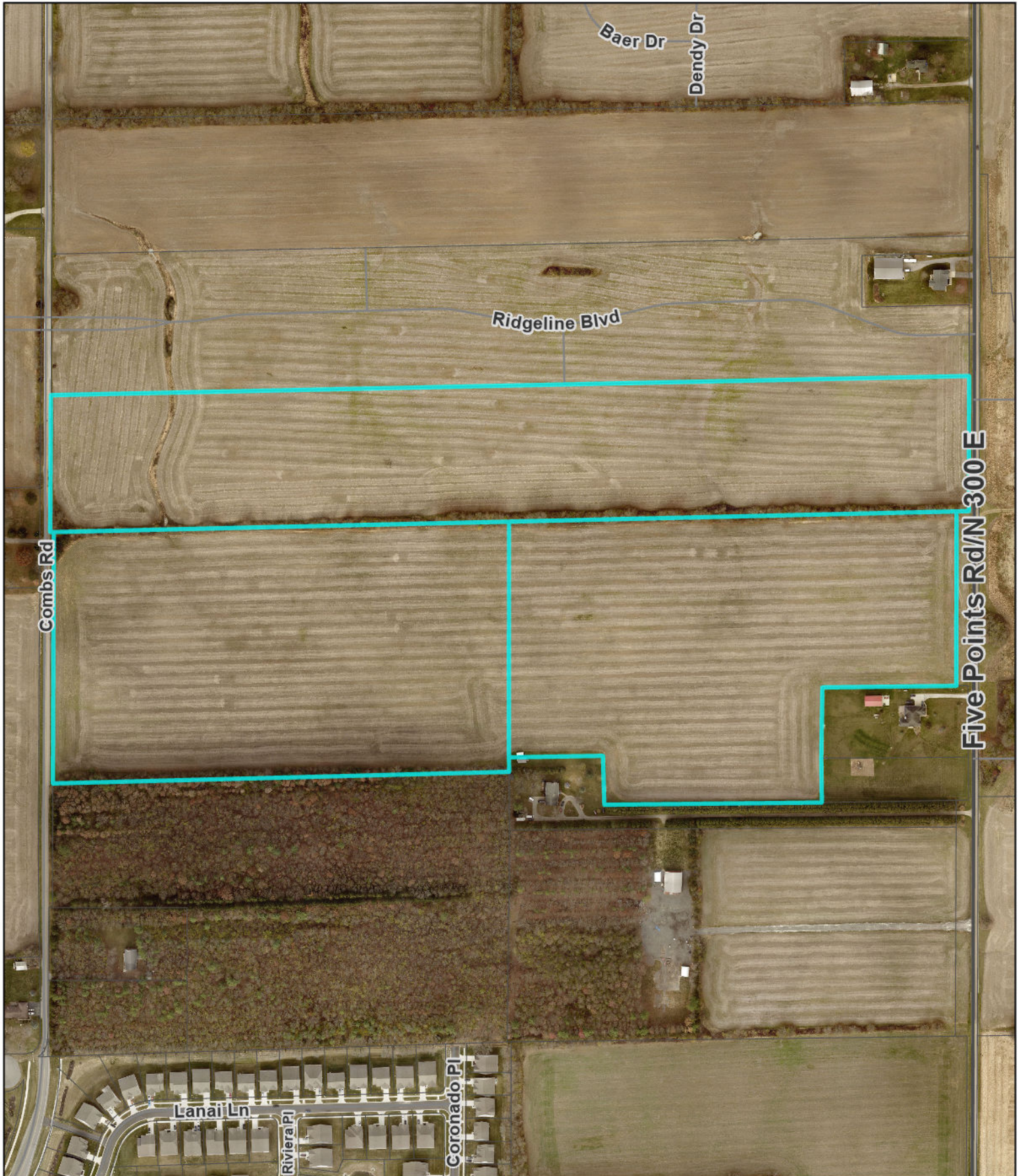
Exhibit C: Comprehensive Plan 2024: Future Land Use Map

Exhibit D: Comprehensive Plan 2024: Future Transportation Map and Intersection Improvements

Exhibit E: Comprehensive Plan 2024: Future Trail Network Map

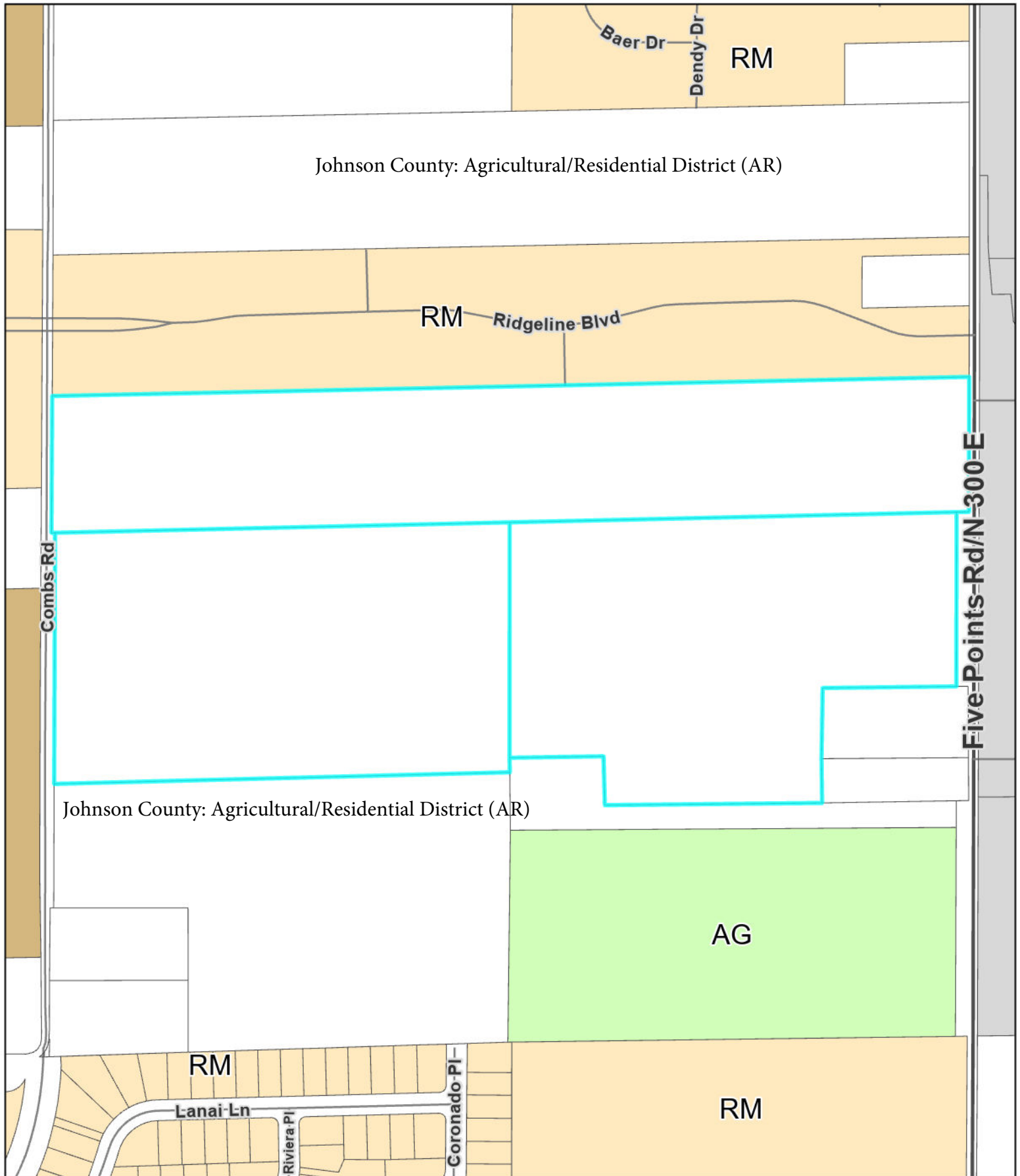
Exhibit F: Legal Description

Exhibit G: Proposed Concept Plan



Existing Zoning Map

Exhibit B



AC - Airport	IC - Interstate Commercial	OS - Open Space	RMC - Residential Multi-Unit Complex
AG - Agriculture	IL - Industrial Large	PUD - Planned Unit Development	RMH - Residential Mobile Home
CL - Commercial Large	IM - Industrial Medium	RL - Residential Large Lot	
CM - Commercial Medium	OT - Old Town	RM - Residential Medium Lot	
CS - Commercial Small	OTR - Old Town Residential	RA - Residential Attached Single-Family	



FIGURE 5.1: FUTURE LAND USE MAP

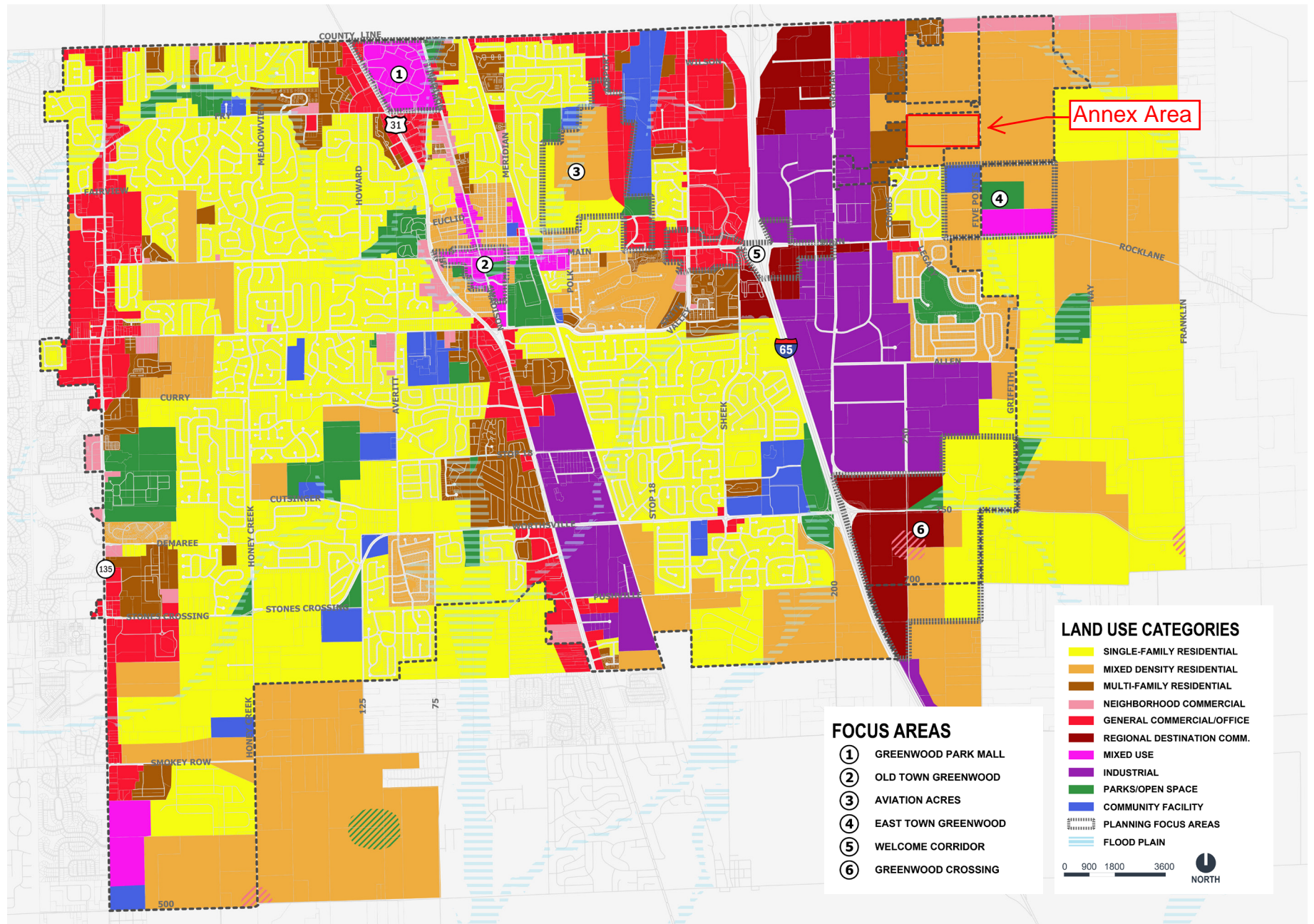


FIGURE 6.1: FUTURE THOROUGHFARE MAP AND INTERSECTION IMPROVEMENTS

Exhibit D

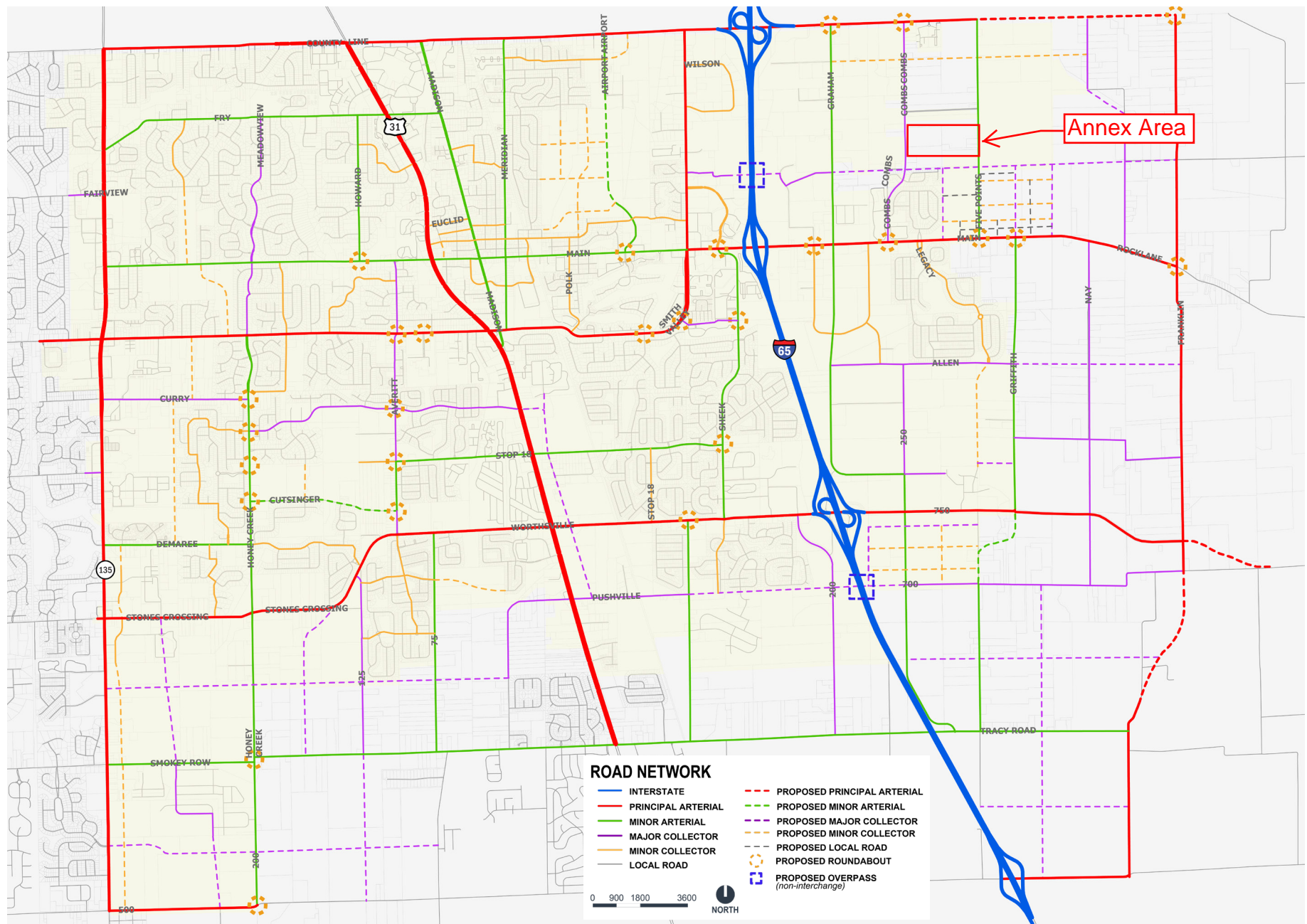
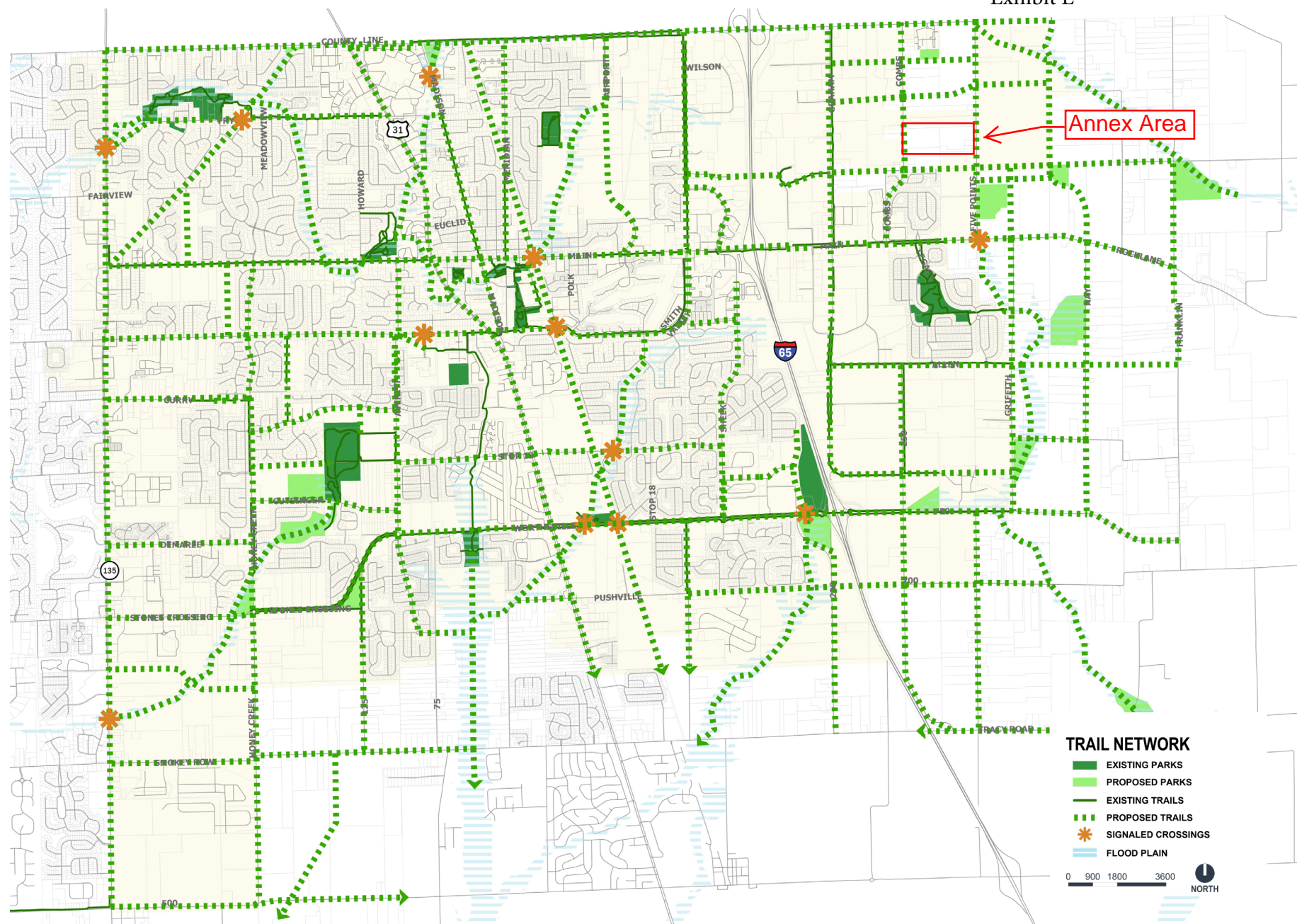
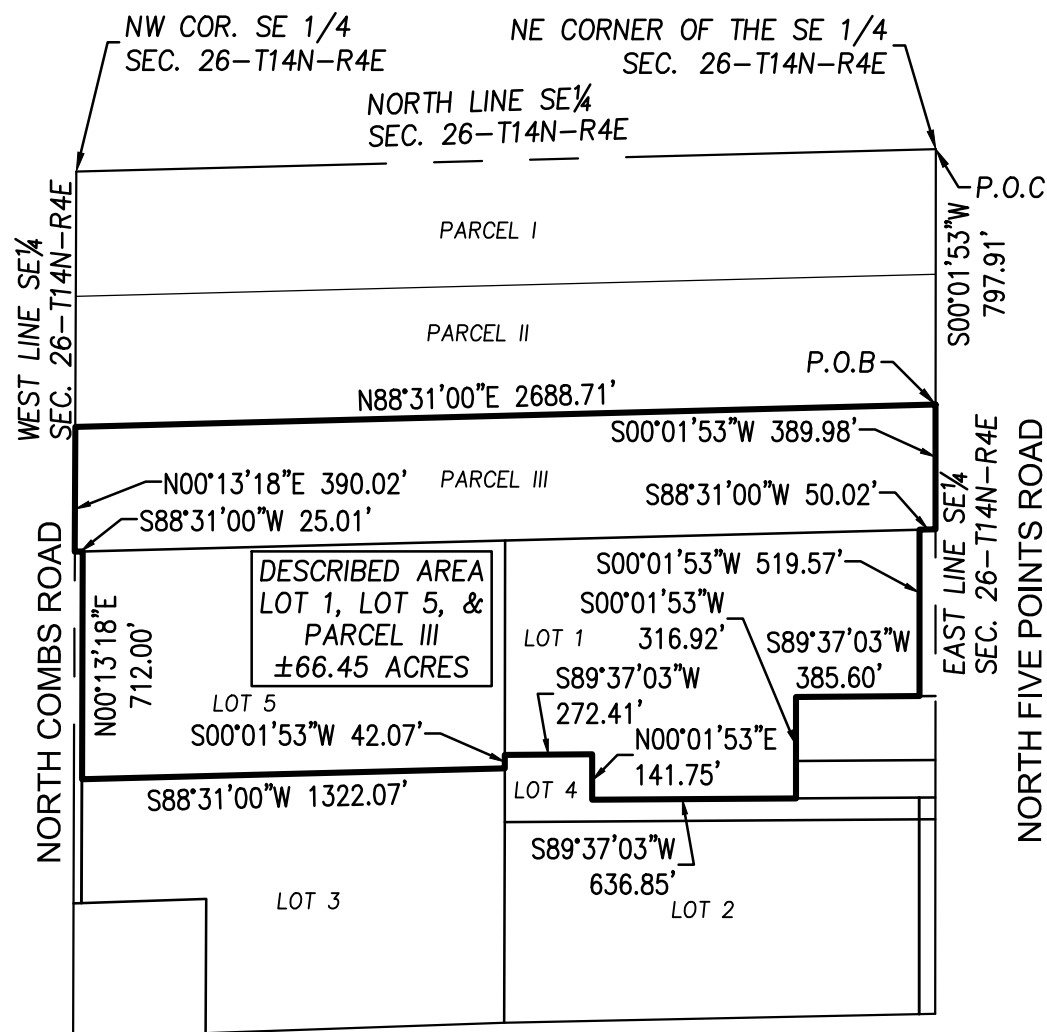


FIGURE 7.1: FUTURE TRAIL NETWORK MAP



**LAND DESCRIPTION**

PART OF THE SOUTHEAST QUARTER OF SECTION 26, TOWNSHIP 14 NORTH, RANGE 4 EAST OF THE SECOND PRINCIPAL MERIDIAN IN PLEASANT TOWNSHIP, JOHNSON COUNTY, INDIANA BEING LOTS NUMBERED 1 AND 5 OF IDA ROSE MEYER MINOR SUBDIVISION PER THE PLAT THEREOF RECORDED AS INSTRUMENT NUMBER 2016-026466 IN THE OFFICE OF THE RECORDER OF JOHNSON COUNTY, INDIANA AND PARCEL III SHOWN ON A SURVEY CERTIFIED BY PAUL MAURER PROFESSIONAL SURVEYOR NUMBER 880006 CERTIFIED ON MAY 15, 2013 AND RECORDED AS INSTRUMENT NUMBER 2013-012284 IN SAID RECORDER'S OFFICE, AND BEING MORE PARTICULARLY DESCRIBED AS FOLLOWS:

COMMENCING AT THE NORTHEAST CORNER OF SAID SOUTHEAST QUARTER; THENCE ALONG THE EAST LINE OF SAID SOUTHEAST QUARTER SOUTH 00 DEGREES 01 MINUTE 53 SECONDS WEST 797.91 FEET TO THE NORTHEAST CORNER OF SAID PARCEL III BEING THE POINT OF BEGINNING; THENCE CONTINUING ALONG SAID EAST LINE SOUTH 00 DEGREES 01 MINUTE 53 SECONDS WEST 389.98 FEET TO THE SOUTHEAST CORNER OF SAID PARCEL III; THENCE ALONG THE SOUTH LINE OF SAID PARCEL III SOUTH 88 DEGREES 31 MINUTES 00 SECONDS WEST 50.02 FEET TO THE NORTHEAST CORNER OF SAID LOT 1; THENCE ALONG THE PERIMETER OF SAID LOT 1 THE FOLLOWING SIX (6) COURSES:

- 1) SOUTH 00 DEGREES 01 MINUTE 53 SECONDS WEST 519.57 FEET;
- 2) SOUTH 89 DEGREES 37 MINUTES 03 SECONDS WEST 385.60 FEET;
- 3) SOUTH 00 DEGREES 01 MINUTE 53 SECONDS WEST 316.92 FEET;
- 4) SOUTH 89 DEGREES 37 MINUTES 03 SECONDS WEST 636.85 FEET;
- 5) NORTH 00 DEGREES 01 MINUTE 53 SECONDS EAST 141.75 FEET;
- 6) SOUTH 89 DEGREES 37 MINUTES 03 SECONDS WEST 272.41 FEET TO A POINT ON THE EAST LINE OF SAID LOT 5; THENCE ALONG THE PERIMETER OF SAID LOT 5 THE FOLLOWING THREE (3) COURSES:

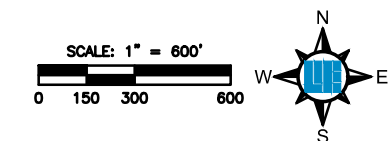
- 1) SOUTH 00 DEGREES 01 MINUTE 53 SECONDS WEST 42.07 FEET;
- 2) SOUTH 88 DEGREES 31 MINUTES 00 SECONDS WEST 1322.07 FEET;
- 3) NORTH 00 DEGREES 13 MINUTES 18 SECONDS EAST 712.00 FEET TO A POINT ON THE SOUTH LINE OF SAID PARCEL III;

THENCE ALONG SAID SOUTH LINE SOUTH 88 DEGREES 31 MINUTES 00 SECONDS WEST 25.01 FEET TO THE WEST LINE OF SAID SOUTHEAST QUARTER; THENCE ALONG SAID WEST LINE NORTH 00 DEGREES 13 MINUTES 18 SECONDS EAST 390.02 FEET TO THE NORTHWEST CORNER OF SAID PARCEL III; THENCE ALONG THE NORTH LINE OF SAID PARCEL III NORTH 88 DEGREES 31 MINUTES 00 SECONDS EAST 2688.71 FEET TO THE POINT OF BEGINNING CONTAINING 66.45 ACRES MORE OR LESS.

This drawing is not intended to be represented as a retracement or original boundary survey, a route survey, or a Surveyor Location Report.

FIVE POINTS ROAD - GREENWOOD, INDIANA

REZONE EXHIBIT - RM ZONING PETITION DATE: AUGUST 6, 2025



WEIHE
ENGINEERS

10505 N. College Avenue
Indianapolis, Indiana 46280
weihe.net
317 | 846 - 6611

ARBOR HOMES

PAGE 1 OF 1

Location: C:\Users\hennick\AppData\Local\Temp\MapData\202508\Concept_Plan_C.dwg
Date/Time: October 09, 2025 10:23am
Plotted By: hennick

CONCEPTUAL
LAND PLAN "C"
October 9,
2025

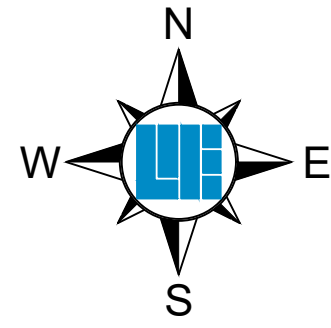
SITE DATA	
RM ZONING - GREENWOOD	PROPOSED
GROSS SITE AREA:	66.45 AC
PROPOSED PUBLIC RIGHT-OF-WAY:	12.85 AC +/-
COMMON AREA:	
GREEN SPACE:	8.79 AC +/-
NORMAL POOL AREA:	6.78 AC +/-
TOTAL COMMON AREA:	15.57 AC +/-
COMMON AREA AS PERCENTAGE OF GROSS SITE AREA:	23%
NATURAL PRESERVED AREA:	0.00 AC +/-
TOTAL LOTS:	164
OVERALL DENSITY (TOTAL LOTS/GROSS SITE AREA)	2.47 LOTS/AC
TYPICAL RIGHT-OF-WAY WIDTH:	
ONSITE STREETS:	60'
FIVE POINTS ROAD FRONTAGE:	50' (1/2 ROW)
COMBS ROAD FRONTAGE:	50' (1/2 ROW)
CENTERLINE LENGTH:	8,722 LF

3-CAR OPTION

LOT STANDARDS:	
71' X 130' LOTS:	
NUMBER OF LOTS:	26
PROPOSED MINIMUM LOT AREA:	9,230 SF
PROPOSED MINIMUM FRONT SETBACK:	25'
PROPOSED MINIMUM SIDE YARD SETBACK:	10'
PROPOSED MINIMUM LOT REAR YARD SETBACK:	25'
PROPOSED MINIMUM LOT WIDTH AT BUILDING LINE:	51'
PROPOSED BUILDING PAD SIZE:	51' X 60'

STANDARD OPTION

LOT STANDARDS:	
61' X 130' LOTS:	
NUMBER OF LOTS:	138
PROPOSED MINIMUM LOT AREA:	7,700 SF
PROPOSED MINIMUM FRONT SETBACK:	25'
PROPOSED MINIMUM SIDE YARD SETBACK:	10'
PROPOSED MINIMUM LOT REAR YARD SETBACK:	25'
PROPOSED MINIMUM LOT WIDTH AT BUILDING LINE:	41'
PROPOSED BUILDING PAD SIZE:	41' X 60'



PREPARED FOR:
WYNFELL
SHEET NO. _____
PROJECT NO.
W250382

760 FIVE POINTS ROAD, GREENWOOD, IN 46143

CONCEPT PLAN A - CONCEPT PLAN A-BLANK

Part of the 2024 of Section XX, Township XX North, Range X East, XXXX County, Indiana

APPROVAL PENDING
NOT FOR CONSTRUCTION

REVISIONS AND ISSUES	
xx/xx/20xx	

PROJECT NO.:	BY:	DATE:
W250382		
DWG NAME:		
Concept Plan C		
DESIGNED BY:		
MMH		
DRAWN BY:		
MMH		
CHECKED BY:		
KCS		
DATE:		
07/18/2025		

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