
PC2025-013 Robison Property RM/RA/CM ANNEXATION STUDY

FOR LAND CONTIGUOUS TO CITY OF GREENWOOD, INDIANA



Owners: Donald & Julie Robison, Robison CRF LLC

Applicant: Arbor Homes

Property Location: 3310 E. Rocklane Road (Parcels 41-02-36-021-003.000-006, and 41-02-36-021-001.000-006)

Total Acreage: +/- 68 Acres

Number of Parcels: 2

Current Zoning: Johnson County AG, Agricultural

Zoning Proposed: RM – Residential Medium, RA – Residential Attached, and CM – Commercial Medium

Submitted to: Greenwood Common Council

Prepared Under the Direction of Gabriel Nelson, Planning Director

Updated 3/5/2025

Contents

SECTION ONE: INTRODUCTION	3
Contiguity.....	3
SECTION TWO: CURRENT PARCEL INFORMATION	4
Parcel Information.....	4
SECTION THREE: PLAN TO PROVIDE MUNICIPAL SERVICES.....	5
Cost of Services Provided by the City of Greenwood to the Annexed Property	5
Organization and Extension of Services	5
SECTION FOUR: FINANCIAL IMPACT/ FISCAL PLAN	7
SECTION FIVE: EFFECT OF ANNEXATION.....	8
SECTION SIX: SUMMARY & RECOMMENDATIONS.....	9
Plan Commission Review and Recommendation:	9
Common Council Consideration and Adoption:	9
ATTACHMENT A: GREENWOOD/JOHNSON COUNTY ZONING MAP	10
ATTACHMENT B: PROPOSED SITE PLAN	11

SECTION ONE: INTRODUCTION

Indiana Code Requirements

When pursuing an annexation, a municipality must comply with State law, as established in the statutes at I.C. 36-4-3 et seq., as amended. I.C. 36-4-3-1.5 sets forth the requirements for contiguity:

1. The aggregate external boundaries of the territory sought to be annexed are one-eighth (1/8) contiguous to the boundaries of the municipality;
 - a. A strip of land less than 150 wide does not count towards contiguity.

Additionally, Indiana Statute (IC 36-4-3-3.1) requires the City of Greenwood, the annexing municipality, to develop and adopt by resolution, a fiscal plan for extension of municipal services to the annexed area.

In the preparation of the annexation fiscal plan, as required by Indiana Code, the City of Greenwood has determined and compared the cost of providing non-capital and capital services to the annexation area, with the potential tax revenue generated by the developed parcel. The fiscal plan shall identify the following:

1. The cost estimates for planned services to be furnished to the property to be annexed;
2. The method or methods of financing the planned services;
3. The organization and extension of services;
4. That planned services of a non-capital nature, including police protection, fire protection, street and road maintenance, and other non-capital services normally provided within the corporate boundaries will be provided within one (1) year after the effective date of annexation;
5. Those services requiring capital improvements, including street construction, sewer facilities, water facilities, and stormwater drainage facilities, will be provided within three (3) years after the effective date of the annexation;
6. The estimated effect on taxpayers in the City of Greenwood;
7. The effect of annexation on the City of Greenwood finances;
8. The effect of annexation on other political subdivisions and taxpayers that are not part of the annexation; and
9. A list of all properties, property owners, parcel identification numbers and most recent assessed values for each parcel.

Contiguity: The property to be annexed by the City of Greenwood has a total border of 7,556.55 feet and is contiguous along 1,110.81 feet. The total percentage contiguous is 14.7%, meeting requirements of Indiana Code and will be zoned Residential Medium (RM).

Zoning: Attachment A shows the Johnson County and Greenwood existing zoning classifications. The parcels to be annexed are zoned Agricultural (AG) by Johnson County. The petitioner requests approximately 30 acres be rezoned Residential Medium (RM), 27 acres be rezoned to Residential Attached (RA), and 11 acres be rezoned to Commercial Medium (CM).

Concept Plan: Attachment B shows the residential Concept Plan.

SECTION TWO: CURRENT PARCEL INFORMATION

Parcel Information

- 1) Parcel ID # 41-02-36-021-003.000-006
 - a. Property Owner – Donald & Julie Robison
 - b. Property Address – 3310 Rocklane Road, Greenwood, IN
 - c. Assessed Value (2024) - \$290,300
 - d. Acreage – 4.7
- 2) Parcel ID # 41-02-36-021-001.000-006
 - a. Property Owner – Robison CRF LLC
 - b. Property Address – 925 Silver Valley Circle, Greenwood, IN
 - c. Assessed Value (2024) - \$151,200
 - d. Acreage – 63.44

Legal Description

PART OF THE EAST HALF OF THE NORTHWEST QUARTER OF SECTION 36, TOWNSHIP 14 NORTH, RANGE 4 EAST OF THE SECOND PRINCIPAL MERIDIAN IN CLARK TOWNSHIP, JOHNSON COUNTY, INDIANA BEING MORE PARTICULARLY DESCRIBED AS FOLLOWS:

COMMENCING AT THE SOUTHWEST CORNER OF SAID HALF QUARTER SECTION; THENCE ALONG THE SOUTH LINE OF SAID QUARTER SECTION NORTH 89 DEGREES 16 MINUTES 05 SECONDS EAST (BEARINGS ARE DERIVED FROM COORDINATES BASED UPON THE INDIANA STATE PLANE COORDINATE SYSTEM EAST ZONE. NAD 83 (2011)) 228.76 FEET TO THE SOUTHWEST CORNER OF THE LAND OF ROBISON CRF, LLC AS DESCRIBED IN INSTRUMENT NUMBER 2022-023476 BEING MARKED BY A MAG NAIL ALSO BEING THE POINT OF BEGINNING; THENCE ALONG THE WEST LINE OF SAID LAND NORTH 00 DEGREES 37 MINUTES 07 SECONDS EAST 2667.81 FEET TO THE NORTH LINE OF SAID QUARTER SECTION BEING MARKED BY A FIVE-EIGHTHS-INCH DIAMETER REBAR WITH BLUE PLASTIC CAP STAMPED "BARKOCY LS21800016"; THENCE ALONG SAID NORTH LINE NORTH 89 DEGREES 10 MINUTES 02 SECONDS EAST 1109.57 FEET TO THE NORTHEAST CORNER OF SAID NORTHWEST QUARTER SECTION BEING MARKED BY A STONE; THENCE ALONG THE EAST LINE OF SAID QUARTER SECTION SOUTH 00 DEGREES 35 MINUTES 33 SECONDS WEST 2669.73 FEET TO THE SOUTHEAST CORNER OF SAID QUARTER SECTION BEING MARKED BY A MAG NAIL WITH WASHER STAMPED "WEIHE ENGR. 0012"; THENCE ALONG THE SOUTH LINE OF SAID QUARTER SECTION SOUTH 89 DEGREES 16 MINUTES 05 SECONDS WEST 1110.75 FEET TO THE POINT OF BEGINNING CONTAINING 68.00 ACRES, MORE OR LESS.

SECTION THREE: PLAN TO PROVIDE MUNICIPAL SERVICES

Cost of Services Provided by the City of Greenwood to the Annexed Property

This report has been created for the purpose of estimating the potential fiscal impact of new development and annexations to the City of Greenwood. It is not intended to serve a specific budgetary purpose, but rather express estimated costs and benefits based on a set of level-of-service related assumptions.

	Current Level of Service		*Additional w/ Annex		*Additional Expenditures			
	Per Acre	Per Household	Acres Added	Households Added	Acreage Based	% of 2025 Budget	Household Based	% of 2025 Budget
Parks	\$221.83	\$153.75	68	192	\$15,084.69	0.38%	\$29,519.14	0.74%
CDS	\$69.89	\$48.44	68	192	\$4,752.57	0.38%	\$9,300.27	0.74%
Mayor	\$33.85	\$23.46	68	192	\$2,302.04	0.38%	\$4,504.84	0.74%
BPWS	\$490.66	\$340.06	68	192	\$33,365.01	0.38%	\$65,291.77	0.74%
Police	\$576.44	\$399.51	68	192	\$39,197.64	0.38%	\$76,705.61	0.74%
Fire	\$725.07	\$502.52	68	192	\$49,304.68	0.38%	\$96,484.00	0.74%
DPW	\$339.55	\$235.33	68	192	\$23,089.47	0.38%	\$45,183.62	0.74%
Controller	\$18.53	\$12.84	68	192	\$1,259.83	0.38%	\$2,465.36	0.74%
Clerk	\$8.00	\$5.54	68	192	\$543.92	0.38%	\$1,064.40	0.74%
Law	\$21.45	\$14.87	68	192	\$1,458.93	0.38%	\$2,854.97	0.74%
HR	\$10.77	\$7.46	68	192	\$732.18	0.38%	\$1,432.80	0.74%
IT	\$57.55	\$39.88	68	192	\$3,913.19	0.38%	\$7,657.70	0.74%
City Court	\$35.66	\$24.71	68	192	\$2,424.89	0.38%	\$4,745.25	0.74%
Annual Totals					\$177,429.04		\$347,209.71	
Estimated 4 Year Total					\$709,716.18		\$911,425.50	
*Estimates based on total buildout								

Organization and Extension of Services

The City of Greenwood is committed to providing capital and non-capital services to the land proposed for annexation in the same manner as areas currently within City limits, regardless of similarity. Non-capital services will be provided within one year of the completion of the annexation. Capital improvements, if any, will be provided within three years of the completion of the annexation. Any monetary figures presented here are merely estimates, subject to change. Many variables, including the rate and extent of future development, future property assessments, and fluctuations in the cost of providing various services are expected to have an influence.

1. Non-Capital Improvements:

The City of Greenwood Departments of Community Development Services (CDS), Public Works, Stormwater, Police, Fire, EMS, BPWS, Mayor's Office, and Clerk's Office will assume and retain immediate responsibility. There are little to no actual anticipated costs with the extension of these services and each of these services will be readily available within the one (1) year requirement.

2. Capital Improvements:

Capital improvements are those such as sanitary sewer, storm sewer and street maintenance projects that would be required for further development. Each of these utilities are currently located on or near the property and will not require any capital projects on behalf of the City. Any new development of the property requiring utilities will be the responsibility of the developer. Other utilities such as water, natural gas, electric, cable, and telephone services are provided by private companies.

***Developer will be responsible for extension of sanitary sewer and required road access*

SECTION FOUR: FINANCIAL IMPACT/ FISCAL PLAN

The purpose of this section is to review and discuss the potential revenues for funding the increased costs for providing services to the annexation area. Projections for revenue are based upon the petitioner's annexation application.

Estimated revenue is based on the following:

1. Property Taxes:

- Real Property Tax: The 2024 assessed valuation of these parcels at \$441,500 will have very little impact on the tax rate throughout city, and will have little effect on revenue. See 'Effect of Annexation' section for further information.
- Personal Property Tax: There will likely not be personal property taxes associated with residential development of this parcel.

2. Stormwater Utility: The monthly billing for stormwater utility services will be \$15 per 2800 sq ft of impervious surface (ERU). The chart below shows the projected stormwater fees based on estimates provided by the petitioner:

	Acres	Square Feet	ERU	New SW Fees/Year	Cumulative Fees
Year 1	5.6	242,000	86	\$ 1,296.43	\$ 1,296.43
Year 2	5.1	223,000	80	\$ 1,194.64	\$ 2,491.07
Year 3	5.9	256,700	92	\$ 1,375.18	\$ 3,866.25
Year 4	-	-	-	\$ -	\$ 3,866.25
Total	16.6	721,700	258	\$ 3,866.25	\$ 3,866.25

Any new drainage concerns will be evaluated and the Stormwater Superintendent, and the Stormwater Department. The Stormwater Department will review its work plan and project list on a regular basis to determine specific projects and priorities.

- 3. Building Permit Fees:** Homes are proposed to be built at a rate of 52 per year for Years 1-3 and the remaining 36 homes in Year 4. Assuming an average 1,850 square feet per home, permits will average \$492/home (based on proposed permit fees), for a total over the four-year period of \$94,464.
- 4. Park Impact Fee:** Park impact fees will be recognized across all four years. The impact fees for the 192 proposed homes will amount to an average of \$142,896 over Years 1-3, and \$98,928 in Year 4 for a total of \$527,616 based on the proposed park impact fees of \$2,748 per home.

SECTION FIVE: EFFECT OF ANNEXATION

1. Estimated Effect on Taxpayers in Greenwood
 - a. The estimated tax rate would drop by 0.0001 (about \$0.10 per \$100,000 AV), and would be expected to remain relatively similar for the next four (4) years.
 - b. The estimated change in tax levy per taxpayer will be minimal. The amount over four (4) years would be negligible.
 - c. The annexation likely will cause some increase in expenditures.
 - i. The costs indicated in Section Three do not indicate actual expenditures, but are rather theoretical numbers to illustrate the type of costs associated with new development. At the rate the City continues to grow, additional expenditures will become necessary. However, with the number of other ongoing projects, it is difficult to connect any particular expense to this annexation.
 - d. The annexation of this parcel could have a minor impact on service levels, particularly given that this area is skipping unincorporated areas.
 - e. The annexation will have minimal to no effect on annual debt service payments.
2. Estimated Effect on Municipal Finances
 - a. The estimated levy increase due to the annexation is \$2,855. Estimated levy increases attributed to this annexation and a proposed growth rate of 0% for 2026, 1% for 2027, and 2% for 2028 and 2029, would be an increase of \$12,994 over this time period compared to the growth rate without annexation. The levy increases (or lack thereof) are difficult to compute at this time as the future growth quotients are proposed to be revised by the State Legislature.
 - b. Any lowering of the tax levy will result in a slight reduction in the number of properties reaching the tax caps, and increase receivable revenue for the City.
 - c. Only the assessed value at the time of annexation is considered in the levy increase. All assessed value increases of the property due to buildout will help to lower the City's tax rate, but do not increase the levy.
3. Estimated Effect on Other Political Subdivisions
 - a. There is no outstanding Pleasant Township debt to consider.
 - b. There is a tax rate totaling 0.2011 for Pleasant Township fire that would result in approximately \$888 per year that would be lost due to annexation.
 - i. The resulting change in the tax rate for Pleasant Township fire related services could rise to 0.20535 resulting in a minor increase (Approx. \$4.25 per \$100,000 AV) to Pleasant Township residents in unincorporated areas of Johnson County.
 - c. Tax rates for the other political subdivisions affected should remain steady.
 - d. This parcel will hit the circuit breaker, based on being placed in the agricultural category capped at 2%. The estimated total tax credit is \$1,572 and distributed as follows:
 - i. Johnson County Credit – \$187.28
 - ii. Clark Pleasant Schools Credit – \$804.51
 - iii. Pleasant Township Credit – \$2.06
 - iv. Greenwood Credit – \$434.01
 - v. Johnson County Public Library Credit – \$38.99
 - vi. Johnson County Solid Waste Credit – \$5.24

SECTION SIX: SUMMARY & RECOMMENDATIONS

Plan Commission Review and Recommendation:

The Greenwood Planning Commission has submitted a petition for annexation for 68 acres. The Greenwood Planning Commission considered: 1) the statutory criteria for annexation and zoning classification; 2) staff comments and recommendations; 3) oral and written comments from remonstrators and property owners; and 4) the official annexation policy of the City. At the conclusion of a public hearing held on March 10, 2025, the Planning Commission granted a _____ recommendation which was certified and forwarded to the Greenwood Common Council. The Plan Commission's vote was _____ (___) to _____ (___) for the annexation with zoning classifications of Residential Medium (RM), Residential Attached (RA), and Commercial Medium (CM).

The proposed annexation area is a logical extension of the City. The subject area meets or exceeds state and local criteria for annexation. Annexation of this area will help the City grow in a logical and orderly manner, as well as helping to preserve a solid tax base.

Annexation of this area will square-up the City's corporate limits. Private and public utilities will provide water, natural gas, electricity, and telephone services to the area. Annexation does not guarantee sanitary sewer capacity. The availability of sanitary sewers must be determined by the Board of Public Works and Safety in order for development to occur. The timetable for a determination on sanitary sewer capacity is based upon several factors which are not within the City's control.

Common Council Consideration and Adoption:

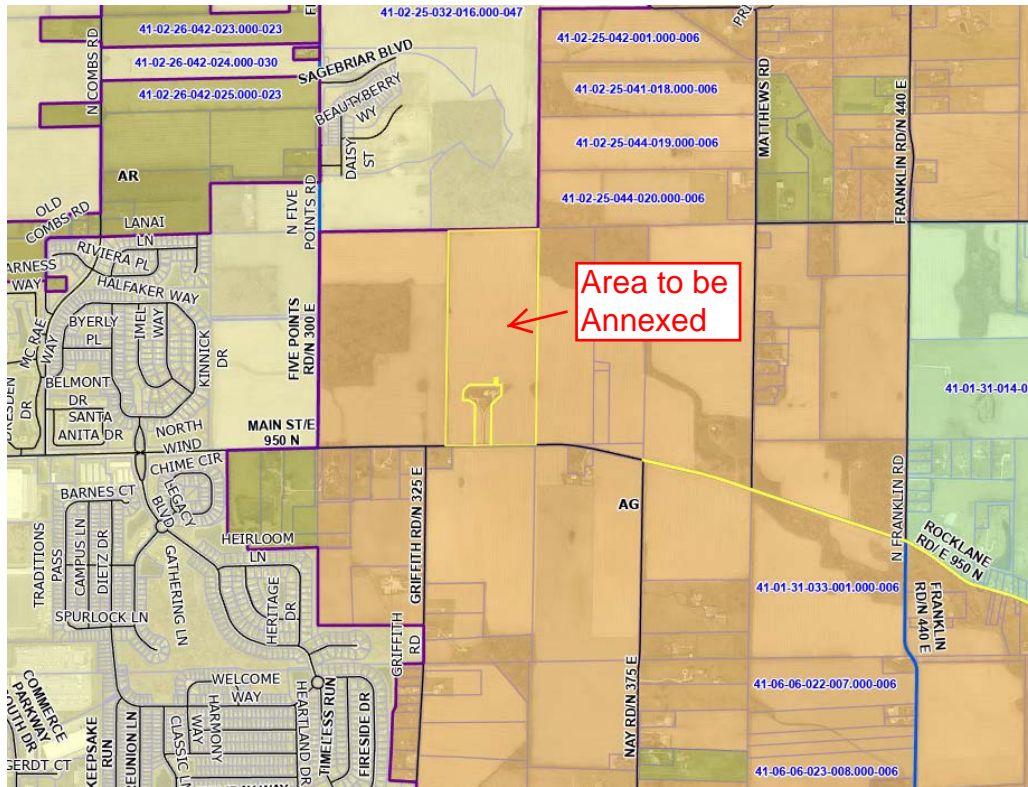
The Greenwood Common Council, like the Greenwood Advisory Plan Commission, has also given consideration to: 1) the contents and policies of this plan; 2) the statutory criteria for annexation and zoning classification; 3) staff comments and recommendation; 4) oral and written comments from remonstrators and property owners; and 5) the official annexation policy of the City.

Based upon the considerations enumerated above, the Greenwood Common Council adopted this plan by reference in Resolution No 25-____ adopted on the ____ day of _____, 2025.

City services shall be extended to the annexed area as provided in Section Three: Plan to Provide Municipal Services, and Section Four: Financial Impact/Fiscal Plan, of this annexation study.

Exhibit A

Johnson County Zoning



Greenwood City Zoning

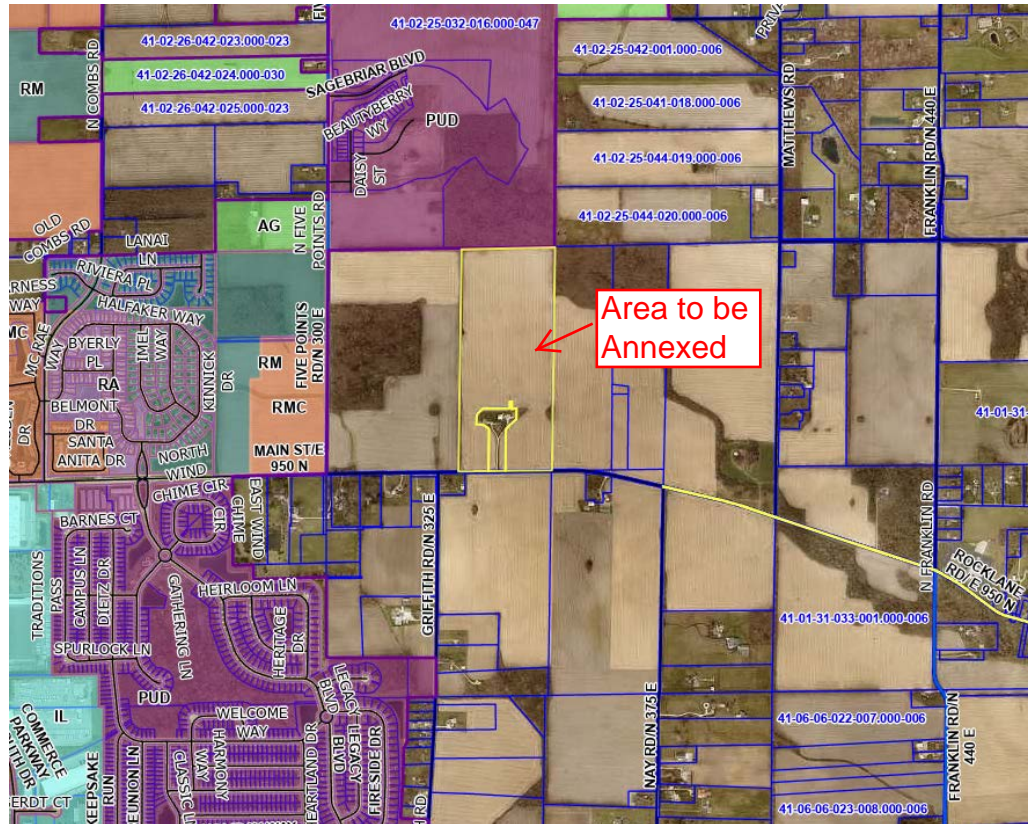


Exhibit B



CONCEPTUAL LAND PLAN "D"

JANUARY 22, 2025

SITE DATA	
GROSS SITE AREA	88 AC +/-
COMMERCIAL AREA (INCLUDES ROW)	10.9 AC +/-
RESIDENTIAL AREA (INCLUDES ROW)	57.1 AC +/-
COMMON AREA	
DETENTION AREA (SOME DRYWET)	9.4 AC +/-
TOTAL COMMON AREA	14.3 AC +/-
TOTAL LOTS	182
OVERALL DENSITY (TOTAL LOTS/GROSS SITE AREA)	2.08 LOTS/AC
LOT STANDARDS:	
6'1" LOTS: RM ZONING	
NUMBER OF LOTS	74
MINIMUM S.F.	7,750 SF
MINIMUM SIDE YARD SETBACK	5'
MINIMUM LOT WIDTH AT BUILDING LINE	50'
MINIMUM REAR YARD SETBACK	10'
PROPOSED BUILDING PAD SIZE	41' X 60'
PROPOSED MINIMUM BUILDING PAD SIZE (INDICATED WITH "+")	30' X 60'
ARRIVAL 14'1" LOTS: RA ZONING	
NUMBER OF LOTS	116
MINIMUM S.F.	5,000 SF
MINIMUM SIDE YARD SETBACK	5'
MINIMUM LOT WIDTH AT BUILDING LINE	40'
MINIMUM REAR YARD SETBACK	10'
PROPOSED BUILDING PAD SIZE	37' X 39'
STREETS:	
DRIVE STREETS	80' ROW
PROPOSED STREET CENTERLINE	8.844' +/-
BIOSOLAR ROW FOOTING	60' ROW