

Staff Report – Plan Commission

Docket #:	PC2025-013 Annexation/Zone Map Change	Hearing Date:	March 10, 2025
Applicant:	Domonic Dreyer, Arbor Homes, 9225 Harrison Park Ct., Indianapolis, IN 46216		
Owner:	Donald B & Julie L Robinson, 3310 Rocklane Rd., Greenwood, IN 46143 Robinson CRF LLC (James D. Robinson), 925 Silver Valley Cr., Greenwood, IN 46142		
Subject Property:	3310 & 0 Rocklane Rd., Greenwood, IN 46143		
Staff Contact:	Gabe Nelson, nelsong@greenwood.in.gov, 317.883.8051		

Request:

The petitioner seeks to annex approximately 68 acres of real estate, currently zoned Agriculture (AG) under Johnson County zoning, and rezone it to Residential Medium Lot (RM), Residential Attached Single-Family (RA), and Commercial Medium (CM) under City of Greenwood zoning. Identified as a Focus Area for mixed-use development in the 2024 Comprehensive Plan, the site is proposed for a residential neighborhood featuring single-family homes.

The submitted Concept Plan includes 10+ acres of frontage reserved for future commercial development, and 192 single-family homes, developed by Arbor Homes. Within the RM zone, Arbor Homes plans to construct its traditional Arbor Series, consisting of one- and two-story homes. In the RA zone, the Arrival Series will be featured, offering two- and three-story homes. For more details on housing products, see Exhibits E and F.

Location:

The subject property is located 0.3 miles east of Five Points Rd. on the north side of E Rocklane Rd. Parcel ID # 41-02-36-021-001.000-006, 41-02-36-021-003.000-006

Exhibit H: Legal Description

Existing Land Use:

The property is currently zoned Johnson County - Agriculture (AG)

Surrounding Land Use:

North: City of Greenwood – PUD, Sagebriar
 South: Johnson County – Agriculture (AG), Vacant Land
 East: Johnson County – Agriculture (AG), Vacant Land
 West: Johnson County – Agriculture (AG), Vacant Land

Ordinance References:

- Resolution No. 24-11, Greenwood Comprehensive Plan
- Ordinance 21-44, 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:

- The comprehensive plan;
- Current conditions and the character of current structures and uses in each district;
- The most desirable use for which the land in each district is adapted;
- The conservation of property values throughout the jurisdiction; and
- 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 has been identified on the current 2024 Adoption Draft Comprehensive Plan's future land use map as a focus area/planning sub-area that includes mixed use, mixed density residential, and park/open space. This annexation would achieve the goal of having multiple density home selections and a future commercial core along Rocklane Rd. The overall design of the site is consistent with the focus area description in the new Comprehensive Plan. The site has a significant contiguous border with incorporated Greenwood. The planned development of this site as mixed use (residential and commercial uses) is consistent and compatible with surrounding land uses. The annexation will allow for 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 Development will feature two distinct home lines that can provide a mix of residential options for future homeowners. Further, the future residents of this development will help support Greenwood's future commercial activity in this area.

Staff Comment: The designated focus area was intentionally planned as a walkable, mixed-use district. However, the proposed development's long block lengths and absence of alley-loaded garages do not align with this vision. Additionally, the petitioner anticipates requiring a variance for the proposed garage sizes. The development lacks walkability and does not introduce any new elements that differentiate it from existing areas within the city. The focus area was envisioned as a town center that emphasizes pedestrian circulation and community connectivity. As illustrated in Exhibit G, the focus area features compact, walkable blocks with a diverse mix of housing types surrounding a dynamic commercial and cultural core.

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

As mentioned, 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 to set the tone and encourage future mixed use/mixed density residential development and annexations in this area. The site is being planned to align with the future vision of the East Town Greenwood Focus Area. This development's planned street and path infrastructure supports this area's vision for "compact, walkable blocks" that "surround a commercial and cultural core." Further, annexation and development of these sites will add further utility infrastructure and increase the City's control of this area regarding future type, intensity, and timing of new development that follows.

Staff Comment: There are significant physical and fiscal utility and connectivity barriers associated with the subject property.

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

The Annexation will have significant advantages to the City as a whole. A residential development as proposed will provide high-quality houses to future and current residents. The diversity in home product type will allow for traditional single-family density as well as a higher density option that will suite a diverse range of future homeowners. The planned development will provide pedestrian and vehicle circulation through the area supporting a future commercial core. 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 and aims.

Staff Comment: It should be noted that this development will not bring in excess tax dollars as the state system does not allow this. The estimated change in tax levy per taxpayer will be minimal; the amount over four (4) years would be negligible.

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 mixture of different density residential and commercial. The plan for this site supports this effort. Greenwood, as noted in the Comprehensive Plan, has limited areas for future expansion. The Eastern border of Greenwood, including this site, is one such opportunity. This 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. This site will also support community connectivity, a range of housing types, and a commercial core.

Staff Comment: While Greenwood is in need of housing, as previously mentioned there are significant utility and connectivity challenges associated with this parcel. Simply adding housing does not justify annexation if the development does not contribute meaningfully to the city's long-term vision.

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

The proposed annexation is an opportunity for Greenwood to grow East to the future planning zone of Greenwood. This annexation will open up potential future annexations to the property's south and east which is a goal that is outlined in the current Comprehensive Plan.

Staff Comment: The subject parcel does not directly abut the city's eastern boundary, as it is separated by an intervening parcel. This pattern contributes to a leapfrog development effect, posing challenges for the county in efficiently providing services to its residents. The parcel is squared up the development to the north.

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 classifications. This will add multiple housing options fitting the needs for a diverse range of homeowners and address the growing residential need in Greenwood at all levels. This residential development will provide quality homes and a rich and diverse community for residents that will support Greenwood's cultural and commercial growth by having a significant portion of the ground zoned for future commercial use.

Staff Comment: Staff agrees that this project would foster growth and prosperity, however, it does not meet the idea of prosperity that the focus area envisioned.

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 within this area of Greenwood. The development will contain multiple highly desired outdoor amenities such as trail networks and having open-space parks and playgrounds.

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

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 and the focus area found in the Comprehensive Plan shows the desired use of this Real Estate as mixed use residential. This request complies with the intent of the Comprehensive Plan by encouraging the type and placement of residential development and commercial development in the area the subject Real Estate is located.

Staff Comment: While the proposed zoning may appear consistent with the future land use map, the project's design and layout do not fulfill the goals and intent of the comprehensive plan, making it an incompatible fit for the focus area.

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

This site is surrounded by agricultural land to the east, west and south. To the north, residential is being built. This project will provide compatible housing and land uses with the current surrounding uses. The Petitioner will build quality housing in each residential zoning area.

Staff Comment: The intent for this area is to be a walkable town center. The development lacks walkability and does not introduce any new elements that differentiate it from existing areas within the city.

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 part of the East Town Greenwood focus area that includes residential development and 8.2 AC of commercial frontage. The surrounding land use as it currently stands supports and is compatible with residential land use making this the most desirable use for this land.

Staff Comment: In addition to the utility barriers, a new east-west road will need to be constructed along the northern boundary of the parcel, as residential subdivisions are required to have two points of access. In its current form, the subject property cannot support the proposed project making it unsuitable for residential use at this time.

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 development to the north is zoned for residential use. The other area surrounding the site is zoned in the County for agricultural use, and this development would not negatively impact the property values of the surrounding area.

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

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

The proposed annexation and desired zoning classification/proposed land use complies and is consistent with Greenwood's Comprehensive Plan and the future land use map. The Comprehensive Plan's East Town Greenwood focus area calls for "compact, walkable blocks, with a mix of housing types that surround a vibrant commercial and cultural core." This development aims to accomplish this goal.

Staff Comment: Staff would disagree that this plan provides a commercial and cultural core. At this time, it is merely a residential subdivision with a mild variety of single-family homes. The focus area shows mixed use buildings, multi-story structures, residential structures, and significant open space. The do propose to reserve some area for standard commercial medium development.

Recommendation:

The petitioner requests the annexation and rezoning of a property currently zoned Johnson County Agricultural (AG) to Residential Medium (RM), Residential Attached Single-Family (RA), and Commercial Medium (CM) under the City of Greenwood zoning ordinance. The real estate is located along E Rocklane Rd. and will extend the city boundary to the east in an undeveloped part of the county.

While the proposed project may appear to align with the future zoning map, it fails to meet the overarching intent of the comprehensive plan's designated focus area. The plan envisions a walkable, mixed-use environment that prioritizes pedestrian connectivity, compact development, and a diverse range of housing options integrated with commercial and cultural amenities. However, the project's design, characterized by long block lengths, a lack of alley-loaded garages, and an inadequate street network, does not support these objectives. Additionally, the proposed development contributes to leapfrog growth on Main Street, creating service inefficiencies for the county and further straining infrastructure. Without significant revisions to better reflect the vision outlined in the comprehensive plan, this project is not an appropriate fit for the focus area.

Planning Staff gives an **unfavorable recommendation** of the annexation and zone map change from AG to RM, RA, and CM. This recommendation is based on the significant utility and connectivity barriers, as well as the project's failure to meet the intent of the comprehensive plan.

Attachments:

Exhibit A: Annexation Location Map

Exhibit B: Zoning Map (Greenwood)

Exhibit C: Comprehensive Plan 2024: Future Land Use Map

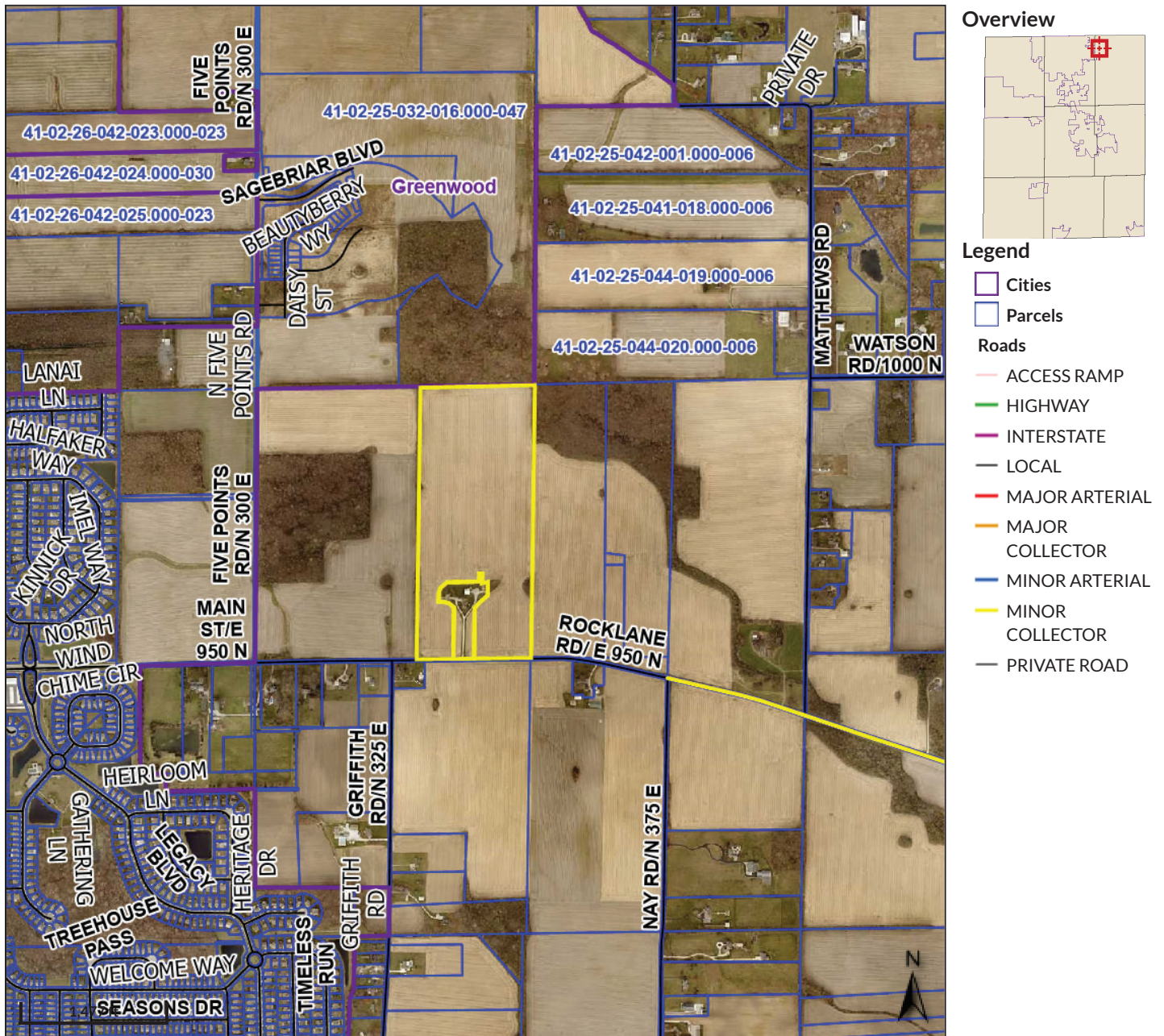
Exhibit D: Proposed Concept Plan

Exhibit E: Arbor Series

Exhibit F: Arrival Series

Exhibit G: East Town Greenwood Focus Area

Exhibit H: Legal Description



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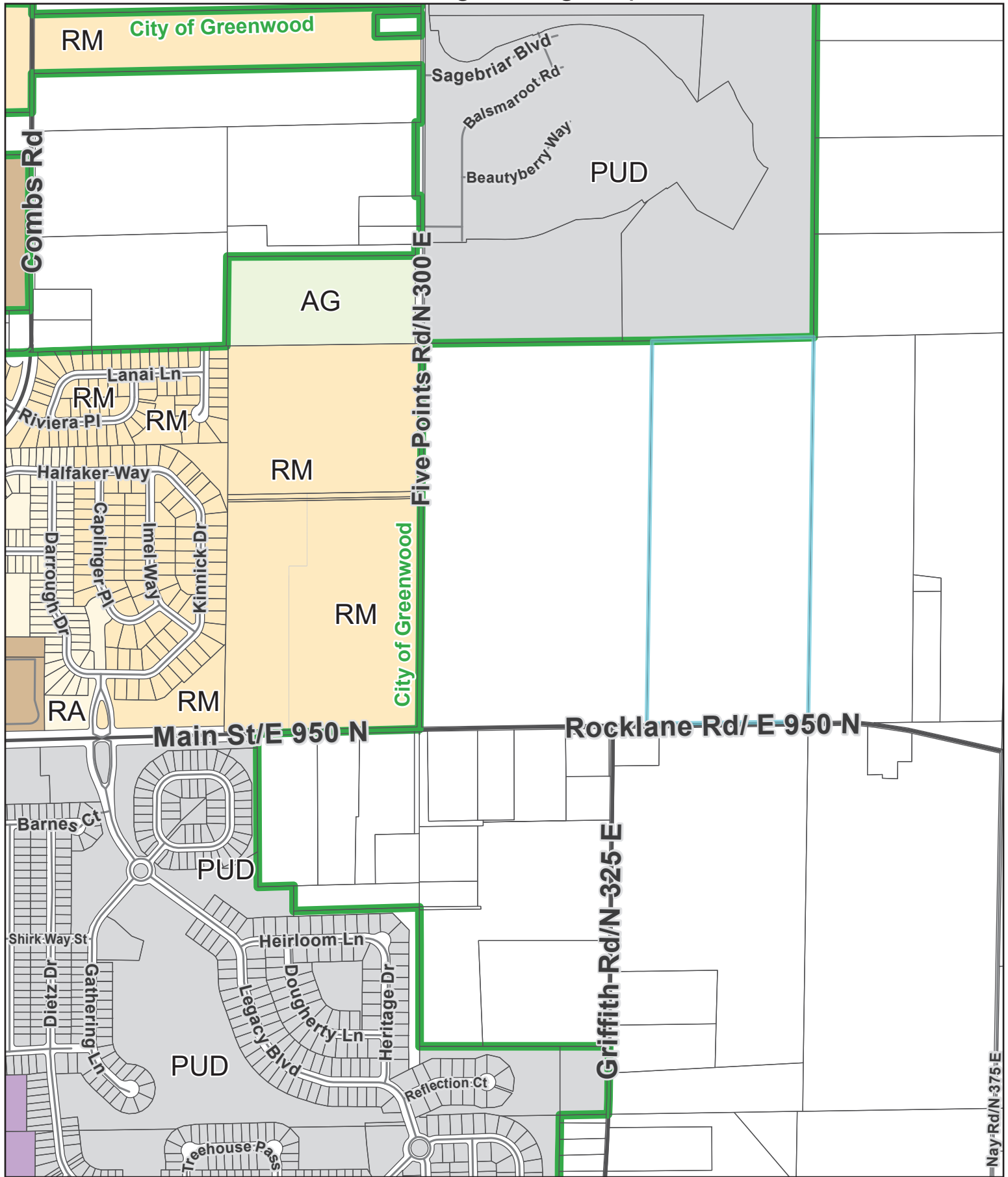
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Existing Zoning Map

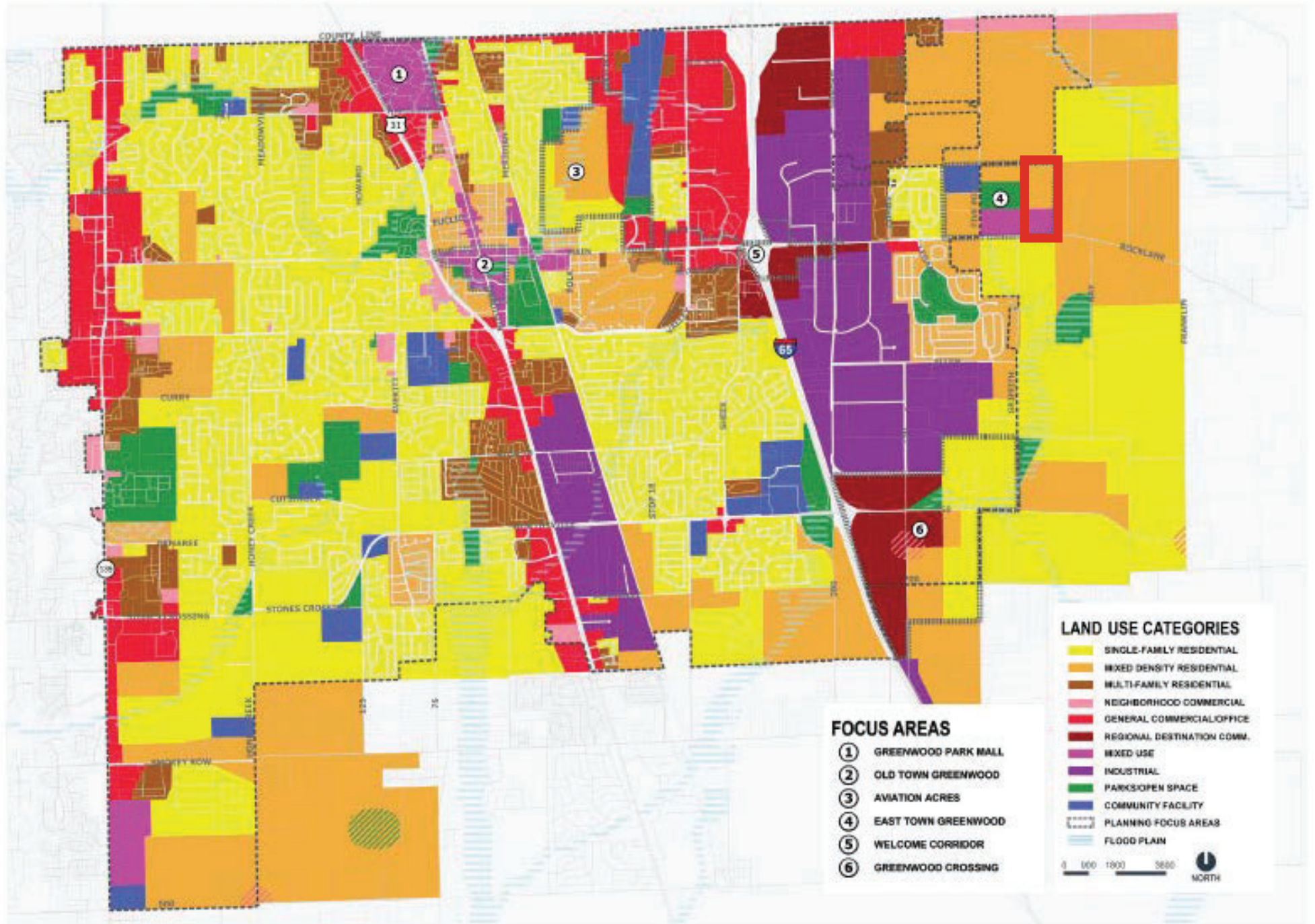
Exhibit B



- | | | | |
|-------------------------|----------------------------|--------------------------------|---|
| Greenwood City Boundary | CS - Commercial Small | OTR - Old Town Residential | RA - Residential Attached Single-Family |
| 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 | |

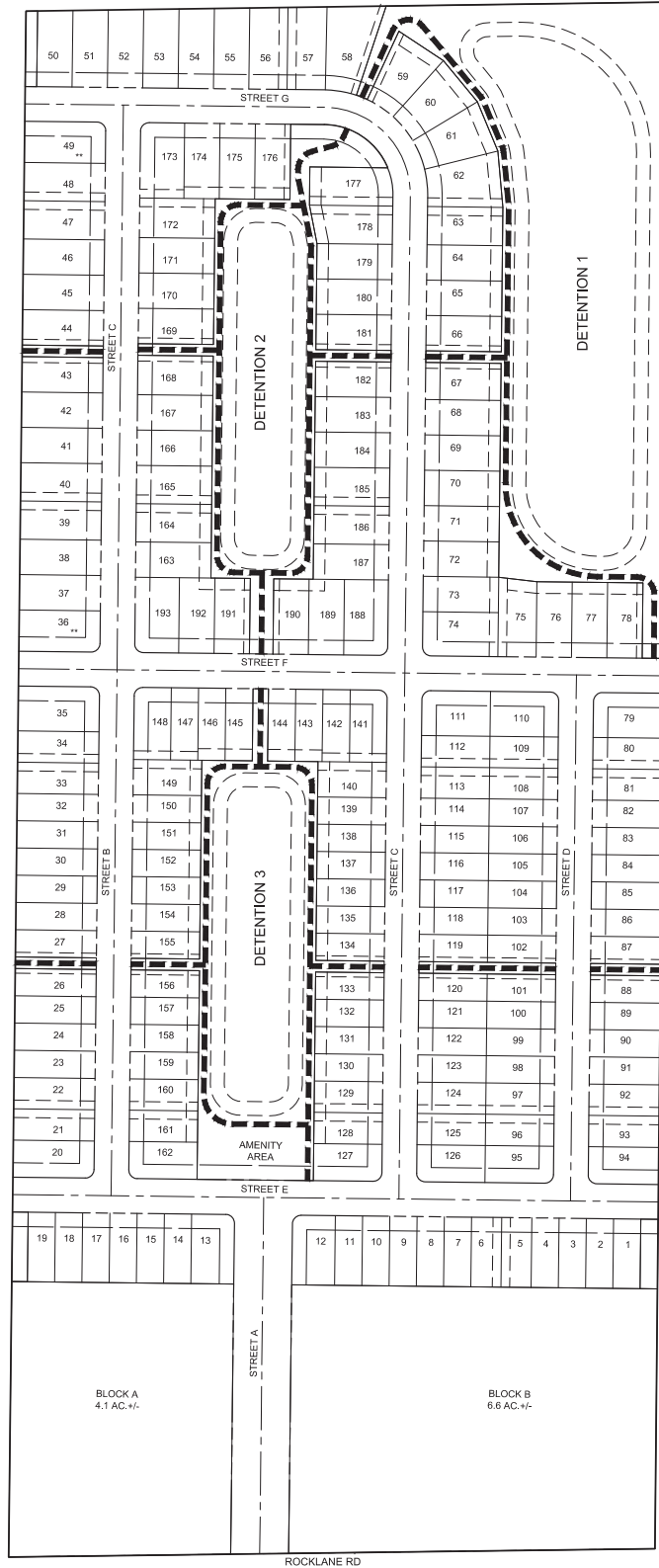


FIGURE 5.1: FUTURE LAND USE MAP



CONCEPTUAL LAND PLAN "C"

DECEMBER 26, 2024



SITE DATA	
GROSS SITE AREA:	88 AC +/-
COMMERCIAL AREA:	10.7 AC +/-
RESIDENTIAL AREA:	57 AC +/-
COMMON AREA:	
DETENTION AREA (SOME DRYWET):	9 AC +/-
TOTAL COMMON AREA:	14.3 AC +/-
TOTAL LOTS:	193
OVERALL DENSITY (TOTAL LOTS/GROSS SITE AREA):	5.4 LOTS/AC
LOT STANDARDS:	
81' LOTS: RM ZONING	
NUMBER OF LOTS:	74
MINIMUM S.F.:	7,700 SF
MINIMUM SIDE YARD SETBACK:	10'
MINIMUM LOT WIDTH AT BUILDING LINE:	50'
MINIMUM REAR YARD SETBACK:	20'
PROPOSED BUILDING PAD SIZE:	41' X 60'
PROPOSED MINIMUM BUILDING PAD SIZE (INDICATED WITH **):	36' X 60'
ARRIVAL 40' LOTS: RA ZONING	
NUMBER OF LOTS:	119
MINIMUM S.F.:	5,600 SF
MINIMUM SIDE YARD SETBACK:	8'
MINIMUM LOT WIDTH AT BUILDING LINE:	40'
MINIMUM REAR YARD SETBACK:	20'
PROPOSED BUILDING PAD SIZE:	37' X 39'
STREETS:	
ON-SITE STREETS:	60' ROW
PROPOSED STREET CENTERLINE:	8.116' +/-
ROCKLANE RD FRONTAGE:	60' (6 ROW)

Exhibit D - Illustrative Architectural Exhibit (Arbor Lots)







THE BERLIN

ELEVATIONS



THE COACH
ELEVATIONS



THE GLADSTONE

ELEVATIONS



THE ROCKAWAY

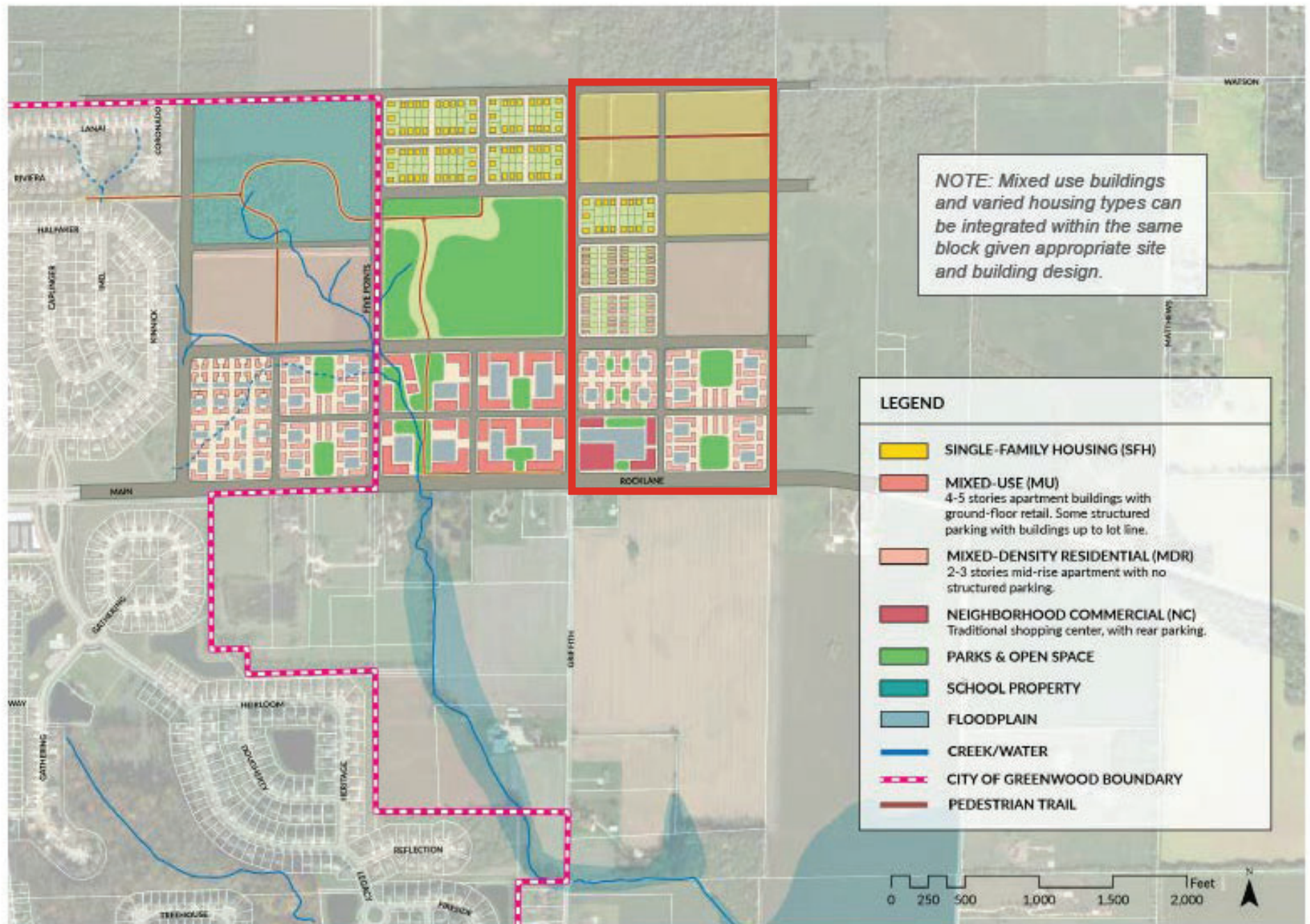
ELEVATIONS



THE VICTORIA

ELEVATIONS

FIGURE 10.4: EAST TOWN GREENWOOD CONCEPTUAL PLAN



LEGAL DESCRIPTION

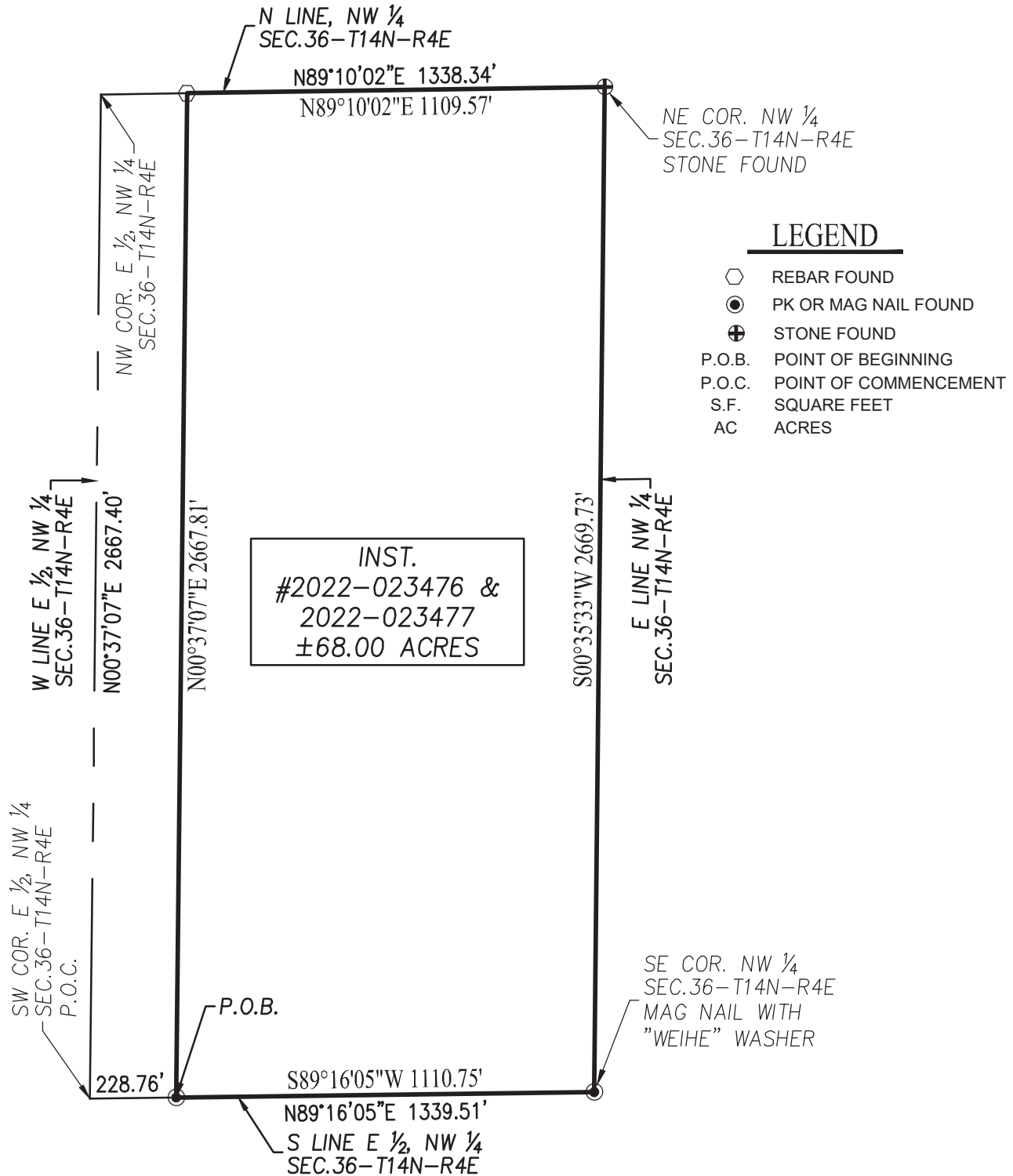
PART OF THE EAST HALF OF THE NORTHWEST QUARTER OF SECTION 36, TOWNSHIP 14 NORTH, RANGE 4 EAST OF THE SECOND PRINCIPAL MERIDIAN IN CLARK TOWNSHIP, JOHNSON COUNTY, INDIANA BEING MORE PARTICULARLY DESCRIBED AS FOLLOWS:

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.

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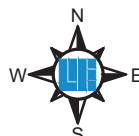
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RM ZONING LEGAL DESCRIPTION

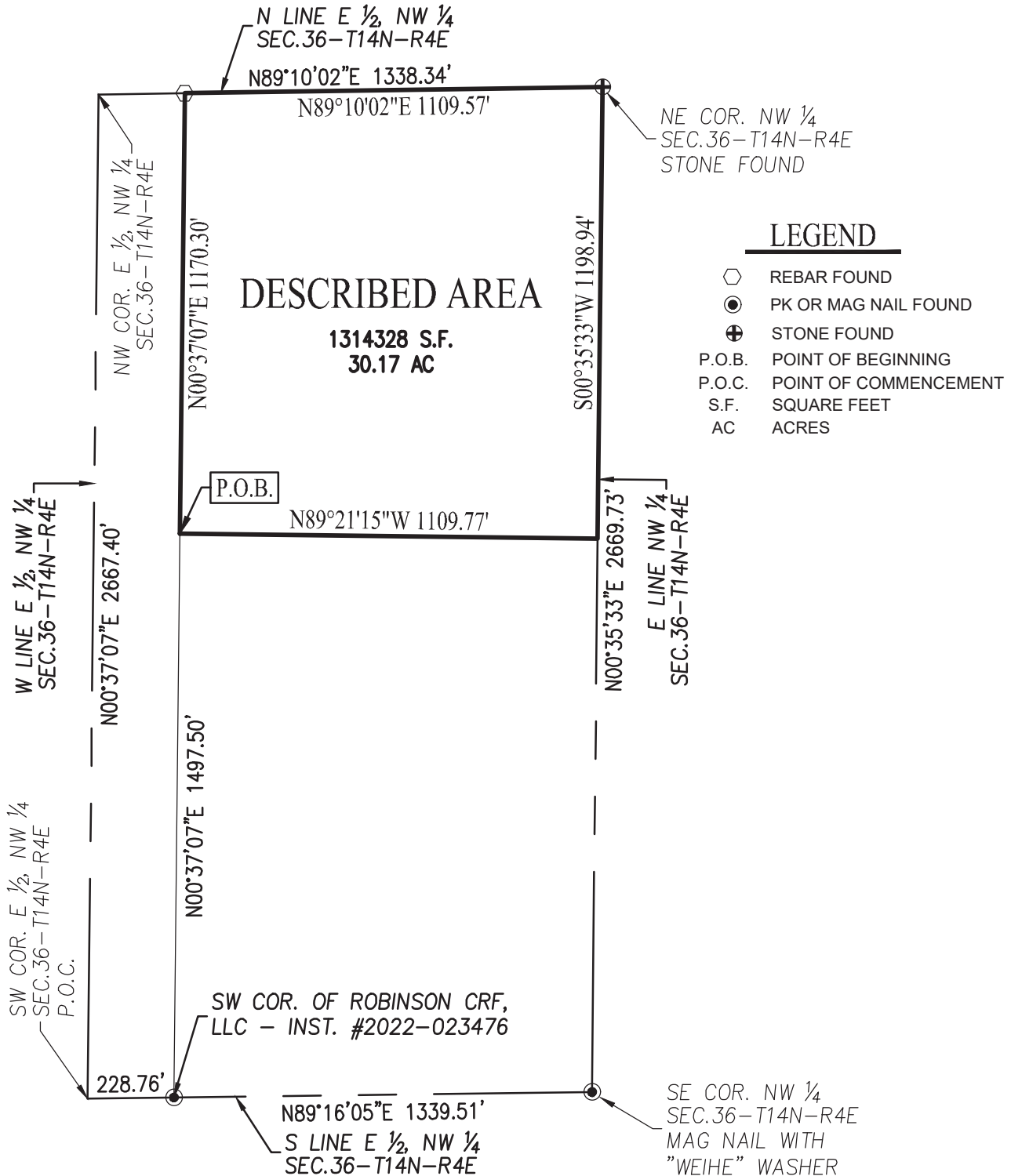
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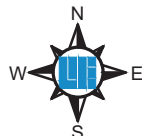
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RM ZONING
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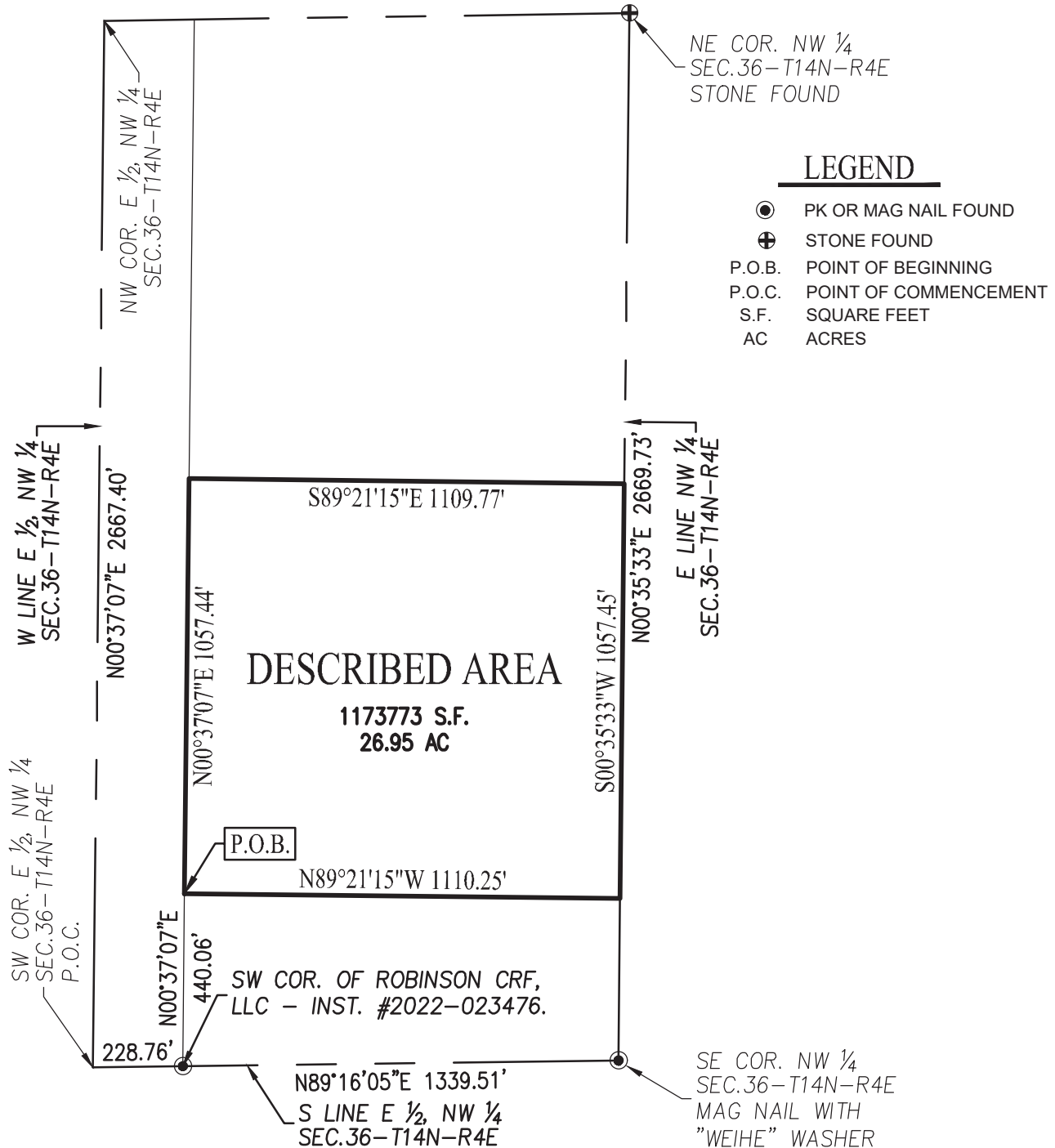
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RA ZONING
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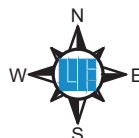
**ROBINSON PROPERTY
RA ZONING
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**WEIHE
ENGINEERS**

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

SCALE: 1" = 400'

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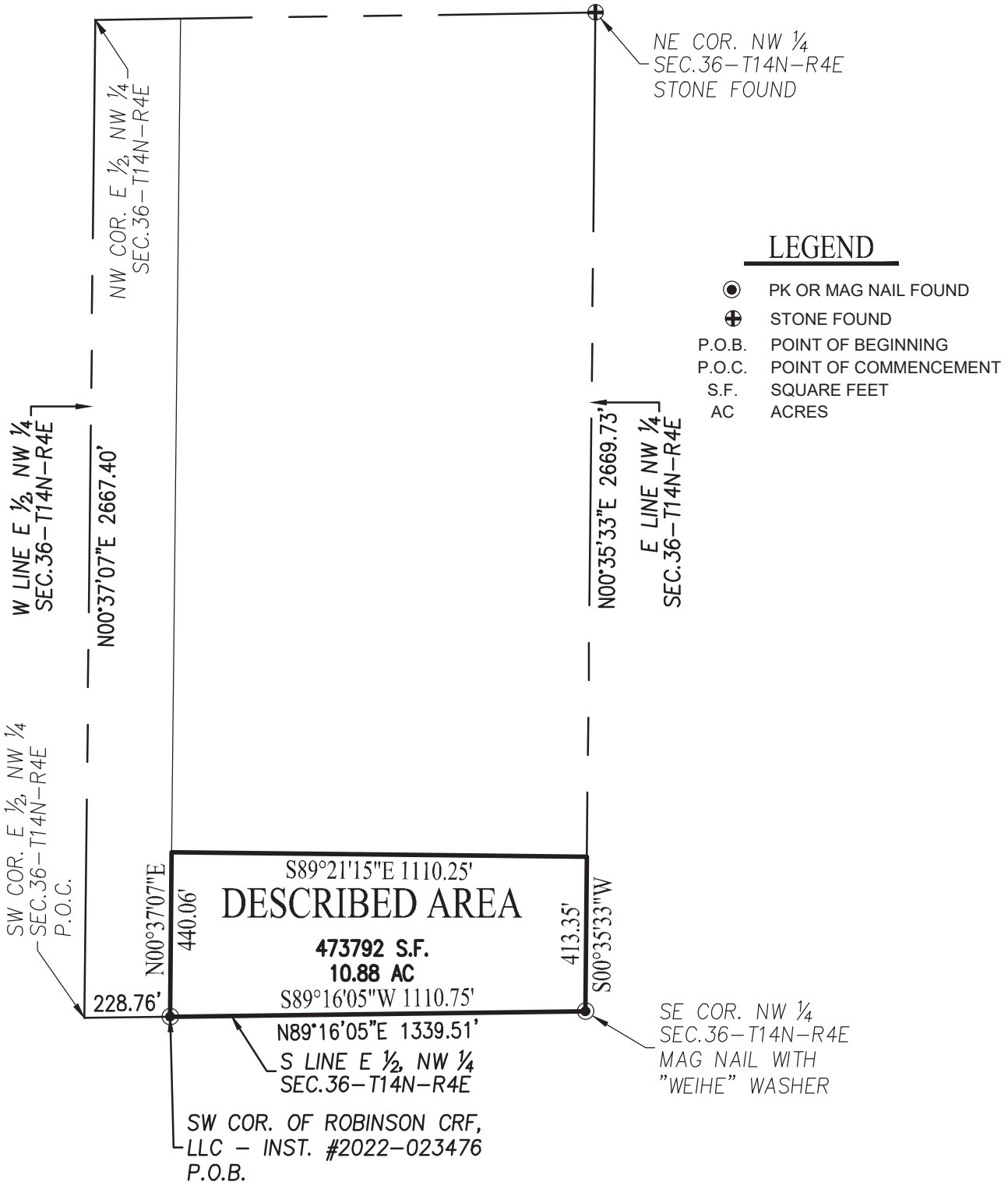
CM ZONING

LEGAL DESCRIPTION

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 -CM ZONING
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