

GREENWOOD COMMON COUNCIL

RESOLUTION NO. 26-06

A RESOLUTION OF THE GREENWOOD COMMON COUNCIL TO ADOPT THE WRITTEN FISCAL PLAN FOR THE ANNEXATION OF APPROXIMATELY 193.27 ACRES LOCATED AT THE NORTHEAST CORNER OF THE INTERSECTION OF WHITELAND ROAD AND COUNTY ROAD 200 WEST (Honey Creek Road), Referencing Annexation Ordinance No. 26-19

WHEREAS, the City of Greenwood has established a written policy regarding annexation by Greenwood Common Council Resolution No. 86-2, as amended;

WHEREAS, the Greenwood Advisory Plan Commission conducted a public hearing on the petition for voluntary annexation of three parcels of land which are contiguous to the City of Greenwood containing approximately 193.27 acres located at the northeast corner of the intersection of Whiteland Road and County Road 200 West (Honey Creek Road), more particularly described in Greenwood Common Council Ordinance No. 26-19;

WHEREAS, the parcels are currently zoned AG Agricultural use under the Johnson County Zoning Ordinance, and the petitioner requests the zoning to be changed to RA -Residential - Attached Single-Family Zone and RM-Residential- Medium Lot Zone upon annexation;

WHEREAS, in connection with Greenwood Common Council Resolution No. 86-2, as amended, a written fiscal plan has been prepared under the direction of the City's Planning Director, Department of Community Development Services, Planning Division, for said annexation;

WHEREAS, Ind. Code § 36-4-3-3.1 requires, and responsible planning suggests, the adoption of a fiscal plan and a definite policy for the provision of services to annexed areas;

WHEREAS, such a plan has been developed and presented to the Common Council January 22, 2025, entitled, "PC2026-033 Sterling Roads (RM/RA) Annexation Study for Land Contiguous to City of Greenwood, Indiana; Owners: Green Land Holdings, LLC, and Larry D. & Lavinia Petro Trust (1/2) & Ronald E. Fleener (1/2); Applicant: Olthof Homes; Property Location: Northeast Corner of Whiteland Road & Honey Creek Road (Parcels 41-05-19-031-011.002-033, 41-05-19-032-010.000-033, and 41-05-19-033-010.001-033); Total Acreage: 193.27 Acres; Number of Parcels: 3; Current Zoning: Johnson County AG, Agricultural; Zoning Proposed: RM-Residential Medium & RA-Residential Attached; Submitted to: Greenwood Common Council; Prepared Under the Direction of Gabriel Nelson, Planning Director",

NOW, THEREFORE, BE IT RESOLVED BY THE COMMON COUNCIL OF THE CITY OF GREENWOOD, INDIANA, THAT:

Section 1. The Greenwood Common Council adopts and approves the written fiscal plan entitled, "PC2026-033 Sterling Roads (RM/RA) Annexation Study for Land Contiguous to City of Greenwood, Indiana; Owners: Green Land Holdings, LLC, and Larry D. & Lavinia Petro Trust (1/2) & Ronald E. Fleener (1/2); Applicant: Olthof Homes; Property Location: Northeast Corner of Whiteland Road & Honey Creek Road (Parcels 41-05-19-031-011.002-033, 41-05-19-032-010.000-033, and 41-05-19-033-010.001-033); Total Acreage: 193.27 Acres; Number of Parcels: 3; Current Zoning: Johnson County AG, Agricultural; Zoning Proposed: RM-Residential Medium & RA-Residential Attached; Submitted to: Greenwood Common Council; Prepared Under the Direction of Gabriel Nelson, Planning Director", which is attached hereto as Exhibit A and made a part hereof, as the written fiscal plan of the area to be annexed, more particularly described in Greenwood Common Council Ordinance No. 26-19, and hereby approves and adopts the specific policies for implementation of the Plan as set out herein.

Section 2. The Greenwood Common Council states that two (2) copies of the written fiscal plan of the property to be annexed are on file in the Office of the Clerk of the City of Greenwood for public inspection, and the Greenwood Common Council further directs the Clerk to keep said copies on file in her office.

Section 3. Any monies necessary for the provision of services from the City of Greenwood as described and itemized in the attached Plan shall be budgeted and appropriated from the applicable fund, pursuant to state law and the City's budget procedure.

Section 4. It is anticipated that this annexation will not result in the elimination of jobs for employees of other governmental entities, but in the event it does, then the Mayor of the City of Greenwood is hereby directed to assist such employees in obtaining new employment, but nothing herein shall require the City to hire any such employees.

Section 5. The sections, paragraphs, sentences, clauses, phrases and words of this Resolution are separable, and if any word, phrase, clause, sentence, paragraph or section of this Resolution shall be declared unconstitutional, invalid or unenforceable by the valid judgment or decree of a court of competent jurisdiction, such unconstitutionality, invalidity or unenforceability shall not affect any of the remaining words, phrases, clauses, sentences, paragraphs and sections of this Resolution.

Section 6. This Resolution shall be in full force and effect from and after its passage and approval by the Mayor of the City of Greenwood.

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Passed by the Common Council of the City of Greenwood, Indiana, this _____ day of _____, 2026.

Michael Campbell, President
Greenwood Common Council

ATTEST:

I hereby certify that the foregoing within and attached resolution was duly passed by the Common Council of the City of Greenwood, Indiana, at a meeting thereof held on the _____ day of _____, 2026 by the following vote:

AYE: NAY:

Erin Betron	<input type="checkbox"/>	<input type="checkbox"/>
Michael Campbell	<input type="checkbox"/>	<input type="checkbox"/>
Linda S. Gibson	<input type="checkbox"/>	<input type="checkbox"/>
Ezra Hill	<input type="checkbox"/>	<input type="checkbox"/>
J. David Hopper	<input type="checkbox"/>	<input type="checkbox"/>
David Lekse	<input type="checkbox"/>	<input type="checkbox"/>
Teri Manship	<input type="checkbox"/>	<input type="checkbox"/>
Steve Moan	<input type="checkbox"/>	<input type="checkbox"/>
Michael Williams	<input type="checkbox"/>	<input type="checkbox"/>

The foregoing within and attached resolution passed by the Common Council of the City of Greenwood, Indiana, on the _____ day of _____, 2026, is presented by me this _____ day of _____, 2026, at _____ o'clock _____m., to the Mayor of the City of Greenwood, Indiana.

Jeannine Myers, Clerk

The foregoing within and attached resolution passed by the Common Council of the City of Greenwood, Indiana, on the _____ day of _____, 2026, is approved by me this _____ day of _____, 2026, at _____ o'clock _____m.

MARK W. MYERS, Mayor of
the City of Greenwood, Indiana

PC2026-033 Sterling Roads (RM/RA) ANNEXATION STUDY

FOR LAND CONTIGUOUS TO CITY OF GREENWOOD, INDIANA



Owners: Green Land Holdings, LLC, and Larry D. & Lavina Petro Trust (1/2) & Ronald E. Fleener (1/2)

Applicant: Olthof Homes

Property Location: Northeast Corner of Whiteland Road & Honey Creek Road (Parcels 41-05-19-031-011.002-033, 41-05-19-032-010.000-033, and 41-05-19-033-010.001-033)

Total Acreage: 193.27 Acres

Number of Parcels: 3

Current Zoning: Johnson County AG, Agricultural

Zoning Proposed: RM – Residential Medium & RA – Residential Attached

Submitted to: Greenwood Common Council

Prepared Under the Direction of Gabriel Nelson, Planning Director

Updated 5/21/26

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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 14,988 feet and is contiguous along 2,713 feet. The total percentage contiguous is 18.1%, meeting requirements of Indiana Code and will be zoned Residential Medium (RM) and Residential Attached (RA).

Zoning: Exhibit A shows the Johnson County and Exhibit B shows Greenwood existing zoning classifications. The parcels to be annexed are zoned Agricultural (AG) by Johnson County. The petitioner requests approximately 150.68 acres be rezoned Residential Medium (RM) and approximately 42.59 acres to be rezoned Residential Attached (RA).

Concept Plan: Attachment C shows the residential Concept Plan.

SECTION TWO: CURRENT PARCEL INFORMATION

Parcel Information

- 1) Parcel ID # 41-05-19-031-011.002-033
 - a. Property Owner – Green Land Holdings LLC
 - b. Property Address – Whiteland Road (north side, 2,000 feet east of Honey Creek Road)
 - c. Assessed Value (2025) - \$274,700
 - d. Acreage – 113.27
- 2) Parcel ID # 41-05-19-032-010.000-033
 - a. Property Owner – Larry D. & Lavina Petro Trust (1/2) & Ronald E. Fleener (1/2)
 - b. Property Address – Honey Creek Road (east side, 1,000 feet north of Whiteland Road)
 - c. Assessed Value (2025) - \$125,600
 - d. Acreage – 51.04
- 3) Parcel ID # 41-05-19-033-010.001-033
 - a. Property Owner – Larry D. & Lavina Petro Trust (1/2) & Ronald E. Fleener (1/2)
 - b. Property Address – Honey Creek Road (east side, northeast intersection with Whiteland Road)
 - c. Assessed Value (2025) - \$68,900
 - d. Acreage – 28.96

Legal Description

Petro/Fleener parcels

The West Half of the Southwest Quarter of Section Nineteen (19), Township Thirteen (13) North, Range Four (4) East of the Second Principal Meridian, containing eighty (80) acres.

Except Therefrom:

Part of the Southwest Quarter of Section 19, Township 13 North, Range 4 East of the Second Principal Meridian, Johnson County, Indiana, more particularly described as follows: Beginning at the northwest corner of said Southwest Quarter; thence North 89 degrees 01 minute 49 seconds East 25.00 feet along the north line of said Southwest Quarter (the basis of bearings is the Indiana Geospatial Coordinate System, Johnson Zone); thence South 00 degrees 27 minutes 42 seconds East 71.19 feet; thence South 89 degrees 01 minute 49 seconds West 25.00 feet to the west line of said Southwest Quarter; thence North 00 degrees 27 minutes 42 seconds West 71.19 feet along said west line to the POINT OF BEGINNING. Containing 0.041 acres, more or less.

Green Land Holdings, LLC parcel

Part of the East Half of the southwest Quarter and part of the East Half of the Northwest Quarter, all in Section 19, Township 13 North, Range 4 East of the Second Principal Meridian in Pleasant Township, Johnson County, Indiana, described as follows:

Commencing at a railroad spike found at the Southwest corner of the East Half of the Southwest Quarter of the said Section 19, thence North 89 degrees 36 minutes 04 seconds East on and along the South line thereof 544.00 feet to the point of beginning of this described tract; thence North 00 degrees 00 minutes 04 seconds East parallel to the West line of the said Half Quarter Section 800.05 feet; thence South 89 degrees 36 minutes 04 seconds West 544.00 feet to the said West line; thence North 00 degrees 00 minutes 04 seconds East on and along the said West line 1885.39 feet to a concrete post at the Southwest corner of the East Half of the Northwest Quarter of the said Section 19; thence North 00 degrees 05 minutes 55 seconds West on and along the West line of the said Half Quarter Section 1353.99 feet to a point that is 1340.90 feet south of a railroad spike found at the Northwest corner of the said Half Quarter Section, said point being 2.29 feet East of an iron rod found that is described at the Southwest corner of the Northeast Quarter of the said Northwest Quarter Section; thence North 89 degrees 36 minutes 30 seconds East 1329.45 feet to an iron rod found that is described as the Southeast corner of the said quarter quarter Section; thence South 00 degrees 23 minutes 25 seconds West 1356.47 feet to an iron rod found that is described as the Northeast corner of the East Half of the Southwest Quarter of the said Section 19; thence South 00 degrees 20 minutes 51 seconds East 2682.83 feet to the Southeast corner of the said Half Quarter Section; thence South 89 degrees 36 minutes 04 seconds West on and along the south line thereof 790.12 feet to the point of beginning.

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 2026 Budget	Household Based (75/year)	% of 2026 Budget
Parks	\$201.35	\$133.77	193.27	484	\$38,915.05	1.08%	\$10,032.94	1.80%
CDS	\$73.28	\$48.68	193.27	484	\$14,162.61	1.08%	\$3,651.35	1.80%
Mayor	\$33.98	\$22.57	193.27	484	\$6,566.67	1.08%	\$1,693.00	1.80%
BPWS	\$518.12	\$344.23	193.27	484	\$100,137.38	1.08%	\$25,817.05	1.80%
Police	\$594.34	\$394.86	193.27	484	\$114,867.62	1.08%	\$29,614.75	1.80%
Fire	\$764.09	\$507.64	193.27	484	\$147,675.92	1.08%	\$38,073.26	1.80%
DPW	\$344.26	\$228.72	193.27	484	\$66,534.68	1.08%	\$17,153.73	1.80%
Controller	\$18.70	\$12.42	193.27	484	\$3,614.25	1.08%	\$931.81	1.80%
Clerk	\$8.00	\$5.31	193.27	484	\$1,545.94	1.08%	\$398.57	1.80%
Law	\$21.58	\$14.33	193.27	484	\$4,169.84	1.08%	\$1,075.05	1.80%
HR	\$10.88	\$7.23	193.27	484	\$2,103.19	1.08%	\$542.24	1.80%
IT	\$57.97	\$38.52	193.27	484	\$11,204.32	1.08%	\$2,888.66	1.80%
City Court	\$35.66	\$23.69	193.27	484	\$6,892.03	1.08%	\$1,776.88	1.80%
Annual Totals					\$518,689.51		\$133,649.28	
Estimated 4 Year Total					\$2,073,558.02		\$1,336,492.83	
Total Buildout Total (5-7 Years)					\$3,110,337.03		\$3,669,084.64	
*Estimates based on total buildout, 75 households added annually								

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.

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 2026 assessed valuation of these parcels at \$469,200 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. Income Taxes:

- These are residential units and the occupants will be subject to local income taxes. There are too many variables to determine the amount to be received by the City.

3. Stormwater Utility: The billing for stormwater utility services will be \$15 per 2800 sq ft of impervious surface (ERU), billed four (4) times per year. 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	9.93	432,607	155	\$ 9,300.00	\$ 9,300.00
Year 2	10.63	462,965	166	\$ 9,960.00	\$ 19,260.00
Year 3	13.94	607,168	217	\$ 13,020.00	\$ 32,280.00
Year 4	13.07	569,219	204	\$ 12,240.00	\$ 44,520.00
Year 5+	9.23	402,249	144	\$ 8,640.00	\$ 53,160.00
Total	56.8	2,474,208	886	\$ 53,160.00	\$ 53,160.00

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.

4. Building Permit Fees: Homes are proposed to be built at a rate of 30 single family homes, 25 townhomes, and 20 duplex units per year for Years 1. Assuming an average 2,500 square feet per single family home, 1,550 square feet per townhome, and 1,650 square feet per duplex unit, permits will average \$525/ SF home, \$477.50 per townhome, and \$291.25 per duplex unit, the annual total will be \$33,512.50, with a four-year total of \$134,050. Full buildout will exceed 4 years and the remaining permit fees will amount to an additional \$85,920.

5. Park Impact Fee: Park impact fees will be recognized as building permits are issued. The impact fees for the proposed homes will amount to an average of \$177,210 over Years 1-4, and an additional \$447,852 after Year 4 for a total of \$1,156,932 based on the current park impact fees of \$2,748 (364 units) per home and \$1303.50 (120 units) per duplex unit.

SECTION FIVE: EFFECT OF ANNEXATION

1. Estimated Effect on Taxpayers in Greenwood
 - a. The estimated tax rate would drop by 0.0001, 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, if any at all. The amount over four (4) years would be negligible.
 - c. The annexation likely will not require any 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 may become necessary. However, with the number of other ongoing projects, it would be difficult to connect any particular expense to this annexation.
 - d. The annexation of these parcels should have no significant effects on service levels, particularly given that land farther west is already within the municipal limits.
 - 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 \$3,027. Estimated levy increases attributed to this annexation and a constant growth rate of 5% over the next four (4) years would be an increase of \$13,048 over this time period compared to the growth rate without annexation.
 - 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 0.1109 for Whiteland Town fire that would result in approximately \$3,320 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 0.1115 resulting in a negligible increase to Pleasant Township residents in unincorporated areas of Johnson County.
 - c. Tax rates for the other political subdivisions affected by this annexation (County, JC Public Library, JC Solid Waste, Clark Pleasant Schools) should remain steady.
 - d. These parcels will hit the circuit breaker, based on being in the agricultural category capped at 2%. The estimated total tax credit is \$1,375.23 and distributed as follows:
 - i. Johnson County Credit – \$173.86
 - ii. Greenwood Credit – \$400.38
 - iii. Pleasant Township Credit – \$1.68
 - iv. Johnson County Public Library Credit – \$35.20
 - v. Johnson County Solid Waste Credit – \$4.38
 - vi. Clark Pleasant Schools Credit – \$759.73

SECTION SIX: SUMMARY & RECOMMENDATIONS

Plan Commission Review and Recommendation:

The Greenwood Planning Commission has submitted a petition for annexation for 193.27 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 June 8, 2026, 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) and Residential Attached (RA).

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 26-___ adopted on the ___ day of _____, 2026.

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

Current Johnson County Zoning

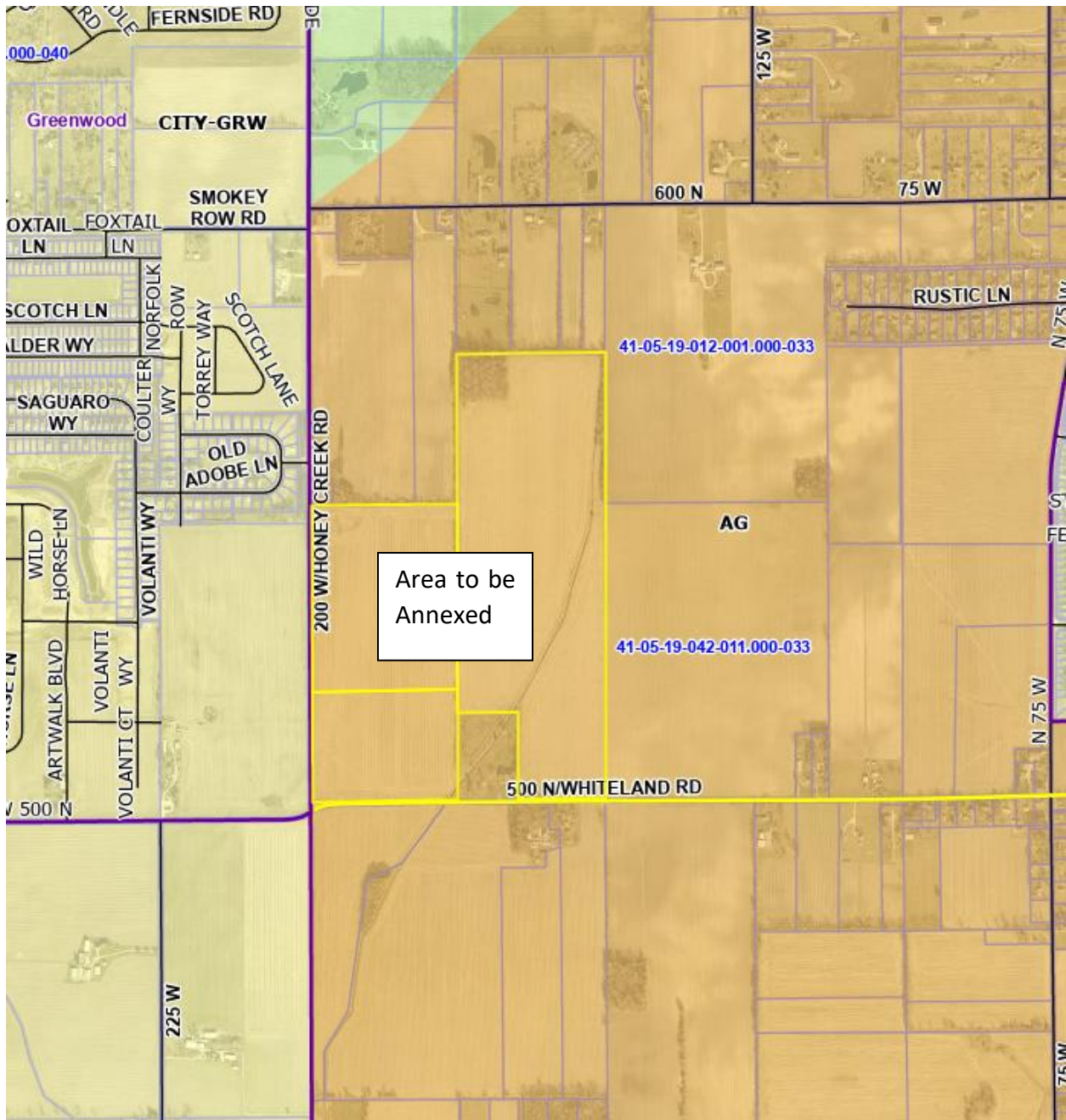


Exhibit B

Current Greenwood Zoning

