

**CITY OF FRANKLIN
PARKS COMMISSION REGULAR MEETING**

**MONDAY, SEPTEMBER 13, 2021 – 6:30 P.M.
FRANKLIN CITY HALL – HEARING ROOM
9229 WEST LOOMIS ROAD, FRANKLIN, WISCONSIN 53132**

AGENDA

I. CALL TO ORDER AND ROLL CALL

II. CITIZEN COMMENT PERIOD

III. APPROVAL OF MINUTES

A. Regular Meeting Minutes of August 9, 2021

IV. UNFINISHED BUSINESS

A. Update on parks maintenance.

B. Parkland Acquisition Study review and recommendation.

C. Ways to recognize the service of previous Parks Commission Chair, Tony Megna.

D. Uniform signage for all parks.

E. 2022 Budget. Parks Commission request for information and recommendations on personnel additions, Capital Outlay Fund needs, Equipment Revolving Fund needs, Street Improvement Fund needs and Major Capital Expenditures to be made with borrowed funds.

F. Update on trail projects, including: South 116th Street, St. Martin of Tours, West Forest Home Avenue, West Church Street, State Highway 100, Ryan Creek and Cascade Creek Park.

G. Park permit fees and deposits for rental of pavilions and other facilities at all City of Franklin parks.

H. Schedule the annual Parks Commission 2021 parks tour and select park locations to be visited.

I. Status of the Pleasant View Park Site Plan

V. NEW BUSINESS

- A. Proposed updates to City of Franklin Park Rules (Section 183-48: Regulations governing parks).

VI. NEXT MEETING DATE

VII. ADJOURNMENT

Notice is given that a majority of the Common Council may attend this meeting to gather information about an agenda item over which they have decision-making responsibility. This may constitute a meeting of the Common Council per *State ex rel. Badke v. Greendale Village Board*, even though the Common Council will not take formal action at this meeting.

Notice is given that upon reasonable notice, efforts will be made to accommodate the needs of disabled individuals through appropriate aids and services. For additional information, please contact the Franklin City Clerk's office at (414) 425-7500.

CITY OF FRANKLIN
PARKS COMMISSION MEETING MINUTES
August 9, 2021

unapproved

CALL TO ORDER

- I. Chair Michael Wrench called the August 9, 2021 Parks Commission meeting to order at 6:30 p.m. in the Hearing Room at Franklin City Hall located at 9229 W. Loomis Road, Franklin, Wisconsin.

Present were Chair Michael Wrench, Vice Chair David Bartels, Secretary Joseph Musolf, Alderwoman Shari Hanneman and Commissioners Mary Remington and Janice Coenen. Absent was Ex-Officio member Michelle Runte. Also present were Department of Public Works Kevin Schlueter and Dale Borchardt and City Engineer Glen Morrow.

CITIZEN COMMENT PERIOD

- II. The citizen comment period opened at 6:31 p.m. and closed at 6:31 p.m. No citizens were present.

APPROVAL OF MINUTES

Regular meeting minutes of July 12, 2021.

- III. Commissioner Remington moved and Commissioner Coenen seconded to approve the minutes of the regular Parks Commission meeting held July 12, 2021. On voice vote, all voted 'aye'. Motion carried (6-0-0).

UNFINISHED BUSINESS:

Update on parks maintenance.

- IV.
 - A. Department of Public Works Superintendent Kevin Schlueter reported status of current maintenance activities. Damage at Kayla's Playground is being addressed by DPW staff. Clearing of tree line at Ken Windl Park along with Buckthorn removal. Discussion only. No action taken.

Status of Parkland Acquisition Study contract with Vandewalle and Associates.

- B. Report of Alderwoman Shari Hanneman of Common Council discussions. Discussion only. No action taken.

Status of Parks Commission request to Common Council to dedicate staff time to negotiations for potential land acquisition for a proposal by Shelley Tessmer to develop a dog park on property located immediately west of 6855 South 27th Street (Tax Key No. 738-9974-005).

- C. Common Council directed that staff time should not be used to move forward with dog park on S. 27th Street project. Discussion only. No action taken

Ways to recognize the service of previous Parks Commission Chair, Tony Megna.

- D. Dedication on hold until September. Discussion only. No action taken.

Uniform signage for all parks.

2022 Budget. Parks Commission request for information and recommendations on personnel additions, Capital Outlay Fund needs, Equipment Revolving Fund needs, Street Improvement Fund needs and Major Capital Expenditures to be made with borrowed funds.

Request by Uday Vala, Rajesh Adapala and Shruthikesh Dodda, City of Franklin residents, to build a cricket pitch in a City of Franklin Park.

Update on trail projects, including: South 116th Street, St. Martin of Tours, West Forest Home Avenue, West Church Street, State Highway 100, Ryan Creek and Cascade Creek Park.

NEW BUSINESS:

Park permit fees and deposits for rental of pavilions and other facilities at all City of Franklin

E. City Engineer Morrow drafting Ordinance to require obtaining permit for groups of 8 people or more to use pavilions. No motion needed at this time to draft suggested language for future meeting review. Discussion only. No action taken.

F. Add Cricket Pitch at cost of approximately \$20,000. Possible 1 tennis court repair per year.

Vice Chair Bartels moved and Alderwoman Hanneman seconded a motion to recommend to Common Council those items for the 2022 budget as presented in packet and the additions of a Cricket Pitch with an estimated cost of \$20,000 and repair 1 tennis court in 2022. On voice vote, all voted 'aye'. Motion carried (6-0-0).

G. Requesters provided the Commission an explanation of needs to create a Cricket Pitch and responded to questions from Commissioners. Investigate for possible locations. Discussion only. No action taken.

H. S. 116th Street: City is preparing a grant application for CMAQ (Congestion Mitigation and Air Quality) or TAP (Transportation Alternatives Program) if CMAQ not successful.

St. Martin of Tours: Waiting for negotiation and reviews by City Attorney.

W. Forest Home Ave.: Requested pathway from Muskego (S. 124th Street) to Speedway Drive. Survey results indicate citizen positive response has been conveyed by City Engineer to Common Council.

W. Church Street: Working through property issues needed to be resolved before trails project can move forward.

State Trunk Hwy 100: Common Council has informed WISDOT that the preference is for a 10 foot wide trail along with preferred positioning along the roadway.

Ryan Creek Trail: Working on possible options to complete connectivity to other nearby city trails .

Cascade Creek Park: Staff is working on possible improvements.

V.

A. Staff will return next meeting with suggestions for changes in fee structure. Discussion only. No action taken.

parcs.

Proposal by City of Franklin
Lioness Club to donate a bench
from the City of Franklin Recycle
Community Event, to be placed in
a City of Franklin park.

- B.** Peggy Kukla from Franklin Lioness Club present to discuss possible suitable location and process for donation. Commissioners discussed several possible locations.

Commissioner Remington moved and Commissioner Coenen seconded a motion to accept donation of bench and recommend approval of Common Council. Work with DPW on location. On voice vote, all voted 'aye'. Motion carried (6-0-0).

NEXT MEETING

- VI.** Agreed to as September 13, 2021

ADJOURNMENT

- VII.** Vice Chair Bartels moved and Commissioner Coenen seconded to adjourn Parks Commission meeting of August 9, 2021 at 8:19 p.m.. On voice vote all voted 'aye'. Motion carried (6-0-0).

DRAFT



REPORT TO THE PARKS COMMISSION

Meeting of September 13, 2021

Parkland Acquisition Study Review and Recommendation

RECOMMENDATION: Department of City Development requests the recommendation of the Parks Commission on a preferred strategy for Parkland Acquisition.

Table with 2 columns: Field Name and Value. Fields include Project Name, Project Address, Action Requested, and Planner.

PROJECT OVERVIEW

As the City has grown, development has resulted in the accumulation of Park Impact Fees, which are intended to provide park amenities to accommodate that growth.

In 2020, the Common Council contracted with Planning consultant firm Vandewalle and Associates (hereafter V&A) to assist with the purchase of parkland (May 5, 2020, Item G.15). The consultants completed that scope, including assisting with the purchase of parkland on Lovers Lane. On November 17, 2020, the Common Council authorized an addendum to that contract (Item G.8). The expanded scope included additional stakeholder input from the Park Commission, Plan Commission, and Council, to draft a planning document to create priorities for parkland acquisition as based on desired park size, park purpose/facilities, and general location. This scope is complete, and now the final Parkland Acquisition Study is before you for review and recommendation.

INPUT SESSIONS

V&A have conducted input sessions with Parks Commission, Plan Commission, and Common Council, to inform the development of the scenarios for parkland acquisition. Key questions included the scale of desired parks and facilities, the general location and service area, and general thoughts on the types of amenities and desires for parks. Input sessions were held with Parks Commission on March 8, and May 10, 2021; with Plan Commission, July 22, 2021, to elicit your feedback; and with the Common Council on August 19, 2021. Input from these session was incorporated into the final draft of the report, and key comments and takeaways are reflected in the appendix.

At the May 10, 2021 meeting of the Parks Commissions, the Commission adopted a motion to “send recommendation of the Parkland Acquisition Study to Plan Commission to purchase a parcel in southwest corner of the City for future use.” The final study was shared with the Plan Commission for review and recommendation at their September 9, 2021 meeting, and will finally be reviewed by Common Council on September 21, 2021.

STUDY BACKGROUND

The study has been developed based on the recommendations of the City’s Comprehensive Outdoor Recreation Plan or “CORP”. The recommendations of the CORP are founded upon the anticipated needs of current and future population. Total park and recreation space and facilities needs are “normally expressed as a ratio of acres of land per capita (Guidelines for the Development of Local Comprehensive Outdoor Recreation Plans (n.d.). WI DNR).” Additional requirements related to distance or length per capita apply to trails. Details of the enabling legislation and requirements of the CORP may be found in the section “Legal Basis for the Preparation of a Comprehensive Outdoor Recreation Plan...” in the City of Franklin CORP. A copy of the adopted 2030 CORP can be viewed at: <https://www.franklinwi.gov/Departments/Planning/Comprehensive-Outdoor-Recreation-Plan-2030.htm>

The current City of Franklin CORP was adopted April 4, 2011 and an update was approved by Common Council on January 1, 2015. The update extended its recommendations to 2030. As with all planning documents, the CORP is iterative; it builds upon the recommendations of previous policy, in this case, the “2002 CORP” adopted in February, 2002. Future versions of the CORP will incorporate and update the vision presented in the 2030 CORP.

Since the CORP’s adoption, only one new park has been purchased: a future park on Lovers’ Lane which was acquired under the previous scope of this project.

The Parkland Acquisition Study before you today is not intended to supersede the existing CORP, but to make recommendations based on the City’s existing policy, to enable the City to thoughtfully deploy funds collected under that policy. It is a decision tool to identify what aspect of the outdoor recreation policy the City intends to pursue next. The Study offers a number of scenarios for parkland acquisition that may be used to plan for required match funds and focus park development efforts.

ANALYSIS

The final draft of the study is attached for review. It contains six scenarios for spending of impact fees, with information about the estimated cost for such a project, the percentage of that cost that is eligible for impact fees, and the required match of general funds.

PLANS FOR 2022 IMPACT FEES

The Parkland Acquisition Study does not include recommendations for 2022 use of impact fees. As part of their initial analysis, Vandewalle and Associates identified spending horizons for park impact fees: limits to how long the City may hold those fees without spending them. When the fees expire, they will need to be rebated. This includes an immediate need to spend those funds expiring at the end of 2022. The report notes that:

“Wis. Stat. 66.55 requires that municipalities spend accumulated impact fees within a “reasonable period of time,” or else they must be rebated to the current owner of the property with respect to which the impact fees were imposed. In 2015, the City of Franklin adopted an ordinance establishing a ten-year timeframe for using impact fees with the authority to extend the time limit by an additional three years, if needed because of extenuating circumstances or hardship. In 2016, the City adopted Resolution 2016-7177, which utilized the three-year extension for fees collected after April 10, 2006, and established a deadline of December 31, 2022, for the expenditure of these funds. It was determined that an extension was needed

because the global economic recession created extenuating circumstances that could be reasonably expected to create a hardship in meeting the ten-year time limit. There is no provision in City ordinance for further extensions, so the new deadline must be met. The State subsequently amended the statute to require reversion in eight years (Wis. Stat. §66.0617(9)) (Parkland Acquisition Study, 2021).”

The accumulated impact fees for 2022 total approximately \$1.2 million. City of Franklin staff have undertaken efforts to plan for how best to allocate those funds appropriately within the 2022 budget, which has been discussed at Parks Commission and incorporated into the Capital Improvement Planning currently underway.

The draft Study therefore looks further into the future, to consider how to accomplish the goals of the CORP including possible acquisitions of larger parks, trails, and development of public lands to be donated to the City, with an eye towards preventing a similar future surplus that creates an administrative and logistical burden.

PROPOSED SCENARIOS FOR THE FUTURE USE OF IMPACT FEES

The Parkland Acquisition Study proposes six scenarios – Scenarios A-F – for the future use of impact fees to acquire new parks. The scenarios focus on parkland types that were identified as priorities through the input process: trails, community parks of varying sizes, neighborhood parks, and property to be dedicated to the City by Waste Management, which is designated in the CORP as “The Metro Conservancy Special Park.”

Park types are defined by the CORP; preferred types are **noted in bold**:

- Regional Public Outdoor Recreation Land: 250+ acres, 10 miles service area
- Multi-Community Public Outdoor Recreation Land: 100+ acres, Service area based on community density – between 4 and 10 miles
- **Community Level Public Outdoor Recreation Land**: 25-99 acres, 2 mile service area
- Community Playfields: 10-20 acres, no defined service area in CORP. Active recreation
- **Neighborhood Level Public Outdoor Recreation Land**: ~5-25 acres, 1 mile service area
- Neighborhood Playground: ~8+ acres; “neighborhood” service area
- Mini Level Public Outdoor Recreation Land (Playlots and Totlots): <5 acres; 1/8 mile service area
- **Trails**
- **Special Parks** – varies: includes all-abilities parks, conservancy lands etc.

The scenarios assume a land value of \$40,000 per acre, and vary in terms of required “matches” or additional dollars from the City’s General Fund which must be provided in addition to impact fees. Of these scenarios, each has varying costs and benefits. The most conspicuous is the amount of funding required; however the City has a stated goal of providing a high quality of life. Parks are an invaluable asset to any community. There are a number of factors to weigh, and while the scenarios are not presented in any preferential order, staff notes that there is a community demand for new parks that can accommodate a variety of different uses and activities, as well as connectivity through trails.

ACTION REQUESTED

Department of City Development requests the recommendation of the Parks Commission to Common Council on a preferred strategy or strategies for Parkland Acquisition.



PARKLAND ACQUISITION STRATEGY

CITY OF FRANKLIN, WISCONSIN



September 1, 2021

Prepared by:
VANDEWALLE &
ASSOCIATES INC. 
Madison . Milwaukee

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INTRODUCTION

The City of Franklin has identified a need for a short-term and longer-term strategy to utilize its accumulated park impact fees. In 2021, the City of Franklin retained Vandewalle and Associates to prepare this Parkland Acquisition Strategy Report and foster a conversation about the City's park impact fees. The purpose of this Parkland Acquisition Strategy is to document the factors and requirements that influence the spending of park impact fees, provide a schedule for the utilization of accumulated park impact fees, and to provide guidance on the utilization of future park impact fees to be collected in the future.

Summary of Recommendations from the Comprehensive Outdoor Recreation Plan: 2030 (CORP)

The City of Franklin's *Comprehensive Outdoor Recreation Plan: 2030* was adopted on April 4, 2011 and last amended in 2014. The Comprehensive Outdoor Recreation Plan (CORP) makes recommendations for future park and recreation needs, including generalized recommendations for parkland acquisition for the next ten years and beyond. The CORP contains the following relevant recommendations for parkland acquisition:

- Provide a new Regional/Multi-Community Park in the Southwest quadrant of the City in combination with the existing Franklin Savanna. Franklin Savanna is an undeveloped oak savanna owned by Milwaukee County and is designated as a State Natural Area.
- Recognizing that most existing neighborhoods are fully built out, there are limited options for new Neighborhood Parks in the developed part of the City. Work with the Franklin School District to provide active recreation at future school sites.
- Provide five new Mini Parks of at least one acre each within developed areas of the City that cannot be served by a Neighborhood Park because of inadequate and/or insufficient vacant land.

The CORP has been incorporated by reference into the City of Franklin's *Comprehensive Master Plan*.

Goals for Parkland Acquisition

The Parks Commission has identified the following goals for parkland acquisition, based on CORP recommendations and known needs for the park system.

- A. Utilize accumulated park impact fees to offset the impact of development and provide adequate parkland for the City's current and future population.
- B. Utilize park impact fees to acquire land for a Neighborhood Park or Community Park of 20 acres or more. This would fulfill the City's need for additional parkland in the southwest portion of the City, where future residential growth is planned. A park of this size is desirable because it could accommodate a wide range of recreation uses and because it is more cost-effective to maintain than several Mini Parks.
 - The new park should provide a space for special events, as the City currently does not have many open areas suitable for large public or private events and festivals.
 - The new park should serve multiple purposes, including a mix of passive and active recreation uses. The park should include large open areas that can be repurposed as needed, including for special events and for field sports (e.g., soccer, football, lacrosse, ultimate, rugby). Additionally, the park should include spaces for court-based sports (e.g., basketball, tennis, pickleball, volleyball). In areas not suitable for active recreation because of geographic or environmental constraints, passive recreation features (such as trails, natural areas, and seating areas) should be provided.

- Combine new parkland with existing parks and conservation lands in order to maximize the size of the new park. If the combined park area were to be 100 acres or more, the park could be classified as a Regional/Multi-Community Park, as defined by the CORP.
 - Combining new parkland with the Waste Management Conservation Easement lands reflects another opportunity to maximize the size of a new park.
 - Develop the new park over a period of time as needs evolve and as funds become available.
- C. Utilize park impact fees to connect existing and future parks and open space with trails. Develop trail connections between parks in as many locations as feasible.
- Connect the 116th Street Trail to Franklin Savanna along Ryan Creek and onward to the Oak Leaf Trail.
 - Explore other potential trail connection options.
- D. Add desired facilities to the park system, including dog amenities, pickleball (8+ courts), and an ice skating rink.

Parkland Acquisition Strategy

The process for determining how to best utilize park impact fees involves three main steps with several sub-steps. It is an iterative process, meaning that it repeats or restarts as needed. As park impact fees are spent or accumulated, it will be important continually to reconfirm assumptions and update the strategy. Refer to the graphic on page 6 of this report for a summary of this process. Background information on the expiration of park impact fees and required matching funds is provided on page 7 of this report.

Step One: Fund Analysis

1.) Review Existing Park Impact Fee Collection/Expiration Schedule

The park impact fee collection and expiration schedule will guide the overall project schedule to ensure fees are utilized prior to the mandatory reversion deadlines. Utilization of funds will focus on two goals: 1.) identify all funds that are nearing the reversion deadline and develop a strategy for near-term use of funds for acquisitions or park improvements; 2.) identify funds that can be combined for use in larger-scale and longer-term acquisitions or park improvements. Development of a year-by-year summary of collection and expiration of funds will help determine overall cash flow and budgets for park acquisition.

2.) Develop Plan for Utilization for Expiring Funds

Utilization of funds with a near-term expiration date is key to avoid reversion of funds because of the utilization requirement for impact fees. These funds could be used for a large land acquisition or small-scale acquisitions within existing park-deficient neighborhoods. Funds may also be used in limited cases for projects within newer existing parks.

As plans to utilize impact fee funds are developed, the City should determine the match requirement and coordinate with the annual City budgeting process to ensure that matching funds are available when needed.

3.) Reserve Other Park Impact Fees for Longer-Term Investments

Park impact fees with later expiration dates can be targets for larger-scale acquisitions or park improvements through the accumulation of funds over time. The City could consider applying for state or federal grants to increase the total amount of funds available for such projects.

Step Two: Project Concept and Partnerships

1.) Develop Park Concept/Program

The creation of a programmatic concept plan for a hypothetical Community Park will guide the property characteristics for future acquisitions. This concept will focus on defining programmatic goals for the park along with environmental characteristics and acreage needs. Key questions and decision points include: Should the park be used primarily for active recreation, passive recreation, or a combination of the two? What park facilities are desired (ballfields, playgrounds, structures, parking, etc.)? Approximately how many acres are needed to accommodate the desired park concept/program?

2.) Leverage Grant and Partnership Opportunities

The City should work to identify any complementary partnerships (Franklin School District, club sports, community agencies, etc.) along with local, state, and federal grant programs that could offer an opportunity to bring additional funds to a given project through matching grants or partnerships. While the percentage of the impact fee participation does not change based on matching fund source, there are advantages to exploring grant and partnership opportunities. Specifically, the City's funds and impact fees can be used as a match required by grant programs, so the City should explore opportunities for local, state, and federal grants that could be used to enhance desired park projects. For example, the Knowles-Nelson Stewardship grant program could enable the City to acquire acres of natural area that it would have had the ability to purchase with City funds and park impact fees alone.

Additionally, the City should maintain an ongoing dialogue with the Franklin School District on its plans and timelines for investing in recreational facilities. That way, both parties can identify opportunities to reduce redundancies and collaborate where possible. Other community agencies, public service organizations, and private clubs and leagues that use or provide recreational facilities also have potential for collaboration with the City on future facilities. Such collaborations can maximize benefits for all partners. For example, the City of Sun Prairie and the Sun Prairie Area School District collaborated to design Creekside Elementary School, a six-acre elementary school adjacent to a six-acre city neighborhood park containing shared recreational facilities. The two entities worked together in the design and implementation of the campus.

Step Three: Property Acquisition and New Recreational Facility Installation

1.) Investigate Property Opportunities in Southwest Quadrant

Utilizing the park concept/program developed in Step Two as a basis for property targets within the Southwest quadrant, the City should begin a detailed property search to align potential acreage, environmental conditions, and adjoining land uses. Specific tasks include:

- a. Identify parcel ownership patterns, acreages, and proximity opportunities;
- b. Evaluate environmental constraints and planned land use;
- c. Evaluate property assessments and market conditions (approximate price per acre);
- d. Identify potential target parcels that address the park concept/program and project goals;
- e. Identify parcels currently listed and potential targets that are not listed for sale; and
- f. Research current land price trends, listings, and comparable sales.

2.) Begin Property Owner Outreach

After evaluating a wide range of potential properties, the City should identify a shorter list of potential target properties that best meet the City's goals and concept plan. The City then should reach out to property owners to better understand availability and potential price requirements for the target properties. The City should consult legal counsel to determine the best approach for property owner outreach in accordance with state statutes. After gaining a

better understanding of land availability and potential price ranges, the City should identify the specific property or properties to target for acquisition.

3.) Acquire Property

While each property acquisition is different, the general steps for property acquisition involve negotiating a price, making a formal offer, and preparing purchase documents with legal counsel. The City should consult legal counsel to determine the best approach for each of these steps, in accordance with Wis. Stat. 62.22(1) and other applicable laws. When purchasing parkland, the City should utilize park impact fees to the maximum extent possible, using expiring fees first.

4.) New Recreational Facility Installation

If the City has acquired parkland and is developing it, the City should adjust the programmatic concept plan developed in Step Two to fit the new property. If the City is adding a new recreational facility to an existing park, the City should determine a precise location for the new facility. In either situation, this step involves determining specific locations for new recreational facilities and adjusting the concepts in response to the actual conditions, limitations, and advantages of the site.

Once this is determined, the City will need to develop detailed construction drawings for the new facilities. The next step is to construct the new facility or facilities expending both park impact fees and expiring fees first.

Approximate Land Value:

Current range (4/15/21): \$11,000-\$55,000 per acre

City of Franklin PARK IMPACT FEE STRATEGY



- ① Review Existing Park Fee Collection/Expiration Schedule
- ② Develop Plan for Utilization for Expiring Funds
- ③ Reserve Other Park Fees for Longer-Term Investments



- ① Develop Park Concept/Program
- ② Leverage Matching and Partnership Opportunities



- ① Investigate Property Opportunities in Southwest Quadrant
- ② Begin Property Owner Outreach
- ③ Acquire Property
- ④ New Recreational Facility Installation

PROJECTS ELIGIBLE FOR PARK IMPACT FEES AND REQUIRED MATCHING FUNDS

When a new home or subdivision is built, those residents will need additional public facilities or infrastructure, including parks. Impact fees allow for new residential developments to support their own future needs in the City, rather than asking current residents to pay entire cost of those facilities. Municipalities have the authority to impose impact fees on developers under Wis. Stat. 66.55 in order to “to pay for the capital costs that are necessary to accommodate land development.” Per Wis. Stat. 66.55(1)(a), capital costs include “costs to construct, expand or improve public facilities, including the cost of land, and including legal, engineering and design costs,” but not the cost of equipment. In practice, this means that park impact fees can be spent for the following purposes:

- Acquisition of land for parks to accommodate new population growth and costs associated costs with land acquisition (acquisition studies, real estate transaction costs, etc.);
- Park master planning and park design services; and
- Park improvements, meaning the addition of new facilities within any park to accommodate new population growth. Improvements could include items such as tennis courts, dog amenities, splashpads, restrooms, fitness stations, etc. Park improvements include the expansion of park features but do *not* include maintenance or replacement of existing park features.

As described above, park impact fees can be used only for park projects that accommodate new population growth associated with residential development. For this reason, most park projects are not eligible to be 100 percent funded by park impact fees. Therefore, expenditure of park impact fees almost always will require additional “matching funds” from the General Fund or other City financial resources to fund the full project cost.

The City of Franklin Public Facilities Needs Assessment and Impact Fee Study (March 2020) describes the percentage of any given park project that is eligible to be funded through park impact fees. The percentage varies by park classification (Community Park, Neighborhood Park, etc.). The following table, excerpted from the Impact Fee Study, provides the maximum percentage and total dollar amount that may be funded by park impact fees for previously planned projects. “Previously planned projects” refers to park projects that generally were conceived in the City’s Comprehensive Outdoor Recreation Plan at the time the Impact Fee Study was completed. As shown in the following table, only 36 percent of total project costs for Community Parks and Special Parks can be covered by park impact fees, whereas impact fees can make up a relatively higher percentage of costs for Neighborhood Parks (47 percent), Mini Parks (43 percent), and Trails (62 percent).

Figure 1: Costs Eligible for Impact Fees – Previously Planned Project (Impact Fee Study, 2020)

Category	Total Project Cost	% Eligible	\$ Eligible
Community Parks	\$ 6,225,971	36%	\$ 2,241,350
Neighborhood Parks	4,057,555	47%	1,907,051
Mini Parks	1,738,016	43%	747,347
Special Parks	1,053,669	36%	379,321
Trails	2,379,425	62%	1,475,244
Total			\$ 6,750,312

The amount and percentage of total project costs eligible for park impact fees varies significantly, and so this becomes a primary driver in the City's near-term parkland acquisition strategy. The City wishes to spend more than park impact fees in a relatively short amount of time, as some park impact fees will expire in early 2024. Therefore, the best approach is to target park projects with a relatively high rate of impact fee eligibility (and therefore lower match requirement). Otherwise, the City will be in the challenging position of coming up with a large amount of matching funds in order to use the expiring park impact fees.

Time Limits for Utilizing Impact Fees

Wis. Stat. 66.55 requires that municipalities spend accumulated impact fees within a "reasonable period of time," or else they must be rebated to the current owner of the property with respect to which the impact fees were imposed. In 2015, the City of Franklin adopted an ordinance establishing a ten-year timeframe for using impact fees with the authority to extend the time limit by an additional three years, if needed because of extenuating circumstances or hardship. In 2016, the City adopted Resolution 2016-7177, which utilized the three-year extension for fees collected after April 10, 2006, and established a deadline of December 31, 2022, for the expenditure of these funds. It was determined that an extension was needed because the global economic recession created extenuating circumstances that could be reasonably expected to create a hardship in meeting the ten-year time limit. There is no provision in City ordinance for further extensions, so the new deadline must be met. The State subsequently amended the statute to require reversion in eight years (Wis. Stat. §66.0617(9)).

Preliminary Timeline for Expenditure of Funds

Scenarios for spending down the accumulated park impact fee fund balance have been provided on the following pages. The scenarios are provided for preliminary discussion purposes and achieve different levels of success in meeting the City's goals. The scenarios were developed based on the City's park classifications (Community Park, Neighborhood Park, etc.), and reflect a range of possible outcomes for utilization of park impact fees. The scenarios are not driven by the amount of City match required, nor are they ranked or evaluated based on City budgetary impact. As the City discusses the various scenarios, it will become evident that some are more practical than others, and several may be eliminated because of the significant amount of City match required. At this stage, however, this report does not endorse any one scenario over another.

Each scenario avoids rebating funds by utilizing accrued funds ahead of the monthly and yearly rebating deadline. The estimated amount of park impact fees remaining under each scenario are also provided. This figure reflects the \$2.35M in accumulated park impact fees available as of August 2021. Negative numbers indicate a need to utilize future park impact fees not yet collected. All scenarios assume a land value of \$40,000 per acre. This figure is a conservative estimate based on land values in spring of 2021.

The six scenarios provided on the following pages implement the CORP by acquiring/improving land for a Community Park on the Southwest side and/or by acquiring/improving land for trails. Four scenarios that *diverge* from the CORP are provided in the Appendix of this report. These scenarios include a new Neighborhood Park rather than a larger Community Park. Implementing a scenario that diverges from the CORP would require an amendment to the CORP as well as an update of the Impact Fee Study. Such updates would likely result in a change to the percentage of the project that is eligible for impact fees and resulting match requirement.

Figure 2 shows the amount of funds that will expire *on or before* December 31 each year. When park impact fees are spent, the "funds expiring by year" figures in Figure 2 will need to be updated to reflect funds spent. The City has been successful spending older funds at risk of expiring first and tracking accordingly, and this practice should continue. The City is in the process

of developing a spending plan to utilize funds expiring in 2022. No impact fees are listed as available for use in 2023, as they are accounted for in current planning. Therefore, the next park impact fees are set to expire in early 2024. Since funds expire in the month collected, a spending schedule broken down by month should be developed once a desired scenario is selected.

Figure 2: Funds Expiring by Year

Funds Expiring By Year	Cumulative	Year Collected	Term
2023	\$0	n/a*	8 years
2024	\$209,983	2016	8 years
2025	\$66,591	2017	8 years
2026	\$869,037	2018	8 years
2027	\$948,902	2019	8 years
2028	\$259,254	2020	8 years
Total	\$2,353,767		

*No impact fees are listed as available for use in 2023. This is due to the change in term under Wis. Stat. §66.0617(9), in combination with the fact that funds expire in the month collected. Funds are accounted for in current planning.

Figure 3: Scenario A

Scenario A - Trails Only				
Park Type (Size)	Activity	Total Project Cost	Impact Fee	Required City Match
		100%	62%	38%
Trails	Land Acquisition & Trail Improvement	\$ 3,796,000	\$ 2,353,520	\$ 1,442,480
	Total	\$3,796,000	\$ 2,353,520	\$1,442,480

Park Impact Fees Remaining: \$247

- Utilize all funds on land acquisition and improvement of trails – option to scale back as needed
- Covers all impact fees expiring through 2028

Figure 4: Scenario B

Scenario B - Implement CORP with 30-Acre Community Park				
Park Type (Size)	Activity	Total Project Cost	Impact Fee	Required City Match
		100%	36%	64%
Community Park (30 acres)	Land Acquisition	\$ 1,200,000	\$ 432,000	\$ 768,000
	Park Improvements	\$ 5,400,000	\$ 1,944,000	\$ 3,456,000
	Total	\$6,600,000	\$ 2,376,000	\$4,224,000

Park Impact Fees Remaining: -\$22,233

- Previously planned Community Park, Southwest quadrant
- Covers all impact fees expiring through -2028
- Large match requirement (\$4.2M)

Figure 5: Scenario C

Scenario C - Implement CORP with 80-Acre Community Park				
Park Type (Size)	Activity	Total Project Cost	Impact Fee	Required City Match
		100%	36%	64%
Community Park (80 acres)	Land Acquisition	\$ 3,200,000	\$ 1,152,000	\$ 2,048,000
	Park Improvements	\$ 5,400,000	\$ 1,944,000	\$ 3,456,000
	Total	\$ 8,600,000	\$ 3,096,000	\$ 5,504,000

Park Impact Fees Remaining: -\$742,233

- Previously planned Community Park, Southwest quadrant – acquisition and improvements
- Covers all impact fees expiring through 2028 and relies on significant future park impact fees
- Large match requirement (\$5.5M)

Figure 6: Scenario D

Scenario D - Implement CORP by Improving Waste Management Property as Community Park				
Park Type (Size)	Activity	Total Project Cost	Impact Fee	Required City Match
		100%	36%	64%
Community Park, Waste Management Property (168.1 acres)	Park Improvements	\$ 5,400,000	\$ 1,944,000	\$ 3,456,000
	Total	\$ 5,400,000	\$ 1,944,000	\$ 3,456,000

Park Impact Fees Remaining: \$409,767

- Utilize funds to improve Waste Management lands to be donated to the City
- Covers impact fees through 2026 future projects needed to utilize remaining park impact fee balance
- Large match requirement (\$3.4M)

Figure 7: Scenario E

Scenario E - Implement CORP with 60-Acre Community Park and Trails				
Park Type (Size)	Activity	Total Project Cost	Impact Fee	Required City Match
Community Park (60 acres)		100%	36%	64%
	Land Acquisition	\$ 2,400,000	\$ 864,000	\$ 1,536,000
Trails	Land Acquisition &	100%	62%	38%
	Trail Improvement	\$ 3,000,000	\$ 1,860,000	\$ 1,140,000
	Total	\$ 5,400,000	\$ 2,724,000	\$ 2,676,000

Park Impact Fees Remaining: -\$370,233

- Previously planned Community Park, Southwest quadrant – acquisition only
- Previously planned Trails – acquisition and/or improvement
- Covers all impact fees expiring through 2028 and relies on future park impact fees

Figure 8: Scenario F

Scenario F - Implement CORP with 60-Acre Community Park & Improve a Neighborhood Park				
Park Type (Size)	Activity	Total Project Cost	Impact Fee	Required City Match
Community Park (60 acres)	Land Acquisition	100%	36%	64%
		\$ 2,400,000	\$ 864,000	\$ 1,536,000
Neighborhood Park, Existing or Previously Planned	Park Improvements (Pickleball, Ice Rink, etc.)	100%	80%	20%
		\$ 3,350,000	\$ 2,680,000	\$ 670,000
Total		\$ 5,750,000	\$ 3,544,000	\$ 2,206,000

Park Impact Fees Remaining: -\$1,190,233

- Previously planned Community Park, Southwest quadrant – acquisition only (land bank for future improvement)
- Add new facilities to existing Neighborhood Parks (new growth)
- Covers all impact fees expiring through 2028 and relies on significant future park impact fees

The “Do Nothing” Scenario

If the City does not spend the funds that are set to expire at the end of 2022, it will have to rebate the funds with interest. This option creates many technical, legal, and logistical challenges of its own. For example, the City would have to determine how much needs to be rebated, what interest has accrued, and what person or entity to send the funds to. State law has clarified that the funds cannot be rebated to the current owner of the dwelling unit that was charged the impact fee, rather it must be provided to the entity that originally paid the impact fee. In some cases, those firms may no longer exist or may have reorganized. The effort associated with properly rebating the funds would be very costly and time-consuming.

In order to avoid a rebating situation in the future, the City should continually revisit and update the Parkland Acquisition Strategy and park impact fee spending plan. This process should occur on an annual basis or whenever park impact fees are utilized or accumulated in order to ensure that the City always has a proactive plan for spending park impact fees well in advance of their expiration date. This process also should occur in conjunction with the annual City budgeting process to ensure that matching funds are available when needed.

Staffing and Maintenance Needs

There are many different ways to determine staffing and maintenance needs for additions to the City’s parks system. As the specifics of the future park(s) to be acquired are yet to be determined, it is difficult to provide a precise estimate. One approach is to consider the Parks Department’s current budget as compared to the number of park acres currently maintained by the Parks Department and extrapolate the proportional budget impact that would be created by a new park. As shown in Figure 9, based on a five-year average of Parks Department budgets (2017-2021) that support roughly 251 acres of parkland, the budgetary impact of a new park would be \$687 per acre per year. Accordingly, a new 25-acre park would have an annual budget impact of \$17,175, which includes personnel, equipment, contractual services, and other services. This assumes that in the future the Parks Department will provide a level of service and maintenance comparable to that of the past five years.

Figure 9: Parks Dept. Budget, 2017-2021

	Dept 0551 - Parks Budget	Park Acres Maintained
2017	\$167,684	250.3
2018	\$151,914	251.5
2019	\$160,702	251.5
2020	\$186,448	251.5
2021	\$196,343	251.5
Average	\$172,618	251.3
Annual Budget per Acre		\$687
Annual Budget Impact of a 25-acre Park:		\$17,175

If the future park were to have higher than average maintenance needs, perhaps because of specialized facilities or an especially high level of use, this figure could be higher. This exercise is intended to provide an “order of magnitude” impact on the future Parks Department budget, considering the many factors that are still unknown or yet to be determined.

Recommendations for the Future Consideration

- Update the Comprehensive Outdoor Recreation Plan, particularly to reflect current needs for new parks and recreational facilities within the City and to maintain eligibility for state and federal recreational grants. When updating the CORP, consider the percentage that each park project is eligible to be funded through park impact fees.
- Consider updating City’s Impact Fee Ordinance of the Municipal Code to include a policy that places preference on the dedication of land (rather than payment of park impact fees) to acquire parkland as development occurs.
- Update the City’s Official Map (Chapter 58 of Franklin Municipal Code) to reserve land for future parks and recreation trails recommended in the Comprehensive Outdoor Recreation Plan, as provided for in Wis. Stat. 66.23(6).
- Considering that trail development is a priority, the City should require developers to dedicate trails on an outlot as development occurs or as land is platted. A comprehensive map of desired trails such as an Official Map will be important to achieve this. To ensure implementation, the City will need communicate this policy to all department heads involved in the development review process.
- In order to encourage the use of outside funds for parkland acquisition and improvements, consider revising City policies to allow outside funding sources such as grants to be used as the City matching funds when park impact fees are used.

Appendix:

- A. Franklin School District Recreational Facilities
- B. Table of Funding Resources
- C. City of Franklin Public Facilities Needs Assessment and Impact Fee Study (excerpt)
- D. City of Franklin Resolution 2016-7177, Extending Time Limit for Using Impact Fees
- E. Spending Scenarios that Diverge from the CORP
- F. Annotated Bibliography
- G. City of Franklin Resolution Adopting Parkland Acquisition Strategy Report
- H. Parkland Acquisition Strategy Maps
 - Citywide Existing Park/Service Area
 - Citywide Park Service Area & Adopted Land Use Plan
 - Cityside Park Service and Environmental Constraints
 - Southwest Quadrant Environmental Constraints
 - Southwest Quadrant Environmental Constraints & Existing Land Use
 - Southwest Quadrant Environmental Constraints & Adopted Land Use Plan

APPENDIX A. FRANKLIN SCHOOL DISTRICT RECREATIONAL FACILITIES

Existing Facilities:

Franklin School District Facilities are available to the community with some restrictions. They are not available during school hours. The following spaces are available:

- Saber Center for the Performing Arts
- Franklin High School Stadium
- All Elementary Schools: multi-purpose rooms, gyms, outdoor green spaces (soccer fields, baseball diamonds), libraries, and classrooms after 4 p.m.
- Forest Park Middle School: gym, main commons, and certain classrooms after 4 p.m.
- Franklin High School: multi-purpose room, library, gym, cafeteria, and classrooms after 4 p.m.

Franklin School District generally relies on public facilities for recreational programming.

Planned Facilities: Within the next few years, Franklin School District intends to develop more multiuse athletic fields west of Forest Park Middle School in order to meet the District's growing need for open play spaces for soccer, etc.

The District also is aware of the potential need to find or add tennis courts to support the District's tennis program, should current arrangements that provide the District access to tennis courts be changed.

APPENDIX B: TABLE OF FUNDING RESOURCES

Program	Purpose	Funding Details	Deadline (Check Agency Guidelines)	Notes	Admin. Agency	Contact
Wisconsin Stewardship Programs						
Aids for the acquisition and development of local parks (ADLP)	To acquire or develop public nature-based outdoor recreation areas and facilities.	<ul style="list-style-type: none"> 50% local match per project. 	May 1	<ul style="list-style-type: none"> A comprehensive outdoor recreation plan is required. Projects must comply with ADA. 	Wisconsin DNR	Sara deBruijn Southeast Region (414) 897-5704
Urban Greenspace Program (UGS)	To acquire land to provide natural space within or near urban areas or to protect scenic or ecological features.	<ul style="list-style-type: none"> 50% local match per project. 	May 1	<ul style="list-style-type: none"> A comprehensive outdoor recreation plan is required. Projects must comply with ADA. 	Wisconsin DNR	Sara deBruijn Southeast Region (414) 897-5704
Acquisition of Development Rights	To acquire development rights for nature-based outdoor recreation areas and facilities.	<ul style="list-style-type: none"> 50% local match per project. 	May 1	<ul style="list-style-type: none"> Funds are available to acquire development rights (easements) in areas where restrictions on residential, industrial, or commercial development are in place. May include enhancements of nature-based outdoor recreation. 	Wisconsin DNR	Sara deBruijn Southeast Region (414) 897-5704
Urban Rivers Grant Program (URGP)	To acquire lands or rights in lands adjacent to urban rivers for the purpose of preserving or restoring them for economic revitalization or nature-based outdoor recreation activities.	<ul style="list-style-type: none"> 50% local match per project. 	May 1	<ul style="list-style-type: none"> A comprehensive outdoor recreation plan is required to participate. Projects must comply with ADA. 	Wisconsin DNR	Sara deBruijn Southeast Region (414) 897-5704
Federal Programs						
Land and Water Conversation Fund (LWCF)	To acquire or develop public outdoor recreation areas and facilities.	<ul style="list-style-type: none"> 50% local match per project. Land acquisition. 	May 1	<ul style="list-style-type: none"> A comprehensive outdoor recreation plan is required to participate. Development of recreational facilities. 	Wisconsin DNR	Sara deBruijn Southeast Region (414) 897-5704
Recreational Trails Program (RTP)	To provide funds for maintenance, development, rehabilitation, and acquisition of land for motorized, non-motorized, and diversified trails.	<ul style="list-style-type: none"> 50% local match per project. Maintenance and restoration of existing trails. Development and rehabilitation of trailside and trailhead facilities and trail linkages. Construction of new trails (with certain restrictions on federal lands). Acquisition of easement or property for trails purchase. Awards may not exceed \$45,000 	May 1	<ul style="list-style-type: none"> Funds may only be used on trails which have been identified in or which further a specific goal of a local, county or state trail plan. Eligible trails include water trails identified by WDNR. Funds may be used on trails that are referenced in a statewide comprehensive outdoor recreation plan. 	Wisconsin DNR	Sara deBruijn Southeast Region (414) 897-5704

Program	Purpose	Funding Details	Deadline (Check Agency Guidelines)	Notes	Admin. Agency	Contact
Statewide Multi-Modal Improvement Program						
Transportation Alternatives Program (TAP)	Bicycle and pedestrian facilities (on and off street); Safe Routes to School; safe routes for non-drivers; rails to trails conversion; construction of turnouts, overlooks, and viewing areas; historic preservation/rehab of historic transportation facilities.	<ul style="list-style-type: none"> 20% local match per project. Federal minimum of \$300,000 including design. 	<ul style="list-style-type: none"> January typically Every other year 	<ul style="list-style-type: none"> Federal funds administered through WisDOT. Incorporates three WisDOT multimodal transportation improvement programs: Safe Routes to School (SRTS), Transportation Enhancements (TE), and the Bicycle & Pedestrian facilities program (BPPF). 	WisDOT Regional Office	Southeast Region: Jacob Varnes (262) 548-8789
Surface Transportation Program (STP)	Road improvement funds, which can be spent on a wide variety of projects, including roadway projects, bridges, transit facilities, and bicycle and pedestrian facilities.	<ul style="list-style-type: none"> Funded through FAST Act. 80%/20%. 20% required match (funds are not awarded upfront but are reimbursed). 	<ul style="list-style-type: none"> July 6-year project cycle 	<ul style="list-style-type: none"> Facilities for pedestrians and bicycles. System-wide bicycle planning. Three sub-programs: Urban, Rural, Bridges. 	WisDOT	Southeast Region: Jacob Varnes (262) 548-8789
Federal Transit Administration Grants						
Capital Investment Grants	Transit capital projects; includes intermodal facilities such as bicycle racks on buses and bicycle parking at transit stations; most funds are to be directed toward transit itself.	<ul style="list-style-type: none"> Discretionary local match. 	Early spring	<ul style="list-style-type: none"> Funding for this program is allocated on a discretionary basis and requires a multi-year process. 	WisDOT	Aileen Switzer (608)266-5791
Congestion Mitigation and Air Quality (CMAQ) Improvement Program	Funds projects that will reduce vehicle trips and miles, reduce emissions because of traffic congestion, or reduce the per mile rate of vehicle emissions.	<ul style="list-style-type: none"> 20% local match per project (funds are not awarded upfront but are reimbursed). 	April - June	<ul style="list-style-type: none"> Limited to Milwaukee, Kenosha, Racine, Ozaukee, Waukesha, Washington, Sheboygan, Kewaunee, Manitowoc, Walworth, and Door Counties. 	Federal Transit Authority WisDOT SEWRPC	Southeast Region: Jacob Varnes (262) 548-8789
Federal Highway Administration Safety Funds						
Highway Safety Improvement Program (HSIP)	Funds safety projects at sites that have experienced a high crash history. Emphasis is on low-cost options that can be implemented quickly, including intersection improvements.	<ul style="list-style-type: none"> 10% local match per project. 	August	<ul style="list-style-type: none"> Communities must include 5 years of crash data. 	WisDOT	Southeast Region: Jacob Varnes (262) 548-8789
US Department of Transportation						
Rebuilding American Infrastructure with Sustainability and Equity (RAISE)	Investment in road, rail, transit, and port projects. Funding for multi-modal, multi-jurisdictional projects.	<ul style="list-style-type: none"> 20% local match per project. 	Spring/Summer	<ul style="list-style-type: none"> Eligible for transit agencies, port authorities, MPOs, and state and local governments. 	US DOT	(202) 366-0301

Program	Purpose	Funding Details	Deadline (Check Agency Guidelines)	Notes	Admin. Agency	Contact
Other Sources						
Wisconsin Main Street and Connect Communities Program	Comprehensive downtown revitalization program, which includes streetscape improvements.	<ul style="list-style-type: none"> \$250,000 available annually. 	No specific date	<ul style="list-style-type: none"> General downtown program. May benefit trail enhancements through streetscaping. 	Wisconsin Economic Dev. Corporation (WEDC)	WEDC Regional Office (608) 210-6787
Urban Forestry Grants - Regular	Assistance for tree maintenance, planting, and public awareness.	<ul style="list-style-type: none"> \$1,000 to \$25,000 grants awarded with a 50% local match. Match may include in-kind services and donations. 	October 1	<ul style="list-style-type: none"> Projects begin January 1 of the following year and must be completed within one calendar year. 	Wisconsin DNR Urban Forestry	Nicolle Spafford (715) 453-2188 ext 174
Urban Forestry Grants – Startup	Assistance for small projects focused on initial steps in community tree care and management.	<ul style="list-style-type: none"> \$4,000 to \$50,000. Applicant may request 50% advance payment. 	Within 60 days of a state emergency declaration	<ul style="list-style-type: none"> Projects must be completed within 365 days after governor's emergency declaration. 	Wisconsin DNR Urban Forestry	Nicolle Spafford (715) 453-2188 ext 174
Urban Forestry Grants – Catastrophic Storm	Assistance with tree repair, removal, or replacement within urban areas following a catastrophic storm event.	<ul style="list-style-type: none"> \$1,000 to \$25,000 grants awarded with a 50% local match. Match may include in-kind services and donations. 	October 1	<ul style="list-style-type: none"> Projects begin January 1 of the following year and must be completed within one calendar year. 	Wisconsin DNR Urban Forestry	Nicolle Spafford (715) 453-2188 ext 174
Bicycle Infrastructure & Advocacy Grant	Grants to build infrastructure that makes it easier for all people to ride bikes in their communities, including bike paths, bike lanes, trails, bridges, parking, and storage. Can also fund programs and initiatives that advocate for bikes and transform streets for bikes.	<ul style="list-style-type: none"> Up to \$10,000 or up to 50% of project cost. No specific match amount, but leverage required. 	April and October	Applications should include performance metrics for measuring project success.	People for Bikes	Zoe Kircos (702) 726-3335
Aquatic Restoration Programs						
Surface Water Grant Program	Supports education and planning projects and management projects to help communities understand surface water conditions and protect and improve water quality and aquatic habitat.	<ul style="list-style-type: none"> Funding caps and match requirements vary by project type. Over \$6 million provided annually. 	November 1	<ul style="list-style-type: none"> Some projects require an approved recommendation in a management plan to be eligible. 	Wisconsin DNR	Alison Miklyuk (608) 264-8947

**APPENDIX C: CITY OF FRANKLIN PUBLIC FACILITIES NEEDS ASSESSMENT AND
IMPACT FEE STUDY 2020 (EXCERPT)**

Public Facilities Needs Assessment and Impact Fee Study



PREPARED FOR:

City of Franklin

9229 W. Loomis Rd
Franklin, WI 53132

PREPARED BY:

Ruekert & Mielke, Inc.

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Madison, WI 53714

Public Facilities Needs Assessment and Impact Fee Study

March 2020



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PARKS FACILITIES

Franklin plans to continue to impose impact fees to fund parks facility improvements. Parks impact fees were last updated by R/M in 2015.

Table 5 inventories existing parks facilities.

Regional and Multi-Community Parks	Area (Acres)	Mini Parks	Area (Acres)
Root River Parkway	2,166	Lions Baseball Field	9
Whitnall Park	388	Cascade Creek	9
Oakwood Park and Golf Course	278	Friendship	2
Milwaukee County Sports Complex	132	Glen Meadows	1
Crystal Ridge	92	Dr. Lynette Fox Memorial	0.4
Franklin Park	165	Ken Windl	7
Grobschmidt Park	143	Subtotal	28
Subtotal	3,364		
		Special Parks	Area (Acres)
Community Parks	Area (Acres)	Franklin Woods Nature Center	40
Lion's Legend Park	38	Franklin Little League Complex	26
Froemming Park	16	Meadowlands Park	15
Franklin High School	77	Ernie Lake	14
Forest Park Middle School and District Office	40	Mission Hills Neighborhood Wetlands	14
Subtotal	171	Market Square	1
		Victory Creek	85
Neighborhood Parks	Area (Acres)	Subtotal	194
St. Martins Robinwood	19	Grand Total (Acres)	3,881
Pleasant View	24		
Jack E. Workman	12	Site Name	Length (Linear Feet)
Southwood Glen	9	Connecting Trail System (City Controlled)	50,504
Christine Rathke Memorial	7		
Pleasant View Elementary School	14		
Ben Franklin Elementary School	12		
Country Dale Elementary School	10		
Southwood Glen Elementary School	9		
Robinwood Elementary School	8		
Subtotal	124		

Table 6 shows spending by year for parks projects through 2030. These cost estimates were provided by City staff for the last impact fee update and were adjusted by R/M to reflect annual inflation. The timing for several projects has been adjusted to reflect the 2020 budget and more recent planning.

Public Facilities Needs Assessment and Impact Fee Study

Table 6 - Previously Planned Parks Projects Detail
Parks and Recreation Facilities Needs Assessment
Capital Improvement Plan

Improvement / Land Acquisition	Park Type	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	Total
Southwest Park-Development	Community	-	-	-	-	-	2,848,807	2,848,807	-	-	-	-	5,697,613
Planned Trails, Bicycle Routes & Linkages-Development	Connecting Trail Facilities	350,000	507,356	507,356	507,356	507,356	-	-	-	-	-	-	2,379,425
Pleasant View Neighborhood Park-Development	Neighborhood	150,000	-	-	-	-	-	-	-	-	-	-	150,000
Christine Rathke (Formerly Quarry View Park)-Development	Neighborhood	2,027	-	-	-	-	-	-	-	-	-	-	2,027
Forest Hill Neighborhood Park--Development	Neighborhood	-	-	-	1,757,770	-	-	-	-	-	-	-	1,757,770
Hillcrest Neighborhood Park-Development	Neighborhood	-	-	2,147,757	-	-	-	-	-	-	-	-	2,147,757
Mini-Park #1	Mini	-	-	-	-	-	-	347,603	-	-	-	-	347,603
Mini-Park #2	Mini	-	-	-	-	-	-	347,603	-	-	-	-	347,603
Mini-Park #3	Mini	-	-	-	-	-	-	-	347,603	-	-	-	347,603
Mini-Park #4	Mini	-	-	-	-	-	-	-	-	347,603	-	-	347,603
Mini-Park #5	Mini	-	-	-	-	-	-	-	-	-	347,603	-	347,603
Meadowlands Park-Development	Special	42,156	-	-	-	-	-	-	-	-	-	-	42,156
Franklin Woods Nature Center--Development	Special	-	-	-	-	756,282	-	-	-	-	-	-	756,282
Mission Hills Neighborhood Wetlands-Development	Special	47,299	-	-	-	-	-	-	-	-	-	-	47,299
Mahr Woods Special Park-Development	Special	-	-	-	-	-	-	-	-	-	-	207,931	207,931
Park Improvements - Development	Community	250,000	278,358	-	-	-	-	-	-	-	-	-	528,358
All-Inclusive Park - Development	All-Inclusive	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Total		\$841,482	\$785,714	\$2,655,114	\$2,265,127	\$1,263,639	\$2,848,807	\$3,544,013	\$347,603	\$347,603	\$347,603	\$207,931	\$15,454,636

Notes:
Projects and associated costs provided by City of Franklin Staff
Costs adjusted for annual inflation from 2015 to 2020 using ENR's Construction Cost Index

The project Park Improvements refers to upgrades needed to existing facilities in any park to accommodate new growth. These improvements include such items as lighted or unlighted tennis courts, dog parks, splashpads, restrooms, and fitness stations. They expand park features and are not maintenance or replacement of existing park features.

Table 7 summarizes the total costs and shows acres for each project except for trails, which are measured in linear feet.

Table 7 - Previously Planned Parks Projects Summary		
Project	Cost	Acres
Community Parks		
Southwest Park-Development	\$ 5,697,613	200
Park Improvements - Development	528,358	-
Subtotal	6,225,971	200
Neighborhood Parks		
Forest Hill Neighborhood Park--Development	1,757,770	40
Pleasant View Neighborhood Park-Development	150,000	14
Christine Rathke (Formerly Quarry View Park)-Development	2,027	9
Hillcrest Neighborhood Park-Development	2,147,757	20
Subtotal	4,057,555	83
Mini Parks		
Mini-Park #1	347,603	3
Mini-Park #2	347,603	3
Mini-Park #3	347,603	3
Mini-Park #4	347,603	3
Mini-Park #5	347,603	3
Subtotal	1,738,016	15
Special Parks		
Meadowlands Park-Development	42,156	15
Mission Hills Neighborhood Wetlands-Development	47,299	15
Franklin Woods Nature Center--Development	756,282	40
Mahr Woods Special Park-Development	207,931	30
Subtotal	1,053,669	100
Trails		
	Cost	Linear Feet
Planned Trails, Bicycle Routes & Linkages-Development	2,379,425	43,547
Subtotal	2,379,425	43,547
Total \$ 15,454,636		

The total cost for planned projects in the update from 2015 exceeded \$29.3 million. Several of these projects have been completed since the update. The community center had to be removed from consideration for impact fees because of changes in state law.

Table 8 shows how much of Franklin’s previously planned projects are eligible to be funded through impact fees. These cost percentages from the prior study apply only to the previously planned projects. (New projects would use the process described below for Tables 12 through 14 to determine the percentages that would be eligible for impact fees for these projects.)

Community Parks	36%
Neighborhood Parks	47%
Mini Parks	43%
Special Parks	36%
Trails	62%

Taking the costs from Tables 6 and 7 and applying the percentages from Table 8 produce the following costs in Table 9.

Category	Total Project Cost	% Eligible	\$ Eligible
Community Parks	\$ 6,225,971	36%	\$ 2,241,350
Neighborhood Parks	4,057,555	47%	1,907,051
Mini Parks	1,738,016	43%	747,347
Special Parks	1,053,669	36%	379,321
Trails	2,379,425	62%	1,475,244
Total			\$ 6,750,312

Impact fees are calculated in Table 10. The existing fund balance for parks impact fees is deducted from the eligible costs since those dollars were already collected to pay for these projects. The population forecast runs only through 2030 to match the planning period for the projects.

Public Facilities Needs Assessment and Impact Fee Study

Forecast 2030 Population	39,406				
Estimated Current Population	<u>36,516</u>				
Population Growth	2,890				
Costs Eligible for Impact Fees	\$ 6,750,312				
Less Existing Park Fund Balance	<u>4,982,477</u>				
Costs to be Charged through Impact Fees	\$ 1,767,835				
Recommended Fee per Person	\$ 612				
Development Type	Assumed People per Unit	Forecast Units	People per Development Type	Recommended Fee per Development Type	Total Forecast Fees
Single-family or Two-family Dwelling Unit *	3.08	723	2,225	\$ 1,883	\$ 1,361,233
Multi-family Dwelling Unit **	2.00	<u>332</u>	665	\$ 1,223	406,602
Total		1,055	2,890		\$ 1,767,835

* Extrapolated based on US Census data and Milwaukee Metropolitan Sewage District data.
 ** Assumes 2 people per unit on average.

The recommended fees are less than the current fees because many of the projects proposed in the prior study have been completed, and no new ones have been added.

If any new projects are added, this study can be amended by completing the tables below. New projects would use the same standards, but the inventory would include all the planned projects, and the forecast would include growth through 2040. The new projects would be added in the column Additions, and the financial model would calculate what share of the projects would be eligible to be recovered through impact fees. The population forecast in Table 11 runs to 2040 for new projects since these projects may occur beyond 2030.

Category	Service Standard (per 1,000 Population)	Population		2040 Population	
		Estimate	Current Goal	Estimate	2040 Goal
Regional and Multi-Community Parks (Acres)	92	36,516	3,364	43,576	4,014
Community Parks (Acres)	10		371		443
Neighborhood Parks (Acres)	6		206		246
Mini Parks (Acres)	1		43		51
Special Parks (Acres)	10		378		452
Trails (Linear Feet)	2,576		94,051		112,235

Category	Inventory including Planned Projects	Current Deficiency	Additions	New Growth Additions	Portion Eligible for Impact Fees
Regional and Multi-Community Parks (Acres)	3,364	-	-	-	N/A
Community Parks (Acres)	371	-	-	-	N/A
Neighborhood Parks (Acres)	206	-	-	-	N/A
Mini Parks (Acres)	43	-	-	-	N/A
Special Parks (Acres)	378	-	-	-	N/A
Trails (Linear Feet)	94,051	-	-	-	N/A

* Standards are based on recommendations in Franklin's Comprehensive Outdoor Recreation Plan

The Portion Eligible for Impact Fees, along with the estimated project costs, would then be used to calculate the dollar value of the what can be charged through impact fees. The new tables would be in the same format as Tables 9 and 10. The calculations to derive the fees would include only the portions of projects that address serve new growth; impact fees cannot recover costs designed to address existing deficiencies. The calculations would also exclude any portion of a project that would exceed 2040 goals.

All the standards are defined with respect to population. The standards are based on the recommendations in Franklin’s latest Comprehensive Outdoor Recreation Plan.

The next 3 tables and explanations are an example of how the fees could be updated if new projects are added. The example projects are not recommendations, just examples to illustrate how the amendment process would work.

Suppose that in addition to the projects in Table 6, Franklin decides to build 50 acres of neighborhood parks, 2 mini parks for a total of 6 acres, and 30,000 linear feet of trails. The financial model would then apply the existing standards to these new projects to calculate the Portion Eligible for Impact Fees. Table 12 below shows the outcome.

Category	Service Standard (per 1,000 Population)	Population Estimate	Current Goal	Population Estimate	2040 Goal
Regional and Multi-Community Parks (Acres)	92	36,516	3,364	43,576	4,014
Community Parks (Acres)	10		371		443
Neighborhood Parks (Acres)	6		206		246
Mini Parks (Acres)	1		43		51
Special Parks (Acres)	10		378		452
Trails (Linear Feet)	2,576		94,051		112,235
					Portion Eligible
Category	Inventory with Planned Projects	Current Deficiency	Additions	New Growth Additions	for Impact Fees
Regional and Multi-Community Parks (Acres)	3,364	-	-	-	N/A
Community Parks (Acres)	371	-	-	-	N/A
Neighborhood Parks (Acres)	206	-	50	40	80%
Mini Parks (Acres)	43	-	6	6	100%
Special Parks (Acres)	378	-	-	-	N/A
Trails (Linear Feet)	94,051	-	30,000	18,184	61%

* Standards are based on recommendations in Franklin's Comprehensive Outdoor Recreation Plan

Since a part of both the neighborhood parks projects and the trails projects would exceed the standards, only some of those costs would be eligible for impact fees.

Suppose that the neighborhood parks would cost \$2,500,000, the mini parks would cost \$800,000, and the 30,000 feet of trails would cost \$400,000. Inputting the costs into the financial model produces the results in Table 13 below. The Portion Eligible for Impact Fees from Table 12 above equals % Eligible in Table 13. Applying those percentages yields the total cost eligible for impact fees from the new projects.

Public Facilities Needs Assessment and Impact Fee Study

Category	Total Project Cost	% Eligible	\$ Eligible
Regional and Multi-Community Parks	\$ -	N/A	TBD
Community Parks	-	N/A	TBD
Neighborhood Parks	2,500,000	80%	1,993,721
Mini Parks	800,000	100%	800,000
Special Parks	-	N/A	TBD
Trails	400,000	61%	242,451
Total			\$ 3,036,172

Adding new projects would cause the impact fees to go up. In this example, an incremental \$3,036,172 would be added to Table 10’s existing Costs Eligible for Impact Fees. Table 14 below matches Table 10 except the Costs Eligible for Impact Fees would rise. This rise in turn would increase the recommended impact fees below. If we assume the projects would occur sometime in the next decade, we would extend the forecast period through 2040. The longer forecast period would partially offset the higher costs because the fees would be spread among more future residents. The end result would be park impact fees would rise by 10 percent.

Forecast 2040 Population	43,576				
Estimated Current Population	<u>36,516</u>				
Population Growth	7,060				
Costs Eligible for Impact Fees *	\$ 9,786,484				
Less Existing Park Fund Balance	<u>4,982,477</u>				
Costs to be Charged through Impact Fees	\$ 4,804,007				
Recommended Fee per Person	\$ 680				
	Assumed	Forecast	People per	Recommended Fee	Total Forecast
Development Type	People per Unit	Units	Development Type	per Development Type	Fees
Single-family or Two-family Dwelling Unit **	3.08	1,766	5,436	\$ 2,094	\$ 3,699,085
Multi-family Dwelling Unit ***	2.00	<u>812</u>	1,624	\$ 1,361	1,104,922
Total		2,578	7,060		\$ 4,804,007

* Includes the \$3,036,172 from the example projects.
 * Extrapolated based on US Census data and Milwaukee Metropolitan Sewage District data.
 ** Assumes 2 people per unit on average.

Tables 12 through 14 serve only to illustrate how the existing standards, along with the existing and planned inventory, would be used to calculate impact fees for new projects. Franklin would need to amend this study with specifics of any new project to revise the parks impact fees.

**APPENDIX D: CITY OF FRANKLIN RESOLUTION 2016-7177,
EXTENDING TIME LIMIT FOR USING IMPACT FEES**

A STATE OF WISCONSIN: CITY OF FRANKLIN: MILWAUKEE COUNTY

RESOLUTION NO. 2016-7177

A RESOLUTION TO EXTEND BY THREE YEARS THE 10-YEAR TIME LIMIT
FOR USING PARKS, PLAYGROUNDS, AND LAND FOR ATHLETIC FIELDS
IMPACT FEES COLLECTED AFTER APRIL 10, 2006

WHEREAS, the Common Council adopted Ordinance No. 2015-2175, An Ordinance to Amend Section 92-9 of the Municipal Code Pertaining to Impact Fees for Parks, Playgrounds, and Other Recreational Facilities and Pertaining to Refund of Impact Fees Procedures,” which updated the refund of impact fees procedures for consistency with State statues thereby incorporating the authority to extend the 10-year time limit for using impact fees by an additional 3 years subject to the Common Council adopting a resolution stating that, due to extenuating circumstances or hardship in meeting the 10-year limit, the City needs an additional 3 years to use the impact fees that were collected; and

WHEREAS, the Common Council has received and reviewed the report prepared by the Director of Administration, entitled “Report on the Application of the Statutory Authority to Approve an Extended Time Period for the Expenditure of Parks, Playgrounds, and Land for Athletic Fields Impact Fees Beyond the Initially Authorized 10-year Period for Such Fees Collected After April 10, 2006,” (which fees are hereafter called “Park Impact Fees”); and

WHEREAS, the above referenced report, which is incorporated herein by reference, provides detailed written findings that specify the extenuating circumstances or hardship that led to the need to adopt a resolution under 92-9 N., which findings conclude, in part, that multiple factors, particularly “the deepest post-World War II recession by far,” according to the International Monetary Fund, clearly created an extenuating circumstance that could reasonably be expected to create a hardship in meeting the 10-year limit to use the impact fees that were collected; and

WHEREAS, the above referenced report further provides detailed written findings supporting that it is reasonable and appropriate to conclude that due to extenuating circumstances or hardship in meeting the 10-year limit to use the impact fees, a three-year extension, the maximum allowable, should be applied to the expenditure timeframe for Park Impact Fee collections that occurred after April 10, 2006; and

WHEREAS, the above referenced report further provides detailed written findings and analysis supporting that the extension available under Section 92-9 N. par.(2) of the Municipal Code, and authorized herein upon execution, should remain in place through December 31, 2022 thereby extending the 10-year limit to use the Park Impact Fees that were collected to a 13-year limit until that date.

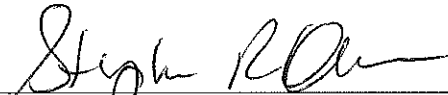
NOW, THEREFORE, BE IT RESOLVED by the Mayor and Common Council of the City of Franklin that the Common Council has reviewed the above referenced report, which is incorporated herein by reference, and concurs with the detailed written findings that specified the extenuating circumstances or hardship that led to the need to adopt this resolution.

BE IT FURTHER RESOLVED as provided for by Section 92-9 N. of the Municipal Code, in accordance with Wisconsin Statutes, and in accordance with the written findings, the 10-year time limit for using Parks, Playgrounds, and Land for Athletic Fields Impact Fees is hereby extended for three years, for impact fees collected after April 10, 2006, due to extenuating circumstances or hardship in meeting the 10-year limit and that such extension shall remain in place through December 31, 2022.

Introduced at a regular meeting of the Common Council of the City of Franklin this 1st day of March, 2016, by Alderman D. Mayer.

Passed and adopted by the Common Council of the City of Franklin this 1st day of March, 2016.

APPROVED:



Stephen R. Olson, Mayor

ATTEST:



Sandra L. Wesolowski, Director of Clerk Services

AYES 4 NOES 0 ABSENT 2 (Ald. Wilhelm & Ald. Taylor)

APPENDIX E. SPENDING SCENARIOS THAT DIVERGE FROM THE CORP

The City of Franklin Public Facilities Needs Assessment and Impact Fee Study (March 2020) also provides the maximum percentage and total dollar amount (see Figure 10) that may be funded by impact fees for new projects, i.e., projects that are not included in the City’s Comprehensive Outdoor Recreation Plan. As shown below, up to 100 percent of total project costs for new Mini Parks and 80 percent of total project costs for new Neighborhood Parks can be covered by park impact fees, whereas Regional and Community Parks are not eligible for park impact fees. This Parkland Acquisition Study operates within the framework of existing City policy.

Figure 10: Costs Eligible for Impact Fees – New Projects (Impact Fee Study, 2020)

Category	Total Project Cost	% Eligible	\$ Eligible
Regional and Multi-Community Parks	\$ -	N/A	TBD
Community Parks	-	N/A	TBD
Neighborhood Parks	2,500,000	80%	1,993,721
Mini Parks	800,000	100%	800,000
Special Parks	-	N/A	TBD
Trails	400,000	61%	242,451
Total			\$ 3,036,172

Four scenarios that diverge from the Comprehensive Outdoor Recreation Plan (CORP) are provided below. These scenarios include a new Neighborhood Park rather than a larger Community Park as recommended by the CORP. Implementing one of the following scenarios would require an amendment to the CORP as well as an update of the Impact Fee Study. Such updates would likely result in a change to the percentage of the project that is eligible for impact fees and resulting match requirement. As this report was developed, the Plan Commission and Council reviewed and discussed both sets of scenarios – those that implement the CORP (Scenarios A through F in the main report) and those that diverge from the CORP (Scenarios G through J below).

Figure 11: Scenario G

Park Type (Size)	Activity	Total Project Cost	Impact Fee	Required City Match
		100%	80%	20%
Neighborhood Park, Not Previously Planned (25 acres)	Land Acquisition	\$ 1,000,000	\$ 800,000	\$ 200,000
	Park Improvements	\$ 1,500,000	\$ 1,200,000	\$ 300,000
	Total	\$ 2,500,000	\$ 2,000,000	\$ 500,000

Park Impact Fees Remaining: \$353,767

- New (not previously planned) Neighborhood Park, Southwest quadrant – acquisition and improvements
- Covers all impact fees expiring through 2026; future projects needed to utilize remaining park impact fee balance
- Much smaller match requirement due to higher percentage eligible for impact fees

Figure 12: Scenario H

Scenario H - Trails and Diverge from CORP with 25-Acre Neighborhood Park				
Park Type (Size)	Activity	Total Project Cost	Impact Fee	Required City Match
		100%	80%	20%
Neighborhood Park, Not Previously Planned (25 acres)	Land Acquisition	\$ 1,000,000	\$ 800,000	\$ 200,000
	Park Improvements	\$ 1,500,000	\$ 1,200,000	\$ 300,000
Trails	Land Acquisition & Trail Improvement	100%	62%	38%
		\$ 2,350,000	\$ 1,457,000	\$ 893,000
	Total	\$4,850,000	\$ 3,457,000	\$ 1,393,000

Park Impact Fees Remaining: -\$1,103,233

- New (not previously planned) Neighborhood Park, Southwest quadrant – acquisition and improvements
- Previously planned Trails – acquisition and/or improvement
- Neighborhood Park match requirement of \$500K; smaller total match requirement due to higher percentage eligible for impact fees
- Covers all impact fees expiring through 2028 and relies on significant future park impact fees

Figure 13: Scenario I

Scenario I - Trails, Improve a Neighborhood Park, and Diverge from CORP with new 25-Acre Neighborhood Park				
Park Type (Size)	Activity	Total Project Cost	Impact Fee	Required City Match
		100%	80%	20%
Neighborhood Park, Not Previously Planned (25 acres)	Land Acquisition	\$ 1,000,000	\$ 800,000	\$ 200,000
	Neighborhood Park, Existing or Previously Planned	Park Improvements (Pickleball, Ice Rink, etc.)	100%	80%
\$ 2,300,000			\$ 1,840,000	\$ 460,000
Trails	Land Acquisition & Trail Improvement	100%	62%	38%
		\$ 1,500,000	\$ 930,000	\$ 570,000
	Total	\$4,800,000	\$ 3,570,000	\$ 1,230,000

Park Impact Fees Remaining: -\$1,216,233

- New (not previously planned) Neighborhood Park, Southwest quadrant – acquisition only (land bank for future improvement)
- Add new facilities to existing Neighborhood Parks (new growth)
- Previously planned Trails – acquisition and/or improvement
- Neighborhood Park match requirement of \$660K; smaller total match requirement due to higher percentage eligible for impact fees
- Covers all impact fees expiring through 2028

Figure 14: Scenario J

Scenario J - Improve a Neighborhood Park, and Diverge from CORP with new 25-Acre Neighborhood Park				
Park Type (Size)	Activity	Total Project Cost	Impact Fee	Required City Match
		100%	80%	20%
Neighborhood Park, Not Previously Planned (25 acres)	Land Acquisition	\$ 1,000,000	\$ 800,000	\$ 200,000
Neighborhood Park, Existing or Previously Planned	Park Improvements (Pickleball, Ice Rink, etc.)	100%	80%	20%
		\$ 3,460,000	\$ 2,768,000	\$ 692,000
	Total	\$ 4,460,000	\$ 3,568,000	\$ 892,000

Park Impact Fees Remaining: -\$1,214,233

- New (not previously planned) Neighborhood Park – acquisition only (land bank for future improvement)
- Add new facilities to existing Neighborhood Parks (new growth)
- Neighborhood Park match requirement of \$892K; smaller total match requirement due to higher percentage eligible for impact fees
- Covers all impact fees expiring through 2028 and relies on significant future park impact fees

APPENDIX F: ANNOTATED BIBLIOGRAPHY

Parks Commission Meeting – March 8, 2021

Input from Parks Commissioners on goals for Parkland Acquisition Strategy:

- Acquire a larger, multi-purpose park (20+ acres).
 - Focus on southwest portion of city.
 - Objective is to have a multi-purpose space to host events and other activities, such as Konkel Park in Greenfield.
 - Acquire parkland sooner, develop/improve park over time.
 - Include the river that runs through Franklin Savanna.
 - Potential to acquire additional land adjacent to Franklin Savanna.
- Connect all existing trails (or as many as practical).
 - Connect with 116th Street Trail to Franklin Savanna and onward to the Oak Leaf Trail.
 - Explore other potential connections options.
- Known interest exists in adding dog park and pickleball (8+ courts) to the park system.
- Coordinate with School District on their planned facilities to avoid duplication of facilities.
- Explore need for a park department.

Parks Commission Meeting – May 10, 2021

Input from Parks Commissioners on draft outline of the Parkland Acquisition Strategy:

- General agreement exists with the parkland acquisition goals laid out in the draft outline.
- Concern expressed that City matching funds may not be available in order to spend park impact fees expiring in 2022. Frustration expressed that the funds are at risk of expiring without City action to-date.
- It would have been better if this process had occurred earlier. Not ideal to have let the park impact fees sit for as long as they have. the purpose, however, of this Parkland Acquisition Strategy is to put together a plan to guide the Common Council.
- City Administrator: The City Council is taking this very seriously and is doing capital planning in the coming months. Rebating funds is not in the plan.
- Public Works Director: Some Parks Department projects in the pipeline will use some of the expiring funds – Pleasant View Pavilion and 116th Street Trail.
- Planner: The City Council ultimately will approve how park impact fees are spent, but the Parks Commission's recommendations will be reflected in the Parkland Acquisition Strategy document. Now we need to chart a path forward that the Council could consider approving.
- The City may need a Parks Director or Park Department in the future.
- Concerns expressed about park system growth without budgeting for maintenance.
- Motion approved to send the draft outline of the Parkland Acquisition Strategy to the Plan Commission to purchase a parcel in the southwest portion of the City for future use.

Plan Commission Meeting – July 22, 2021

Input from Plan Commissioners on the Parkland Acquisition Strategy Report and Spending Scenarios:

- Emphasis expressed that Parks Commission input is important to the process.
- Current Comprehensive Outdoor Recreation Plan (CORP) doesn't reflect current needs of the community. Desire to update or amend the CORP.
- Confirmed need exists for parkland on the southwest side of the City. Precise location needs to be determined. Co-locating with existing open space areas could be desirable.
- Hypothetical park in the center of the city could be desirable.
- Concern expressed about outside users using City of Franklin parks at edges of the community. No consensus on whether the City should avoid locating a park close to adjoining municipalities.
- Potential exists for more intergovernmental and intermunicipal cooperation; don't duplicate efforts or facilities. Increase collaboration with Franklin School District.
- Scenario I has merit. It includes acquiring land for and improving trails and acquiring land for a new 25-acre neighborhood park and improving a new or previously planned neighborhood park.
- Discussion occurred of the need to identify the right-sized parcel in the right location and the need to move quickly to acquire the land once it is identified. It only gets more difficult to acquire land as time passes. Start with natural resource areas on the southwest side.

City Council Meeting – August 17, 2021

Input from Common Council members on the Parkland Acquisition Strategy Report and Spending Scenarios:

- Discussion of a dedicated dog park versus dog amenities within a new or existing park. Discussion about how either or both would be desirable. The consultant clarified that the initial focus of this report is to determine the scale and location for parkland acquisition (Step One of the Parkland Acquisition Strategy) and that specific amenities such as dog amenities should be addressed as the park project concept is further developed (Step Two).
- Desire to update or amend the CORP to reflect current needs of the community.
- Discussion occurred about the need to identify the target parcel(s) and the need to move quickly to acquire the land once it is identified
- Preference expressed for larger parks over smaller parks (such as Mini Parks).
- Discussion on the possibility of co-locating a Neighborhood Park between both the Waste Management Conservation Easement land and the Franklin Savanna.
- No consensus was provided on a preferred scenario or that would otherwise lead to a substantive change in the report.

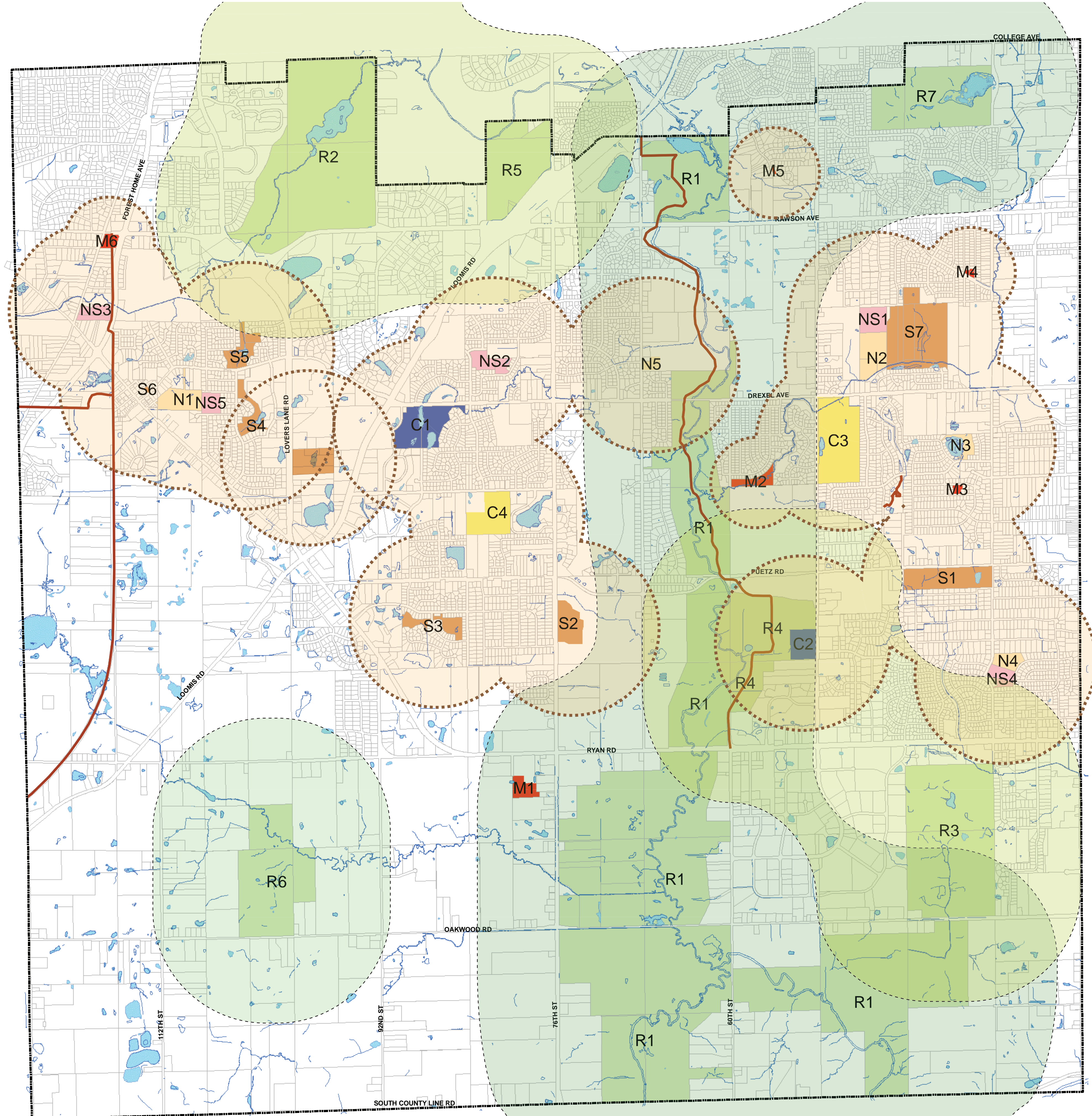
APPENDIX G: CITY OF FRANKLIN RESOLUTION ADOPTING PARKLAND ACQUISITION STRATEGY REPORT

Adoption Resolution to be inserted upon receipt




Adoption Resolution to be inserted upon receipt

APPENDIX H: PARKLAND ACQUISITION STRATEGY MAPS

COMPREHENSIVE OUTDOOR RECREATION PLAN
MAP 4.1 EXISTING PUBLIC OUTDOOR RECREATION SITES: 2010



Legend



-  City Boundary
-  Water
-  Existing Trails

EXISTING PUBLIC PARK SITES



REGIONAL AND MULTI-COMMUNITY PARKS

-  R1 Root River Parkway
-  R2 Whitnall Park
-  R3 Oakwood Park and Golf Course
-  R4 Milwaukee Co Sports Park
-  R5 Crystal Ridge
-  R6 Franklin Park
-  R7 Grobschmidt Park

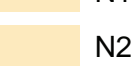




COMMUNITY PARKS (at Park Sites):

-  C1 Lion's Legend Park
-  C2 Froemming Park






COMMUNITY PLAYFIELDS (at MS or HS Sites):

-  C3 Franklin High School
-  C4 Forest Park Middle School

NEIGHBORHOOD PARKS (at Park Sites):

-  N1 St Martins (Robinwood)
-  N2 Pleasant View
-  N3 Jack Workman Park
-  N4 Southwood Glen
-  N5 Christine Rathke Memorial Park

NEIGHBORHOOD PLAYGROUNDS (at ES Sites):




-  NS1 Pleasant View Elementary
-  NS2 Ben Franklin Elementary
-  NS3 Country Dale Elementary
-  NS4 Southwood Glen Elementary
-  NS5 Robinwood Elementary School

MINI PARKS (at Park Sites):

-  M1 Lion's Baseball Field
-  M2 Cascade Creek Park
-  M3 Friendship Park
-  M4 Glenn Meadows Park
-  M5 Dr Lynette Fox Memorial Park
-  M6 Ken Windl Park

SPECIAL PARKS:

-  S1 Franklin Woods Nature Center
-  S2 Franklin Little League Complex
-  S3 Meadowlands Park
-  S4 Ernie Lake Park
-  S5 Mission Hills Neighborhood Wetlands
-  S6 Market Square
-  S7 Victory Creek Park

-  1/4-Mile or 1/2-Mile Park Service Radii
- Regional & Multi-Community Parks**
-  1/2-Mile Park Service Radii - Active Recreation
-  1/2-Mile Park Service Radii - Passive Recreation

Future Land Use Map 2025

Map 5.7

Legend

Future Land Use

-  Areas of Natural Resource Features
-  Business Park
-  Commercial
-  Communication and Utilities
-  Industrial
-  Institutional
-  Landfill
-  Light Manufacturing
-  Mixed Use
-  Office
-  Recreational
-  Residential
-  Residential - Multi-Family
-  Transportation
-  Water
-  Future Roads (SW Plan)
-  Existing Trail
-  Proposed Trail
-  Milwaukee County Parkway

Notes:

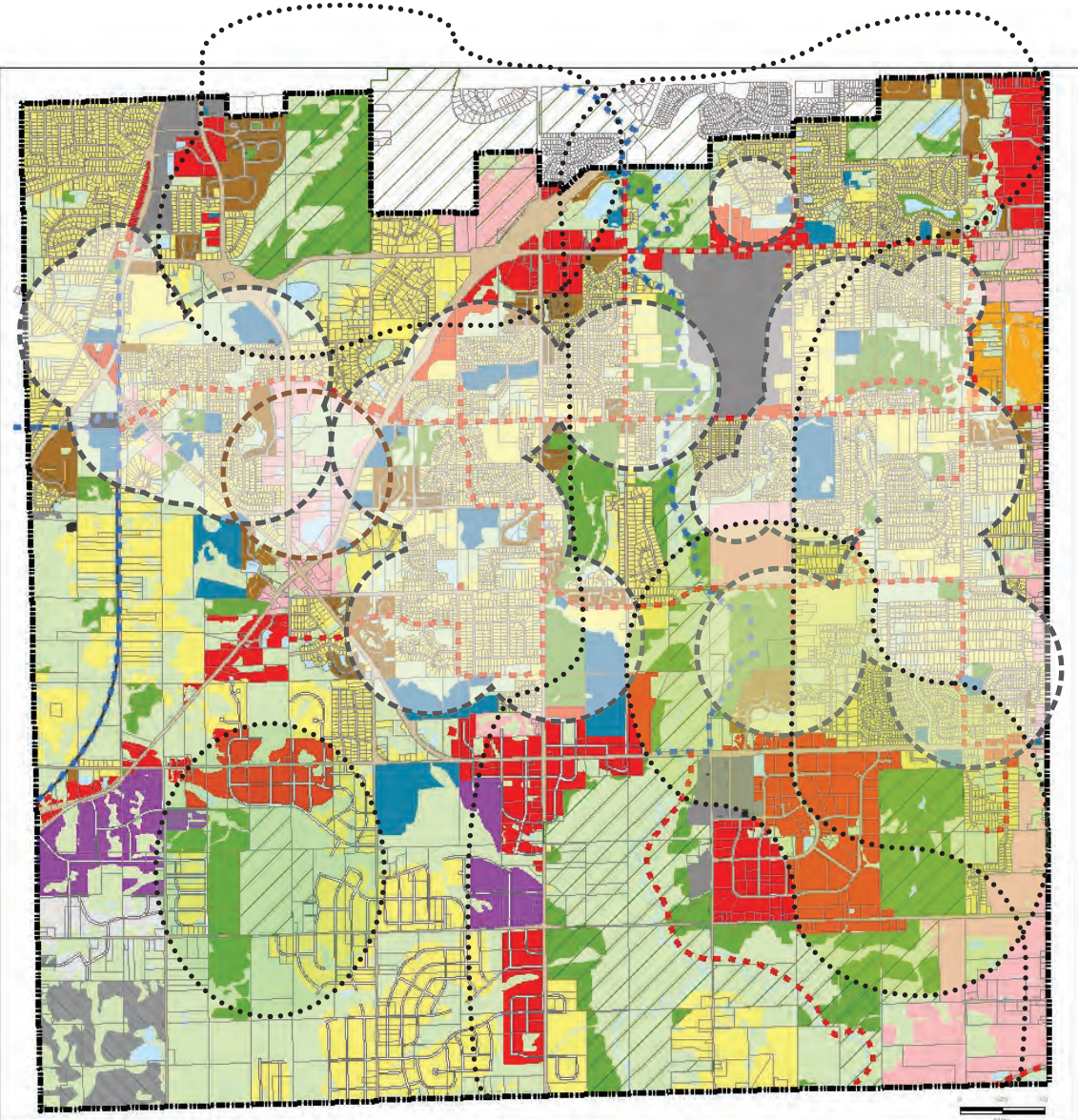
The changes on this map reflect hand notes provided by Planning to GIS on 8/26/09. The changes were made to a copy of the 2005 existing land use map.
 The study area has been identified as a Potential Development Area. However, this symbolized that any development/redevelopment of this area will occur only after an action plan is established to occur after the Board of Directors. Such development/redevelopment is to occur in accord with such provisions as set forth in Ordinance No. 07-1496 as may be amended.



Disclaimer:

The information depicted on this map was compiled from a variety of sources, including photogrammetric means. This map is not intended for use as a legal document and official map documents, including certified survey maps, plat of surveys, flood insurance studies, or other similar documents, should be consulted when planning, block features on a site or property or when precise accuracy is required.



City of Franklin
 GIS Department
 9229 W. Loomis Rd.
 Franklin, WI 53132
www.franklinwi.gov



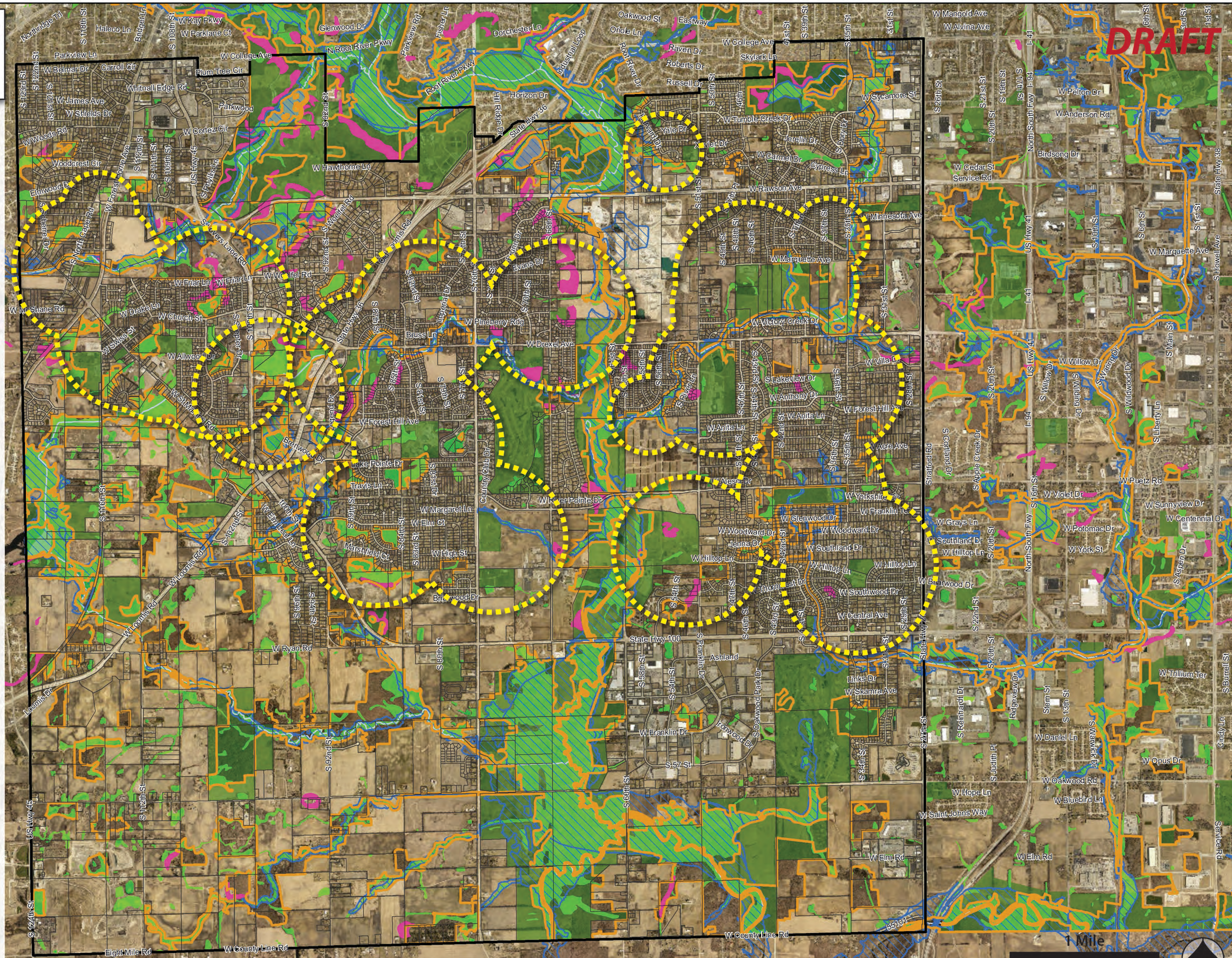
-  1/4-Mile or 1/2-Mile Park Service Radii
-  1/2 Mile Buffer-Regional & Multi-Community Parks

Natural Features

Franklin Parkland Acquisition Analysis

Franklin, Wisconsin

-  City of Franklin
-  Environmental Corridor
-  100 Year Floodplain
-  Surface Water
-  Slopes Above 12%
-  Wetlands (DNR 2005)
-  County Parks and Open Space
-  1/4-Mile or 1/2-Mile Park Service Radii



DRAFT

Revised: April 16, 2021
VANDEWALLE & ASSOCIATES INC.
 © 2021
 Data Sources: FEMA, SEWRPC, Milwaukee County, City of Franklin, US Census Bureau, USDA

NRCS, USDA Farm Service Agency (FSA), Milwaukee County Land Information Office, Eagle View Technologies/Pictometry International



City of Franklin Parkland Acquisition Analysis

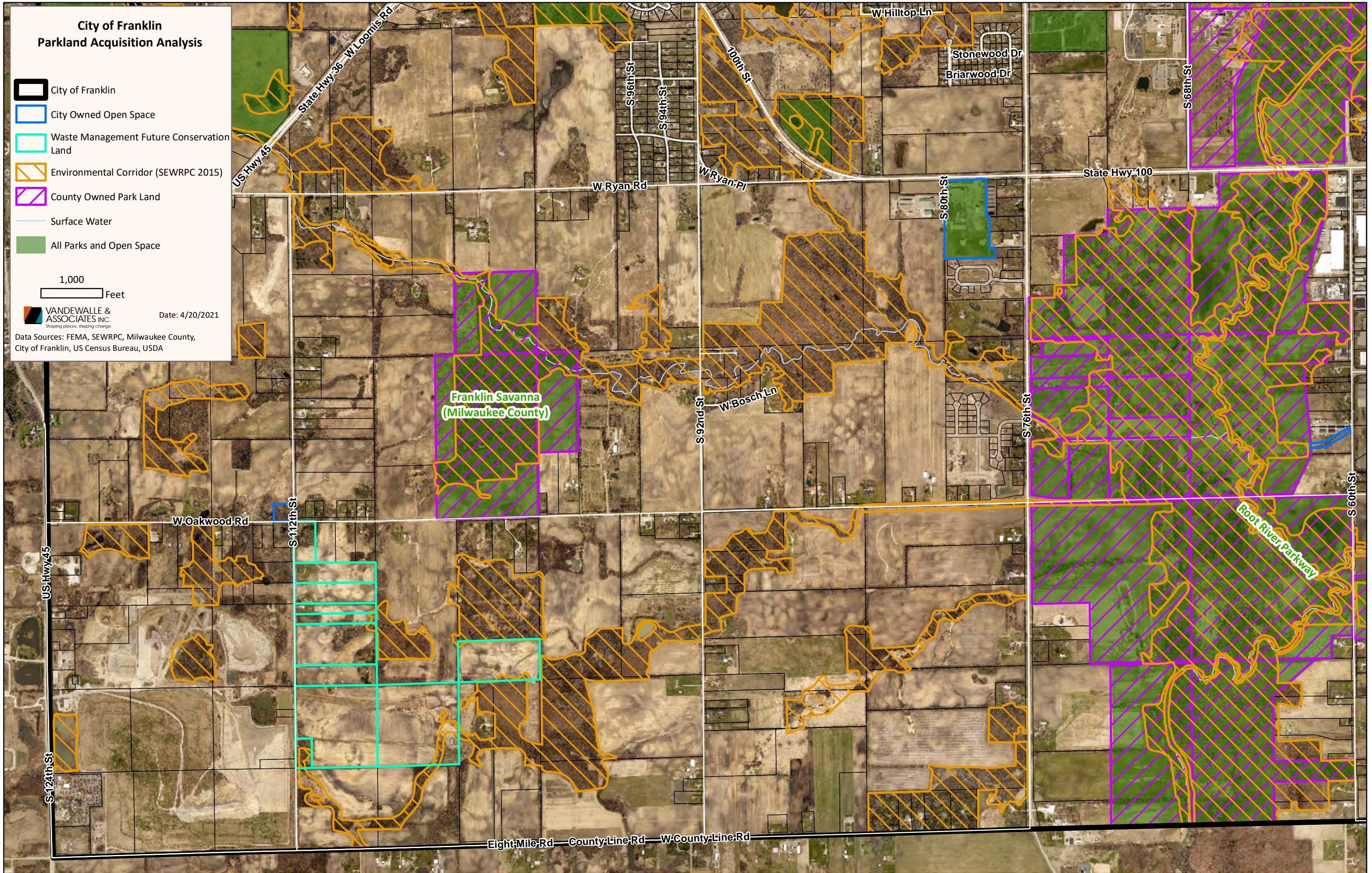
-  City of Franklin
-  City Owned Open Space
-  Waste Management Future Conservation Land
-  Environmental Corridor (SEWRPC 2015)
-  County Owned Park Land
-  Surface Water
-  All Parks and Open Space

1,000
Feet

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Shaping places, shaping change

Date: 4/20/2021

Data Sources: FEMA, SEWRPC, Milwaukee County,
City of Franklin, US Census Bureau, USDA

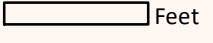


Potential Park Sites
Franklin Parkland Acquisition Analysis
Existing Land Use

-  City of Franklin
-  City Owned Open Space
-  Waste Management Future Conservation Land
-  Environmental Corridor (SEWRPC 2015)
-  County Owned Park Land

- Existing Land Use**
-  Agricultural and Open Lands
 -  Single-Family Residential
 -  Two-Family Residential
 -  Multi-Family Residential
 -  Commercial
 -  Industrial
 -  Governmental and Institutional
 -  Transportation, Communication, Utilities
 -  Recreational
 -  Wetlands
 -  Woodlands
 -  Surface Water

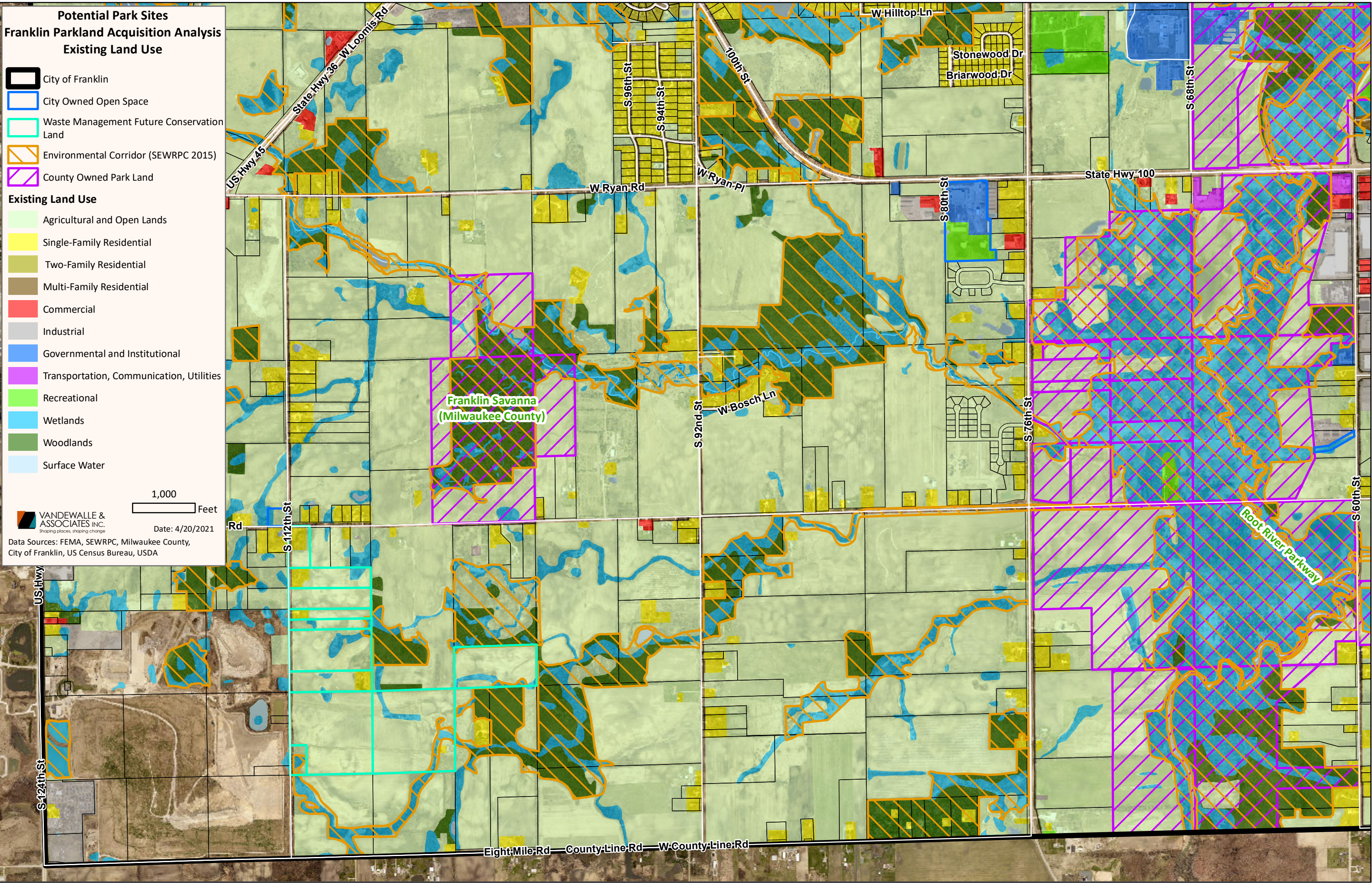
1,000 Feet



Date: 4/20/2021

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 Shaping places. shaping change.

Data Sources: FEMA, SEWRPC, Milwaukee County, City of Franklin, US Census Bureau, USDA



Potential Park Sites
Franklin Parkland Acquisition Analysis
Future Land Use

-  City of Franklin
-  City Owned Open Space
-  Waste Management Future Conservation Land
-  Environmental Corridor (SEWRPC 2015)
-  County Owned Park Land

Future Land Use

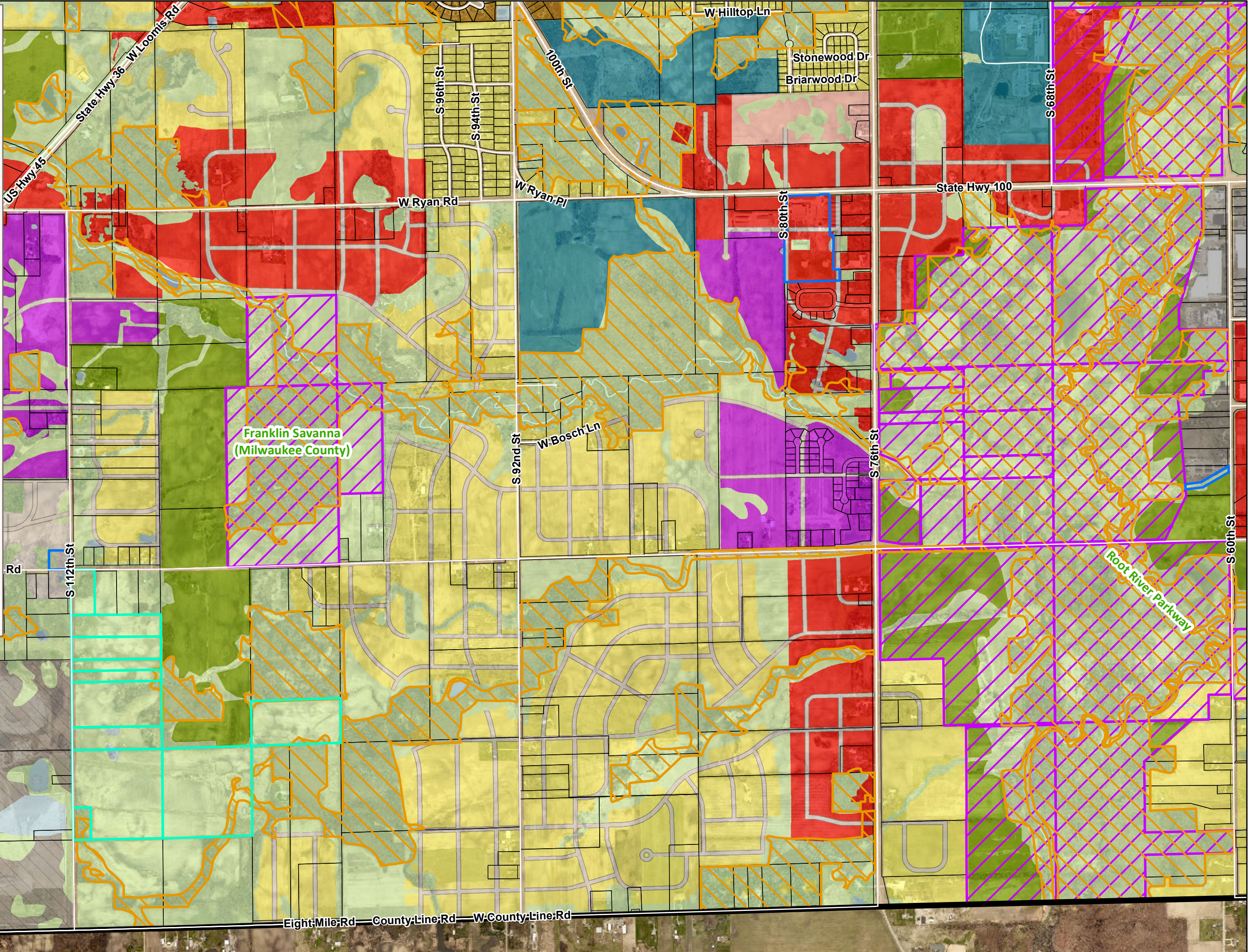
-  Areas of Natural Resource Features
-  Business Park
-  Commercial
-  Communication and Utilities
-  Industrial
-  Institutional
-  Landfill
-  Light Manufacturing
-  Mixed Use
-  Recreational
-  Residential
-  Residential - Multi-Family
-  Transportation
-  Water

 1,000 Feet

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City of Franklin Department of City Development

Date: September 8, 2021
To: City of Franklin Parks Commission
From: Department of City Development – Associate Planner Ecks
RE: 2022 Parks Commission Budget and Capital Improvement Recommendations

On June 28, 2021 Parks Commission held a Special Meeting dedicated to Impact Fees and the 2022 budget. Staff sought feedback on proposed spending, and to provide the Commission with information to make recommendations regarding the 2022 Park's Budget. There was also an update on the status of the Parkland Acquisition Study.

The Parks Commission provided a list of priorities for the use of impact fees and capital funds, and ranked their top choices for 2022 - 2026 Parks Capital Improvement Plan expenditures.

Recommendation by Motion

At the August 9, 2022 meeting of the Parks Commission, the commission recommended the addition of a Cricket Pitch at cost of approximately \$20,000 to proposed amenities, and 1 tennis court repair per year, to budget requests.

The Commission adopted a motion to recommend to Common Council those items [the prioritized list] for the 2022 budget as presented in packet and the additions of a Cricket Pitch with an estimated cost of \$20,000 and repair 1 tennis court in 2022.

Parks Commission 2022 Capital Improvement Requests

From the list of priorities, Staff prepared a set of Capital Improvement Requests for inclusion in the 2022 budget and Capital budget:

1. Kayla's Playground - Replacement Floor
2. Trails-Snow Clearing Machine
3. New 'Water Tower Park' Site Plan
4. Citywide Park Signage
5. NEW Southwest Park
6. Portable/Citywide Ice Rink
7. Baseball Grooming Machine
8. Citywide Park Decorations
9. NEW Tennis Courts
10. Pickleball Center
11. Dog Amenities

12. Gazebo - Jack Workman Park
13. Dog Park
14. Senior Fitness Equipment
15. Fitness Court - Jack Workman Park/Other
16. Skate Park
17. Frisbee Golf Course
18. Model Airplane Facility
19. Cricket Pitch
20. Tennis Court Repair – 1 Per Year

The Department of Public Works has already begun work on:

1. New 'Water Tower Park' Site Preparation
2. Trail Master Plan

These items were therefore not put forward in the set of budget requests.

A number of the Commission's requests overlap with Department of Public Works capital expenses.

The 2022 budget and capital expenses will next be at Common Council on September 21, 2021. Staff will continue to update the Commission as throughout the budget process.

MX

APPROVAL <i>slw</i>	REQUEST FOR COUNCIL ACTION	MTG. DATE September 7, 2021
Reports & Recommendations	AWARD PLEASANT VIEW PARK IMPROVEMENTS TO POBLOCKI PAVING CORPORATION FOR \$680,379.00	ITEM NO. G. 8.

BACKGROUND

Five bids for the Pleasant View Park Improvements were initially received on March 10, 2021. The low bid was \$424,527.00. Staff considered items that could be removed from the bid to a maximum allowable 15% reduction (\$360,850). Common Council discussed the March bid at the April 5, 2021, meeting and decided to reject all bids. Common Council also made a motion to “direct staff to rebid the Pleasant View Park project with trail, items needed for lawn, trash receptacles and logical additions by staff so that bids will be less than the budget.”

DPW staff regraded some areas surrounding the pavilion to eliminate some needed storm sewer work. The project also removed some items (ie picnic tables, play equipment, etc) that the have been funded with other methods. The remaining of the project unit price items were reconfigured into a base bid with alternates so that if prices for the total project remained high, alternates could be removed and awarded without exceeding a 15% deduction. The revised project was re-advertised and bids were received on August 11, 2021.

ANALYSIS

Only one bid was received on August 11, 2021. The lone bidder was Poblocki Paving Corp. A comparison of the first and second bids are as follows:

<u>Bidder</u>	<u>4/5/21 Bid</u>	<u>8/11/21 Bid</u>
Western Contractors	\$424,527.00	-
Payne & Dolan	\$431,670.72	-
The Wanasek Corp	\$490,553.00	-
Poblocki Paving	\$495,640.00	\$680,379.00
Super Western	\$550,156.00	-

The intent of the August 11, 2021, rebid was to award a base bid with alternates that may be easily removed. The current bid consists of the following:

<u>Item / Alternate Bid</u>	<u>Price</u>
Base Bid (Pickleball courts)	\$388,587
Alternate 1 (10-foot path connection to Pleasant View Reserve)	\$71,676
Alternate 2 (Parking lot expansion)	\$75,724
Alternate 3 (Sand volleyball court)	\$32,274
Alternate 4 (Relocate path near pavilion)	\$44,371
Alternate 5 (Trash enclosure/pad)	\$27,047
Alternate 6 (Landscaping)	\$40,700
Total Base + All Alternates	\$680,379

GRAEF has provided a recommendation of award with a spreadsheet showing unit prices for all bid items.

This project has an approved budget of \$300,000 that includes \$141,000 of park impact fees. There are not sufficient funds to award this project. As noted in in April, the budget was set before the project scope was set.

Conversations with Poblocki indicated that the increase in materials and the aggressive schedule to complete the project in 2021 both played a significant part in the dramatic increase in bids.

Staff recommends to reject all bids and rebid the project in January. The substantive change would be allowing a more flexible schedule in 2022.

OPTIONS

- A. Reject all bids, revise the scope and rebid in January 2022. Or
- B. Prepare a resolution to award bid to Poblocki Paving Corporation for Base Bid plus selected Alternates. Or
- C. Other direction to staff.

FISCAL NOTE

There are not sufficient funds to award this project. Finance may have some suggestions on where to identify additional resources.

RECOMMENDATION

(OPTION A) Motion to reject all bids, and direct Staff to revise the scope for Pleasant View Park Improvements and rebid in January 2022.

Engineering Department: GEM

PERMIT RULES AND REGULATIONS FOR USE OF FRANKLIN PARKS

As residents, we share and enjoy over 150 acres of parks. We also share in a major responsibility to preserve and properly use our public facilities. Knowledge of, and adherence to, park rules and regulations will help create an awareness and appreciation of our valuable park and recreation investment.

1. Pavilion rental is available from ~~9:00~~ **11:00** am to ~~9:00~~ **8:00** pm. All decorating, set up and clean up must be done within your rental time.
2. No commercial sales, for profit, of any kind are allowed on park property. Solicitations, donations or contributions are not permitted, except where authorized by permit.
3. Live music is prohibited unless indicated on pavilion permit. Both canned and live music cannot exceed 55 decibels from point no greater than 150' from point of sound origin, including use of radios, stereos, karaoke and other audio devices per City Ordinance.
4. No telephone reservations are accepted.
5. **Any group larger than eight individuals must have a picnic permit to use shelters and no individual may infringe when others have the shelter rented.**
6. A picnic permit is required to reserve picnic areas **and permit must be posted on areas provided.** Rides, games, tents and other equipment are not permitted on park property, unless indicated on pavilion permits. Mechanical rides, dunk tanks, inflatables, etc. must obtain a separate entertainment and amusement license, which must be approved by the Common Council. Inspections will be made prior to event by the electrical, building and fire departments. Tents cannot be erected prior to contacting the City and shall be subject to inspection.
7. Fires may only be started in gas grills to be used for food preparation. Charcoal grills and ground fires are not allowed at anytime at Franklin Woods.
8. Limited parking is permitted in designated parking lot only. Cars and other vehicles are not permitted in park areas.
9. Litter and other waste must be deposited in proper City garbage receptacles. Failure to comply will result in future denial of pavilion permit requests and could result in a fine. Dumping of any waste matter, of any kind, is prohibited in any City Park or public property.
10. No refunds are granted unless requested in writing at least thirty (30) days prior to pavilion permit date. A \$25 cancellation fee will be charged if refund is approved.
11. Overnight camping is prohibited.
12. Motorized vehicles, including off-street and/or recreational vehicles, are not permitted, unless otherwise posted.
13. Animals in park areas must be leashed at all times, per City Code. Any animal waste must be removed or deposited in a proper receptacle.
14. Destruction, injury, defacement or removal of city property is prohibited per City Code.
15. Firing or discharge of any projectile in a park is prohibited, per City Code.
16. Games and/or amusements are to be conducted only in the designated area approved by the Park Commission and the Common Council.
17. In case of snow or icy conditions, the City parks trails will not be maintained. The City is not liable if injury occurs.
18. Any form of golf is not permitted in any City Park.

Violation of park/pavilion rules and a violation of local and/or state laws can result in a fine, imprisonment or both. City of Franklin Park Staff (414-425-2592) and/or City of Franklin Police Department (414-425-2522) will implement enforcement of park rules and regulations.

Promote Parks Positively!

Thank You for Your Participation and Cooperation