

TOWN OF ST. JOHN, LAKE COUNTY, INDIANA

RESOLUTION NO. 97-4-2

A RESOLUTION OF THE PLAN COMMISSION OF THE TOWN OF ST. JOHN, LAKE COUNTY, INDIANA, CONCERNING AN AMENDMENT TO THE TOWN ZONING ORDINANCE, THE SUBDIVISION CONTROL ORDINANCE, AND THE COMPREHENSIVE PLAN.

WHEREAS, the Plan Commission of the Town of St. John, Lake County, Indiana, has reviewed the terms and provisions of the Town zoning ordinance, the subdivision control ordinance, and the comprehensive plan as has been amended from time to time; and

WHEREAS, the Plan Commission of the Town of St. John, Lake County, Indiana, is presently considering an amendment to the terms of the said zoning ordinance, subdivision control ordinance, and comprehensive plan, more particularly, the park dedication regulations of the same; and has considered instituting an Impact fee for park improvements pursuant to Indiana law; and

WHEREAS, the Plan Commission of the Town of St. John, Lake County, Indiana, did, on April 2, 1997, conduct a public hearing on the advisability and necessity of said ordinance amendments; and

WHEREAS, the Plan Commission of the Town of St. John, Lake County, Indiana, has, after due consideration and deliberation, determined that the zoning, subdivision control, and comprehensive plan ordinance amendments regarding Impact fees be sent to the Town Council with a favorable recommendation and that the same be amended consistent with the attached proposed amendment.

NOW, THEREFORE, BE IT RESOLVED by the Plan Commission of the Town of St. John, Lake County, Indiana, as follows:

That the Infrastructure Improvement Plan prepared by the firm of Pflum, Klausmeier & Gehrum, consultants, approved

and passed by the Impact fee advisory committee, including but not necessarily limited to the Executive Summary, the Impact Fee Calculation, the Infrastructure Improvement Plan, and all findings contained therein, all dated February, 1997, be and are hereby approved and a favorable recommendation for passage of the same in the form of an ordinance should be forwarded to the Town Council.

PASSED AND RESOLVED by the Plan Commission of the Town of St. John, Lake County, Indiana, by a vote of 5 in favor and 1 against, this 2nd day of April, 1997.

PLAN COMMISSION, TOWN OF ST. JOHN,
LAKE COUNTY, INDIANA



JOHN W. HERR, III, President

ATTEST:



CHARLES WILLIAMS
Secretary

Infrastructure Improvement Plan
For Park and Recreation Facilities
St. John, Indiana

PRELIMINARY

February, 1997

Prepared For:

Town of St. John
St. John, Indiana

Prepared By:

Pflum, Klausmeier & Gehrum Consultants

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Indianapolis, Indiana 46204-3622
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EXECUTIVE SUMMARY

Background

The Town of St. John has increased in population during a time in which Lake County population has declined. Federal census figures show that between 1980 and 1990, the Town grew by nearly 24 percent from 3,974 to 4,921, while Lake County population fell by nine percent. Since 1990, St. John has continued to grow, adding nearly 200 new dwellings each year according to Town building permit records. As a result, the public infrastructure support systems (roads, water and sewer systems and parks) are being strained to keep pace with the demand placed on them by increased population.

In response to these demands, the Town of St. John adopted its *Comprehensive Plan* in 1987. The Town's Parks Board is currently preparing a *Parks and Open Space Master Plan* with the assistance of the Storrow Kinsella Partnership, Inc. These planning efforts provide the vision for the future of the community and its park system. The plans also provide a logical and legal foundation for implementing programs and projects.

The *Comprehensive Plan* and *Parks and Open Space Master Plan* clearly indicate that the demand for recreational facilities will intensify because of the demographics and values of the growing population base. The planning efforts have also led to the recognition that a quality system of parks, greenspaces and people trails adds to the economic value and quality of life of the entire community.

The demands placed on the park system by rapid growth are out-pacing the Town's financial ability to provide the new and expanded facilities identified in the *Parks and Open Space Master Plan*. Current revenues are devoted almost entirely to maintaining and operating existing park facilities and programs. New sources of capital improvement revenue are needed.

St. John Infrastructure Improvement Plan

Development Impact Fees

Development impact fees, as described by this *Infrastructure Improvement Plan* (herein this Plan) will shift part of the cost of new and expanded park facilities from the community at large to the new development that is generating the need for those new and expanded facilities. However, impact fees cannot be used to finance improvements needed to overcome existing deficiencies in park facilities.

Impact fee logic has long been debated, discussed and endorsed by those who are involved in public finance. In 1991, the Indiana General Assembly enacted legislation [Indiana Code (IC) 36-7-4-1300] that enables localities to impose development impact fees for certain types of infrastructure improvements, including park and recreational facilities. Among other things to be done by a locality, the legislation stipulates that:

- an Impact Fee Advisory Committee be appointed;
- an Impact Fee Zone be established;
- an Infrastructure Improvement Plan be prepared;
- an Impact Fee Review Board be appointed;
- an Impact Fee be determined; and;
- The Town must consult with a qualified engineer licensed to perform engineering services in Indiana when preparing the Infrastructure Improvement Plan

Impact Fee Advisory Committee

The President of the Town Council of St. John appointed a Park Impact Fee Advisory Committee on October 26, 1996. The Committee consisted of nine members appointed to fulfill statutory requirements. The Committee, whose names are listed at the conclusion of this document, met on several occasions to research and review data, to establish standards for park facilities and to formulate the plan as described herein.

St. John Infrastructure Improvement Plan

Although the Park Board has jurisdiction only within the corporate limits of the Town of St. John, the Committee concluded early in its deliberations that the Study Area of this Plan should include the larger utility service area of the Town for the following reasons:

- the Town is growing into the utility service area through annexation; and
- the planning and zoning jurisdiction of St. John will include more of the utility service area with each successive annexation; and
- the entire utility service area is included within a single school district.

Impact Fee Zone

Within the Study Area, the Committee established a single Infrastructure Improvement Zone to coincide with the corporate boundary of the Town as it continues to expand in the future through annexations. Thus, the Impact Fee Zone will be dynamic and ever-changing as the Town annexes newly developing parts of the Study area that require public services. The Impact Fee Zone will thus continue to expand through annexation until it encompasses the entire Study Area.

Exhibit A is a map that shows the Study Area which consists of the St. John utility service area. Also shown are the current town limits, which constitute the boundary of the Impact Fee Zone

Infrastructure Improvement Plan

The *Infrastructure Improvement Plan*, as described by this document, will:

- examine the Town's existing park facilities and determine the value of the Town's investment in those facilities; and
- determine the dollar amount per current dwelling of investment in park facilities; and
- recommend establishment of a Park Impact Fee to be collected by the Town upon issuance of a building permit for each new dwelling unit constructed during the next ten years.

St. John Infrastructure Improvement Plan

Pursuant to IC 36-7-4-1300, funds generated by the Park Impact Fee will be used to maintain the current level of investment in park facilities as new residential development creates increased demand for such facilities.

Impact Fee Review Board

As required by IC 36-7-4-1300, the Town will establish an Impact Fee Review Board, consisting of citizens, before the Impact Fee is implemented. The law requires that the Impact Fee Review Board include one real estate broker and one engineer, both licensed in Indiana, and one certified public accountant.

Impact Fee

The Impact Fee of \$723 per new dwelling unit is based on the cost to provide the new and expanded park facilities required by new development according to the established community standards. The Impact Fee will be collected at the time that the building permit is issued for the dwelling unit.

Other Planning Efforts Acknowledged In This Plan

As stated above, the Town has previously adopted its Comprehensive Plan and is preparing a *Parks and Open Space Master Plan*.

This *Infrastructure Improvement Plan* acknowledges the *Parks and Open Space Master Plan* as constituting the vision for the Town and its park system. The Impact Fee recommended in this *Infrastructure Improvement Plan* is a financial strategy that will help achieve that vision.

IMPACT FEE CALCULATION

In determining the amount of the Park Impact Fee, a major objective of the Town is to maintain the current level of investment in park facilities per individual dwelling unit. In other words, when a building permit is issued for a new dwelling unit, the amount of the impact fee collected should equal the amount currently invested by the Town for parks and park improvements for each existing dwelling unit in order to sustain the current level of investment in park facilities. To establish the appropriate fee amount, then, it is necessary to determine the value of the Town's current investment in parks for each existing dwelling unit. Once determined, that per-dwelling-unit value equals the impact fee to be charged when a building permit is issued for each new dwelling unit. Three distinct components comprise the the Town's total capital investment in parks. Those components include developed parks, undeveloped parks, and accumulated development funds.

The table in Exhibit B summarizes the fee calculation process described below.

Developed Parks

In determining the value of the Town's developed parks, this Plan relies on a current inventory of park and recreation facilities compiled as part of the preparation of the *Parks and Open Space Master Plan*. That inventory contains detailed information concerning the land area of each park site as well as the number and type of facilities and equipment at each park site. The site-by-site details of the inventory are contained in the files of the Town of St. John and the Storrow Kinsella Partnership. Note that pursuant to IC 36-7-4-1300, only parks owned by the Town are to be counted in calculating the impact fee. Therefore, although the inventory in fact includes some sites owned by the public school system and other agencies, such non-Town sites are not included in the fee calculation.

St. John Infrastructure Improvement PlanTOWN OF ST. JOHN
SUMMARY DATA AND PARK IMPACT FEE

A. Developed Parks

1	Land Acres	81.7
2	Value of Land per Acre	\$ 9,500
3	Value of Land	776,150
4	Value of Improvements	898,141
5	Value of Land & Improvements	1,674,291

B. Undeveloped Parks

1	Land Acres	37.5
2	Value of Land per Acre	\$ 12,200
3	Value of Land	457,500

C. Accumulated Development Funds

1	Cash Balance	\$ 49,367
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D. Total Asset Value

1	Developed Parks	\$ 1,674,291
2	Undeveloped Parks	457,500
3	Cash Balance	<u>49,367</u>
4	Total Asset Value	\$ 2,181,158

E. Asset Value Per Dwelling

1	Dwellings Served	2,558
2	Assets/Dwelling	\$ 853

F. Impact Fee

1	Assets/Dwelling	\$ 853
2	Less Taxes	<u>130</u>
3	Impact Fee (i -k)	\$ 723

St. John Infrastructure Improvement Plan

The value of land in developed parks was determined by members of the Impact Fee Advisory Committee who visited each park site. Based on the experience and consensus of the Committee the average value of land in developed parks is estimated to be \$9,500 per acre. Based on the inventory information, there are 81.7 acres of land in developed parks. At \$9,500 per acre, the land value for developed parks is \$776,150.

Improvement or facility costs used in this report are based on actual purchase costs incurred by the Town of St. John as well as on replacement cost information compiled by the Storrow Kinsella Partnership. Based on this information, the total value of improvements in developed parks is \$898,141.

Combining the above figures for land value and improvement value produces a total value for the developed parks in St. John of \$1,674,291.

Undeveloped Parks

The members of the Committee also visited and estimated the value of the undeveloped parks to average \$12,200 per acre. The inventory indicates that there are 37.5 acres of undeveloped park land. At \$12,200 per acre, the land value for undeveloped parks is \$457,500.

Accumulated Development Funds.

Accumulated development funds are Town funds available for park system capital improvements. Based on information furnished by the Town, the combined cash balances in the Town's Park and Recreation Fund, Park Gift Fund and Park Escrow Fund were \$49,367.

Total Asset Value

The Total Asset Value is obtained by combining the total value for Developed Parks, Undeveloped Parks, and Accumulated Development Funds. The sum of the values

St. John Infrastructure Improvement Plan

listed above produces a Total Asset Value of \$2,181,158.

Asset Value Per Dwelling

Records furnished by the Town of St. John indicate a current total of 2,558 dwelling units inside the corporate limits. Dividing the Total Asset Value by the number of dwellings yields a current Asset Value Per Dwelling Unit of \$935.

853

Impact Fee

The final step in calculating the Impact Fee is to subtract from the Asset Value Per Dwelling Unit the anticipated amount of Town taxes that will be paid by each dwelling toward park improvements over the ten-year impact fee calculation period. Based on a review of Town expenditures on capital improvements for parks, it is estimated that an average dwelling, a total of \$130 in taxes will be utilized for park improvements. Subtracting this amount from the Asset Value Per Dwelling Unit produces an Impact Fee of \$723.

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INFRASTRUCTURE IMPROVEMENT PLAN

As stated previously, St. John is growing as a rate of nearly 200 new dwellings per year. If the current rate continues, the Town can expect about 2,000 additional dwellings over the next ten years. Over the same ten-year period, the recommended Impact Fee of roughly \$723 would, if implemented, generate \$1.45 million for park system capital improvements which would sustain the current level of park investment per dwelling.

The *Parks and Open Space Master Plan* currently being prepared by the Park Board with the assistance of the Storrow Kinsella Partnership is a guide for the long-range development of the park system over time needed for the Town to grow to the outer limits of the Study Area. As required by IC 36-7-4-1300, this *Infrastructure Improvement Plan* addresses the Town's needs for park facilities over the next ten years. Therefore, this *Infrastructure Improvement Plan* provides a 10-year program of improvements derived from the long-range *Parks and Open Space Master Plan*. It is the intent of the *Infrastructure Improvement Plan* to provide a series of improvement projects capable of being financed by the anticipated amount of funds generated from the Impact Fee and from Town tax revenues allocated to park improvements. In essence, it is anticipated that the *Infrastructure Improvement Plan* will function as a 10-year Capital Improvements Program for the Town's park system.

Determination of Current Level of Service

Pursuant to IC 36-7-4-1300, one of the first steps that a municipality must take before

St. John Infrastructure Improvement Plan

starting to to assess an infrastructure impact fee is to determine the current level of service provided by the type of infrastructure for which the impact fee is proposed. In this *Infrastructure Improvement Plan*, the current level of service is defined by

the current level of investment, per existing dwelling unit, in park and recreation facilities, including land, improvements, and Town funds available for park capital improvements. The current level of service, then, as represented by the combined value of park land, facilities and Town capital improvement funds, is \$2,181,158, or \$853 per dwelling unit.

In order to sustain the current level of service, the *Infrastructure Improvement Plan* has determined that an Impact Fee of \$723 be collected for each new dwelling unit at the time a building permit is issued for the dwelling. The Impact Fee amount of \$723 is derived by taking the current per-dwelling level of service of \$853 and subtracting \$130, which represents the amount of Town taxes projected to be paid by each dwelling unit for park capital improvements over the next ten years.

The allocation of the investment of Impact Fee proceeds in land and facilities will be in accordance with the *Parks and Open Space Master Plan*. Note that a considerable portion of Impact Fee expended pursuant to the *Parks and Open Space Master Plan* will probably go for park facilities as opposed to land acquisition. This is true because the Town has been fortunate to acquire a good supply of park land through timely purchases, donations and other acquisitions in advance of need.

Comparison of Impact Fee to In-Lieu Payments

In recent years, the Town had followed the practice of collecting cash payments in lieu of land from developers during the subdivision approval process. As the name implies, these payments were made as an alternative to dedication of land for park purposes. Town subdivision records show that for subdivisions built since 1991, the average cash payment in lieu of land for new subdivision lots has ranged from a low of \$250 to a high of \$975, with an average of about \$500. Since 1991, the cash payment in lieu of land for new subdivision lots has increased by about \$120 per

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year per lot. At that rate, the current cash payment for a new subdivision lot would be about \$900. By contrast, the projected Impact Fee is just over \$700, an amount midway between the average per-lot cash payment and recent amounts actually paid.

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Town of St. John: Master Plan Projections

Park Key	Park Name	Area Acres +/-	Proposed Master Plan Impact	Qty	Unit Cost	Total Budget
Existing Parks: Parks Board controlled						
1	Central Park	30.0	Ice Rink and multi-purpose recreation center-Town Investment (In partnership with private development)			1,200,000
			Athletic Fields			
			Softball	4	50,000	200,000
			Soccer	2	10,000	20,000
			Tennis	4	15,000	60,000
			SUBTOTAL IMPROVEMENTS			1,480,000
2	Edgewood Estates Park	5.0	Combine with proposed Kilkenny Estates Park			
			New Play structure	1	18,000	18,000
			Picnic/amenity cluster w/ shelter	1	15,000	15,000
			Landscape development	1	5,000	5,000
			Reshape, naturalize pond	1	5,000	5,000
			Path system	1	15,000	15,000
			SUBTOTAL IMPROVEMENTS			58,000
3	Fairway Park	1.3	Link to proposed Rail Corridor Greenway			
			Bike/Ped trailhead amenity group		10,000	10,000
			SUBTOTAL IMPROVEMENTS			10,000
4	Heron Lake Park	2.3	Finalize location; complete transfer transaction. Provide			
			New Play Structure	1	7,000	7,000
			Picnic/amenity cluster w/ shelter	1	15,000	15,000
			Landscape development	1	2,500	2,500
			SUBTOTAL IMPROVEMENTS			24,500
5	Homestead Acres Park	6.7	Provide new accessible play structure	1	18,000	18,000
			Safety play surfaces under existing equipment	1	5,000	5,000
			Reshape, naturalize pond	1	5,000	5,000
			SUBTOTAL IMPROVEMENTS			28,000
6	Homestead Acres Park II	6.2	Expand park site to include Utility Corridor Greenway between White Oak Avenue and US 41.			
			Trail Development - include one small bridge	8,600	20	132,000
			Picnic/amenity cluster w/ shelter	1	15,000	15,000
			New play structure	1	18,000	18,000
			2 Trailheads	2	1,000	2,000
			Landscape development	1	5,000	5,000
			SUBTOTAL IMPROVEMENTS			172,000
7	Hunter's Run Park	2.6	New Play structure	1	7,000	7,000
			Picnic/amenity cluster no shelter	1	3,000	3,000
			Landscape development	1	2,500	2,500
			SUBTOTAL IMPROVEMENTS			12,500
8	Kilkenny Estates	8.0	See Edgewood Estates Park (No. 2)			
9	Lancer Park	1.0	New play structure	1	5,000	5,000
		1.2	Landscape Development	1	1,000	1,000
			SUBTOTAL IMPROVEMENTS			6,000
10	Lantern View Estates Park	2.4	New Play Structure	1	5,000	5,000
			Picnic/amenity cluster w/ shelter	1	15,000	15,000
			Landscape development	1	2,000	2,000
			SUBTOTAL IMPROVEMENTS			22,000

Town of St. John: Master Plan Projections

Park Key	Park Name	Area Acres +/-	Proposed Master Plan Impact	Qty	Unit Cost	Total Budget
11	Larimer Park	4.0	Life-cycle replacement program for play structure-maintenance			
			SUBTOTAL IMPROVEMENTS			0
12	Louis Estates Park	2.1	New Play Structure	1	5,000	5,000
			SUBTOTAL IMPROVEMENTS			5,000
13	Patnoe Park	1.6	Combine with White Oak Manor Park			
			New Play structure	1	18,000	18,000
			Plen/amenity cluster w/ shelter	1	15,000	15,000
			Landscape development	1	5,000	5,000
			Reshape, naturalize pond	1	5,000	5,000
			Path system	1	5,000	5,000
			SUBTOTAL IMPROVEMENTS			48,000
14	Prairie West Park	11.9	Landscape Development	1	5,000	5,000
			New play structure	1	18,000	18,000
			Path system	300	20	6,000
			Incorporate section of Thoroughfare Bikeway			
			SUBTOTAL IMPROVEMENTS			29,000
15	Schilton Hills Park	2.2	New play structure	1	5,000	5,000
			Trailhead for Thoroughfare Bikeway	1	1,000	1,000
			Path system	200	20	4,000
			SUBTOTAL IMPROVEMENTS			10,000
16	Sun Meadows Park	10.0	Path system	1,200	20	24,000
			Landscape Development	1	2,500	2,500
			SUBTOTAL IMPROVEMENTS			26,500
17	Timber Lane Park	1.2	New play structure	1	5,000	5,000
			SUBTOTAL IMPROVEMENTS			5,000
18	Ventura Estates Park	3.5	Expand boundary into wetlands			
		2.1	Wetland Demonstration Area and Boardwalk	1	8,000	8,000
			Small Playground	1	5,000	5,000
			SUBTOTAL IMPROVEMENTS			13,000
19	White Oak Manor Park	3.5	See Patnoe Park discussion (No. 13)			
			SUBTOTAL IMPROVEMENTS			0
			SUBTOTAL EXISTING PARK IMPROVEMENT RECOMMENDATIONS			1,949
Special Sites: special ownership or management conditions						
A	Civic Park	6.3	Controlled by Town Board per covenants Investigate legal means to manage facility within Parks Dept structure.			
B	East Park Complex	30.0	Leased from School Corp (expires 07/27/2000) Relocate improvements to Central Park or proposed East Side Park.			
C	Kellman Field		Annual rental Incorporate activity in proposed East Side Park.			50,000
Private Park Sites or Open Space:						
D	Lantern Woods Park		Property owners association			
E	Oak Meadows Park		Property owners association			
GC	Golf Course		Public accessible			

Park Key	Park Name	Area Acres +/-	Proposed Master Plan Impact	Qty	Unit Cost	Total Budget
Proposed Parks and Vision Plan Sites						
CPE	Central Park Expansion		Expansion of existing Central Park site to provide adequate space and flexibility for proposed Ice Rink related site development, active recreation facilities, passive recreation and natural areas. Provide: Athletic fields, Picnic/Amenity clusters, Natural Areas			250,000
ESP	East Side Park	30 (min)	Acquire site to provide facilities in anticipation of southeast sector development, and to offset future loss of East Park Complex. Relate to proposed corridor based greenway network. Site selection to be determined.			
BRC	Bull Run/West Creek Corridor Greenway		Bicycle/pedestrian trail and natural resource corridor developed within existing platted drainage easement, or concurrently with development platting process.	Acquisition		500,000
UCG	Utility Corridor Greenway		Bicycle/pedestrian trail and open space along existing utility corridors designated concurrently with development platting process.	Development		250,000
RCG	Rail Corridor Greenway		Bicycle/pedestrian trails adjacent to selected rail corridors utilizing continuity afforded by that adjacency. Keyed to new development as transportation mode.			
BPT	Bicycle/Pedestrian Trail Enhanced Thoroughfares		Existing thoroughfares selected for upgrading to allow parallel bicycle-pedestrian trails within right-of-way. New thoroughfares developed to standards that incorporate bicycle pedestrian trails and trailheads into developing neighborhoods.			1,000,000
			SUBTOTAL SPECIAL SITES IMPROVEMENT RECOMMENDATIONS			2,050,000
			TOTAL MASTER PLAN IMPROVEMENT RECOMMENDATIONS			3,999,500