



AGENDA
COMMITTEE OF THE WHOLE

Wednesday, February 19, 2020

6:30 p.m.

Common Council Chambers, 224 East Jefferson Street

Mayor Jeannie Hefty
Susan Kott, Alderman, 1st District
Theresa Meyer, Alderman, 1st District
Bob Grandi, Alderman, 2nd District
Ryan Heft, Alderman, 2nd District
Steve Rauch, Alderman, 3rd District
Jon Schultz, Council President, Alderman, 3rd District
Thomas Preusker, Alderman, 4th District
Todd Bauman, Alderman, 4th District

Student Representatives:

Thomas Martin, Student Representative (BHS)
Peter DeSmidt, Student Representative (CCHS)

1. **Call to Order - Roll Call**
2. **Citizen Comments**
3. **Approval of Minutes** (*B. Grandi*)
 - A. To approve the February 4, 2020 Committee of the Whole Meeting Minutes.
4. **PRESENTATION**
 - A presentation regarding the 2020 Census by M.T. Boyle, Senior Manager of Special Prjjects with Racine County.
5. **DISCUSSION:**
 - A. A discussion regarding the findings of the Parks Facilities Needs Analysis concerning its recommendations regarding the public site fee and a possible park facility impact fee.
6. **RESOLUTIONS:**
 - A. **Resolution 4996(49)** - To approve the Award of Bid for the Well #7 Generator Project to Hogan Electric for the not to exceed amount of \$176,000.
7. **ORDINANCES:** NONE

8. **MOTIONS:** NONE

9. **ADJOURNMENT** (*R. Heft*)

Note: If you are disabled and have accessibility needs or need information interpreted for you, please call the City Clerk's Office at 262-342-1161 at least 24 hours prior to the meeting.



COMMITTEE OF THE WHOLE

ITEM NUMBER 3A

DATE: February 19, 2020

SUBJECT: MEETING MINUTES - To approve the February 4, 2020 Committee of the Whole Meeting Minutes.

SUBMITTED BY: Diahnn Halbach, City Clerk

BACKGROUND/HISTORY:

The attached minutes are from the February 4, 2020 Committee of the Whole meeting.

BUDGET/FISCAL IMPACT:

N/A

RECOMMENDATION:

Staff recommends approval of the attached minutes from the February 4, 2020 Committee of the Whole meeting.

TIMING/IMPLEMENTATION:

This item is scheduled for final consideration at the February 19, 2020 Common Council meeting.

Attachments

COW Minutes



City Clerk
300 N. Pine Street, Burlington, WI, 53105
(262) 342-1161 - (262) 763-3474 fax
www.burlington-wi.gov

CITY OF BURLINGTON
Committee of the Whole Minutes
Jeannie Hefty, Mayor
Diahnn Halbach, City Clerk
Tuesday, February 4, 2020

1. **Call to Order - Roll Call**

Council President Jon Schultz called the Committee of the Whole meeting to order at 6:30 p.m. Roll Call: Present - Alderman Susan Kott, Alderman Theresa Meyer, Alderman Bob Grandi, Alderman Ryan Heft, Alderman Steve Rauch, Alderman Jon Schultz, Alderman Tom Preusker, Alderman Todd Bauman. Excused: Mayor Hefty.

Student Representatives: Present - Thomas Martin (BHS), Peter DeSmidt (CCHS). Excused: None.

Staff present: City Attorney John Bjelajac, City Administrator Carina Walters, Assistant City Administrator/Zoning Administrator Megan Watkins, Finance Director Steven DeQuaker, Public Works Director Peter Riggs, Utility Manager Donnie Hefty, Police Chief Mark Anderson, Fire Chief Alan Babe, Library Director Joe Davies, Building Inspector Gregory Guidry, and City Intern Nicholas Faust.

2. **Citizen Comments** - NONE

3. **Approval of Minutes** - To approve the January 21, 2020 Committee of the Whole Meeting Minutes.

Motion: Alderman Bauman. Second: Alderman Rauch. With all in favor, the motion carried.

4. **MOTIONS:**

A. **Motion 20-955** - To approve a donated LUCAS Chest Compression System from Aurora Health Care Southern Lakes, Inc., dba Aurora Medical Center of Burlington.

Chief Babe introduced the motion and provided a brief overview of the device stating that the LUCAS device is a mechanical chest compression system that helps emergency care teams save lives by ensuring consistent compressions are constantly being administered and helps to reduce the risk of back injuries to caregivers. Chief Babe then introduced Bob Miller, President of Aurora. Several representatives from Aurora were also present. Miller gave a brief speech and presented the device to Chief Babe. Photos of the occasion were taken.

5. **DISCUSSION:**

- 2019 Update from the Racine County Economic Development Corporation (RCEDC) regarding the Revolving Loan Fund (RLF) Grant Program.

Administrator Walters stated that Resolution 4994(47) would be discussed at this time as well, and then introduced Carolyn Engel, RCEDC, to begin the discussion. Engel reviewed the 2019 year end

report on Burlington's Revolving Loan Fund (RLF) and then explained the proposed changes to the manual which included putting more emphasis on small businesses and eliminating loans to non-profits and reduce the grant amount from \$15,000 to \$10,000.

Alderman Meyer asked why non-profits were being eliminated. Engel replied that there is limited funding and wanted to place more emphasis on growing businesses and that the funds haven't been successful with non-profits. Alderman Heft stated that non-profits could create a job which would fill one of the requirements. Alderman Rauch suggested making it a requirement to create a job as a non-profit. Alderman Schultz asked if meeting just one of the requirements qualifies for the RLF grant. Engel responded that they would like to see them meet at least two of the requirements. Alderman Schultz suggested stricter requirements and could discuss further during the strategic planning process. All agreed that reducing the grant amount to \$10,000 was a good idea. Alderman Schultz stated that changes would be presented at the February 19, 2020 Common Council meeting.

Bev Gill, 6641 Wheatland Road, Burlington, WI 53105, Representative for the Burlington Cemetery, stated they became a non-profit last year and was planning to apply for the RLF grant in 2020 in order to repair the mausoleum, which has an estimated cost of \$83,000 to repair. Gill wanted to know if there was anything the City could to help with the cost.

6. **RESOLUTIONS:**

- A. **Resolution 4990(43)** - To approve authorizing a depository and signatories for the City of Burlington at Hometown Bank, Wautoma Wisconsin.

Director DeQuaker provided background information stating that the City of Burlington began using LifeQuest as it's third party provider for EMS billing related to Ambulance Emergency Care Services and Supplies, and as part of that service, LifeQuest uses Hometown Bank in Wautoma, WI as it's depository for collections related to billing for those services. DeQuaker further stated that per statute, depositories of the City must be approved by resolution of the Common Council.

- B. **Resolution 4991(44)** - To approve a contract with Rapp Consulting Group to conduct the 2020 Strategic Planning Session.

Administrator Walters stated that Craig Rapp conducted the last Strategic Planning Session in 2015 for the City of Burlington and was directed by the Mayor and Common Council to contact him again to facilitate the 2020-2023 Plan. Walters further stated that the Strategic Planning Retreat will be April 17 and April 18; however, further details will be forthcoming after approval of a contract with the facilitator.

- C. **Resolution 4992(45)** - To approve the Annual Contract between the City of Burlington and the Racine County Economic Development Corporation (RCEDC) for 2020 Economic Development Initiatives in the amount of \$47,800.

Walters introduced the resolution for the annual contract. Jenny Trick, RCEDC, then provided an overview of the activities completed by RCEDC for the City of Burlington in 2019 and reviewed the five main categories of Business Growth, Talent Recruitment, Leadership and Relations, Business Finance, and Special Projects.

- D. **Resolution 4993(46)** - To approve a Revolving Loan Fund Grant in the amount of \$15,000 and Loan in the amount of \$71,775 to the Jean Dibble Portrait Studio, LLC for a total not-to-exceed amount of \$86,775.

Karmin Garstecki, Loan Officer for RCEDC, outlined the applicant's project and stated that Jean Dibble has submitted her request to assist with the purchase and renovations of the property located at 524 Milwaukee Avenue and 581 N. Pine Street, which is a four unit building containing two

commercial storefronts on the lower lever and two residential units on the upper level. Garstecki stated that Dibble intends to occupy one of the residential units and will utilize one of the storefronts for her art studio. The second store storefront is currently occupied by a hair salon and the other residential unit is also occupied, both long term tenants. Jean Dibble was also in attendance to help answer questions.

Alderman Grandi asked if Dibble was in the process of purchasing. Dibble responded that she is working with realtors. Alderman Heft asked Dibble what kind of improvements she would be doing that amounts to \$71,000. Dibble responded that those dollars would be allocated toward the mortgage, while the matching grant would be used for furnace and water heater repairs.

- E. **Resolution 4994(47)** - To approve changes to the City of Burlington Revolving Loan Fund (RLF) Manual.

This item was discussed during the discussion regarding the update from RCEDC.

- F. **Resolution 4995(48)** - To approve the BHS1 Program Agreement between City of Burlington Fire Department and Burlington High School.

Chief Babe reviewed the background history of the BHS1 Program and then introduced Troy Everson to further explain the program. Everson provided a brief overview of the program stating that the program was designed due to aging BRS members and provided an opportunity for students to learn valuable experience in EMS and the opportunity to continue on as a member of rescue services, if they so chose. Everson stated that this is the second program in the nation and that since it's inception in 2012, 147 EMT's have graduated.

7. **ORDINANCES:** NONE

8. **ADJOURNMENT**

Motion: Alderman Kott. Second: Alderman Meyer. With all in favor, the motion carried and the meeting adjourned at 7:56 p.m.

Minutes respectfully submitted by:

Diahnn C. Halbach
City Clerk
City of Burlington



DATE: February 19, 2020

SUBJECT: DISCUSSION - A discussion regarding the findings of the Parks Facilities Needs Analysis concerning its recommendations regarding the public site fee and a possible park facility impact fee.

SUBMITTED BY: Nicholas Faust, Intern

BACKGROUND/HISTORY:

Under the City of Burlington Municipal Code §278-80, the City currently charges developers a “public site fee” that is utilized to account for the increased park and recreational service needs brought about by land development. Currently, this fee is charged at \$500 per housing unit and has been levied at that rate since 1982. While the City currently does not do so, it may also charge an "impact fee" to account for new capital facility costs incurred to accommodate the needs of land development, costs such as developing a new park facility. However, per Wisconsin State Statue 66.0617 (2), a municipality must first conduct a Public Facilities Needs Assessment before enacting these fees to properly assess the existing needs of the community and future development-related needs. In the interest of examining both the existing public site fee and a potential park facility impact fee, staff prepared such an analysis for the City's park facility needs (see attachment).

Utilizing the population projections used in the Park Facilities Needs Analysis (see attachment), the city is anticipated to add 567 residents or approximately 242 households by 2030. For the City to accommodate that projected growth at the target rate of service for parks and recreation amenities, as outlined in the City's Comprehensive Outdoor Recreation Plan, 5.95 acres of parkland will need to be purchased and developed. Utilizing cost projections we can anticipate \$1,093,345 in park costs related to development should no land be dedicated. If the City were to charge only the “public site fee”, in lieu of acceptable land being donated, with 242 units of development, the City would collect \$121,000 for the above development-related park costs. If the City were to charge both the fee-in-lieu of land dedication and the park facilities impact fee, at the level determined the needs analysis, \$400,510 would be collected for development-related park costs.

Adjusting the City of Burlington’s development fees concerning park facilities should reflect both the cost of parkland acquisition and park facility improvements. The City’s current fee-in-lieu of land dedication, or “public site fee”, has not been adjusted since it was first set in 1982. Given the current residential land values in Burlington, as determined by needs analysis that is attached, it is recommended the public site fee be adjusted to \$680 per residential unit. Utilizing the cost estimates for park development and the projected share of those costs tied to growth, as determined by the needs analysis that is attached, it is recommended a park facility impact fee be established at \$975 per unit.

BUDGET/FISCAL IMPACT:

Should the Common Council increase the public site fee and implement a park facility impact fee, the Parks could see an additional \$1,155 per unit.

RECOMMENDATION:

It is recommended by the Park Board and City Staff that a park facility impact fee be established at \$975 per unit and to increase the public site fee from \$500 to \$680.

TIMING/IMPLEMENTATION:

Pending the outcome of this discussion, this item will be presented as an ordinance to the Committee of the Whole during the scheduled meeting on March 3, 2020.

Attachments

Park Facilities Needs Analysis Memo

Park Facilities Needs Analysis

PPT Presentation of Park Facilities Needs Analysis



MEMO

DATE: February 12, 2020

SUBJECT: Park Facilities Needs Analysis

SUBMITTED BY: Nicholas Faust, Administrative Intern

Background: Under City of Burlington Municipal Code §278-80, the City currently charges developers a “public site fee” that is utilized to account for the increased park and recreational service needs brought about by new development. This fee is charged at \$500 per housing unit and has been levied at that rate since 1982. The fee is waived should a developer dedicate suitable land for park development, at a rate of one acre per 100 housing units. Mindful of the time elapsed since that fee was last adjusted, as well as the potential for new development opportunities and the drafting of the City’s updated Comprehensive Outdoor Recreation Plan, examining the rate at which the City charges a park impact fee of this type is warranted.

In accordance with Wisconsin State Statute 66.0617 (2), “a municipality may enact an ordinance under this section that imposes impact fees on developers to pay for the capital costs that are necessary to accommodate land development.” Before enacting impact fees the municipality must first conduct a Public Facilities Needs Assessment to properly assess the needs of the community, and the possible costs associated with acquiring and construction of current or new public facilities. In line with this requirement, staff completed a needs analysis for park facilities that included an analysis of population growth, an inventory of existing and future park facilities, and proposed impact fee calculations.

Population Growth Projections: To fairly assess the share of future park facility needs that are directly related to growth, the needs analysis factored population projections for the City. Utilizing estimates from the U.S. Census Bureau’s most recent American Community Survey, the City of Burlington currently has 11,003 residents with an average household size of 2.34 persons. The State of Wisconsin Department of Administration’s Demographic Services Center compiles projected population growth estimates for municipalities in the state. The most recent state DOA projections, issued in 2015, estimated that by 2030, the City of Burlington will have a population of 11,570 residents. Utilizing both agencies’ estimates the City is projected to add an additional 567 residents or 242.31 households by 2030.

Existing Park Overview: To evaluate both existing and future park facilities needs within the City, the analysis inventoried current park acreage totals. The total acreage was benchmarked against the recommended service level standards set forth by the National Park and Recreation Association (NPR), the standard used by the City’s Comprehensive Outdoor Recreation Plan (CORP). The NPR recommends having 10.5 acres of parks per 1,000 residents in a community. The analysis did not consider park facilities not belonging to the City, such as school or church playgrounds, as the general public does not have the priority to use those spaces. City-owned conservancy lands and the ChocolateFest grounds were also omitted from the inventory as their primary function is not recreation nor do they have the built recreation amenities. With those parameters considered, the City has 103.8 acres of parkland for both active and passive recreation use. This indicates the City currently has 9.43 acres of parkland per 1,000 residents. The City would need to add 11.73 acres of parks overall to achieve the NPR standard of 10.5 acres per 1,000 residents.

Current Park Acreage and Ratios

Total Park Acreage	Acreage per 1,000 residents	NPRA Acreage Standard per 1,000 residents	Acres Needed to achieve NPRA Standard
103.8	9.43	10.5	11.73

Future Park Facility Needs: Within the City’s CORP, three locations were identified as locations for potential future parkland development. These proposed sites are located on the periphery or just outside the City’s corporate limits and are sited in anticipation of future development. Utilizing both Census and State DOA population projections, we can project an additional 567 residents by 2030. Given the Census average of 2.34 persons per household in the City, this projection indicates an additional 242.31 households in the City by 2030. These projected population increases will add 5.95 acres of needed park facilities to the existing deficiency of 11.73. This indicates that by 2030 the City will need to add 17.69 acres of park facilities to achieve the NPRA standard of 10.5 acres of park facilities per 1,000 residents. Given that 5.95 of the 17.69 acres of the needed park facilities will be directly tied to population growth, we can identify that 34% of the overall park facility needs will be growth-related.

Parkland Dedication Requirements and Fee-in-lieu: City ordinance currently requires subdividers to dedicate parkland at a ratio of one acre of land for park development per 100 units of housing added. If developers do not or cannot dedicate land the fee-in-lieu of this dedication, or “public site fee”, is \$500 per housing unit.

To update the fee-in-lieu of land dedication, the analysis looked to assess the value of an acre of undeveloped residential land in the City. Accurate Appraisal, the City’s contracted assessment firm, utilized the most recent report of land assessments for undeveloped residential parcels in the City to do this. It was determined that the average land assessment for one acre of undeveloped residential land in the City is \$68,000. If we apply the land dedication requirement of one acre per 100 housing units, the fee-in-lieu of land dedication should be \$680 per housing unit.

Park Facility Impact Fee: In addition to factoring the costs for land acquisition as it relates to developing parkland, the capital costs associated with developing the acquired land may also be factored to determine a park facility impact fee. The proceeds of this fee must be spent on capital costs associated with developing previously non-existent recreation space to serve new development. To arrive at the overall costs associated with the capital development of a park facility, the analysis will use projected cost figures from the City’s CORP as well as recent costs incurred from similar projects. The City’s CORP lays out estimated facility improvement costs associated with developing a neighborhood park. This is the park type that would usually accompany a subdivision development. Certain items were included or omitted in the cost projection based upon the typical amenities offered by neighborhood parks in the City.

Utilizing the CORP estimates, the analysis identified \$695,000 of capital costs that would accompany the development of a neighborhood park. These costs include a shelter, play area, recreation courts, and park lighting. It also includes “other costs” associated with park facility development like utilities, site grading, and signing. Given that 34% of the projected park facility needs in 2030 will be directly related to growth, the growth-share of the capital costs related to a typical park facility is \$236,300. If we were to take the \$236,300 and divide it by the additional 242.31 households of projected growth in the City by 2030, we arrive at rounded fee rate of \$975. This figure then represents the individual park facilities impact fee per housing unit.

Park Facilities Impact Fee Cost Breakdown	Value
A. Overall Improvement Costs for Example 6-acre Park	\$695,000
B. Growth-related share of costs (Row A*0.34)	\$236,300
C. Growth-related share per projected additional household (Row B/242.31)	\$975

Financial Impact: Given that the City is anticipated to add 567 residents or approximately 242 households by 2030, 5.95 acres of park facilities will need to be constructed should the City wish to accommodate this growth at the NPRA service standard of 10.5 acres per 1,000 residents. Utilizing land assessments from the analysis, the acquisition of this land would cost the City the \$404,600. Utilizing the cost of park facility improvements, the cost for 5.95 acres of park facilities would be approximately \$688,745. All together we can anticipate \$1,093,345 in park costs related to development should no land be dedicated. If the City were to charge only the “public site fee”, in lieu of acceptable land being donated, with 242 units of development, the City would collect \$121,000 for the above development-related park costs. If the City were to charge both the fee-in-lieu of land dedication and the park facilities impact fee, at the level determined the needs analysis, \$400,510 would be collected for development-related park costs.

Impact on Affordable Housing: State statute requires the facility needs assessment estimate the effect of imposing the proposed fees on affordable housing within the community. Factoring in the current affordable housing options in our community is an important component to consider when assessing the ability to implement the proposed fees. For this analysis, it is assumed that housing in the City of Burlington is affordable if:

- Cost of the monthly mortgage payment consumes no more than 30 percent of an adjusted gross income;
- Homeowners borrow no more than 2.5 times the City of Burlington’s median household income for a home mortgage; and
- Homeowners would make a minimum down payment of 5% of the total home cost

Figure #10 in the analysis shows the estimated costs of an average mortgage in the City of Burlington, should the homeowner borrow 2.5 times the City’s median household income, with and without the proposed park impact fees. The estimated median household income in the City was \$59,627 in 2018, this according to the most recent statistics from the U.S. Census Bureau. The increase in monthly mortgage payments due to the imposition of the park impact fees in \$9 per month. Therefore, using the assumptions for an affordable home in the City of Burlington, this study finds that the proposed park impact fees have a minimal impact on the provision of affordable housing in the City of Burlington.

Park Fees Recommendation: Adjusting the City of Burlington’s development fees concerning park facilities should reflect both the cost of parkland acquisition and park facility improvements. The City’s current fee-in-lieu of land dedication, or “public site fee”, has not been adjusted since it was first set in 1982. This fee is only applied when a subdivider does not dedicate qualifying land for park spaces and further does not account for capital costs associated with park facility construction.

Given the current residential land values in Burlington, as determined by the vacant residential land assessments attached, and the City’s ordinance requiring one acre be dedicated per 100 units, the “fee-in-lieu of dedication” is recommended to be adjusted to \$680 per residential unit. In addition to this fee-in-lieu of land dedication, this study also outlines the rate at which the City should charge subdividers, regardless of land donation, for the cost of capital improvements for new parklands. Utilizing the cost estimates for the development of a neighborhood park and the projected share of those costs tied to growth, it is recommended a park facility impact fee be established at \$975 per unit.

Together, both of these fees as recommended can be combined to a total of \$1,655. If a subdivider possesses the land that meets parkland requirements and chooses to dedicate it accordingly, the fee-in-lieu of land dedication portion of the total impact fee should be subtracted. This would mean only the park facility impact fee of \$975 would be charged per housing unit, with those funds purposed towards improvements on dedicated land.

Total Park Impact Fees	
Combined Park Fees (Both fee-in-lieu of land dedication and park facility impact fee)	\$1,655
Park Facility Impact Fee Only (After dedication of acceptable parklands)	\$975



City of Burlington
Park Facilities Needs Analysis

Draft

Section One: Introduction

Overview/Statement of Purpose

The purpose of this document is to carry forth a formative needs assessment for parks and recreational facilities within the City of Burlington. The results of this study will then be used to review and revise its current public site fee charges. These public site fee charges are used by the City to account for the new park and recreational needs brought about by new development. This study is coming at an appropriate time as the public site fee itself has not been revised since 1982, the City is looking towards new development opportunities and it coalesces with the newest iteration of Burlington's Comprehensive Outdoor Recreation Plan.

This study document will include an analysis of demographic trends, an inventory of existing parks, future parks, and proposed impact fee calculations. The aforementioned information was utilized in calculating the proposed impact fee per new dwelling unit, included in this study.

In accordance with Wisconsin State Stat. Chapter 66.0617 (2), "a municipality may enact an ordinance under this section that imposes impact fees on developers to pay for the capital costs that are necessary to accommodate land development." Before enacting impact fees a municipality must first conduct a Public Facilities Needs Assessment to properly assess the needs of the community, and the possible costs associated with acquiring and construction of current or new parkland.

The funds collected must be used with a ten-year time frame. If the collected impact fees are not used within ten years the municipality must then refund the fee, or apply for a three year extension.

A public hearing with class one notice was held on _____, 20__ according to Chapter 66.0617 (3).

Section Two: Background Information

Demographic Trends and Population Projections

The overarching trends of population growth within the City suggest Burlington will continue to add population over the coming decade. This is evidenced by the City’s 2018 population estimate from the U.S. Census Bureau. This Census data indicates Burlington has already surpassed the 2020 population projection the State Department of Administration (DOA) issued in 2015. This broad trend infers that development opportunities are likely to present themselves in and around the community. The second figure demonstrates a downward trend in the average size of households in the City.

Figure #1, below, uses U.S. Census population information from 2010 and 2018 and population projections from the State DOA Demographic Services Center provided in 2015, the last available year for municipal population projections. Figure #2 utilized U.S. Census data to show the average household size for the City, both in 2010 and the last year available.

Figure #1: City of Burlington Population Projections

	2010	2018 Est.	2020	2025	2030
Population	10,464	11,003	11,000	11,310	11,570
Source: U.S. Census (2018) and Wisconsin Department of Administration (2015)					

Figure #2: City of Burlington Average Household Size

Average Household Size	
2017	2.34
2010	2.43
Source: American Community Survey, U.S. Census (2018)	

Overview of Existing Parks

As aforementioned, this document will evaluate the existing parkland currently within the City of Burlington. A point to note about this is that parklands not owned by the City, say playgrounds at schools, will not be included in this analysis. This is justified in that as it relates to usage, the general public does not have priority when it relates to school and privately-held park spaces. Figure #3 lists the existing active use parks within the City of Burlington and calculates a per 1,000 resident acreage total based upon the estimated population of the City using the 2018 Census Bureau estimate. City-owned conservancy parkland is not counted in this figure as its primary function is not recreation.

The City’s most recent Comprehensive Outdoor Recreation Plan utilizes the National Park and Recreation Association’s (NPRA) recommended standards to assess Burlington’s current inventory of parkland. Overall, Burlington is recommended to have 10.5 acres of parkland per 1,000 residents. The

NPRA standards break down further the recommended acreage for each category of park, the figure below demonstrates those figures.

Figure #3: NPRA Recommended Acreage Standards by Park Type

Mini Parks	0.5 acre/1,000 residents
Neighborhood Parks	2.0 acre/1,000 residents
Community Parks	8.0 acre/1,000 residents
Total	10.5 acre/1,000 residents

To assess if Burlington is meeting these recommend standards, we can inventory the existing active use park acreage, overall and by type. The figure below outlines that inventory and measures the City's acreage per thousand. For this acreage calculation, it uses the City's 2018 estimated population of 11,003. The inventory also lists the category of "Special Parks" which includes specialty athletic fields and open spaces with passive amenities, this category does not have a national standard however is included in the overall acreage of the City's active use parks.

Figure #4: City of Burlington Existing Active Use Parks

Park Name	Park Acreage	Acreage per 1,000 Residents
Mini-parks		
Benson	0.55	0.05
Bev-Jo	1.63	0.15
Meinhardt	0.34	0.03
Steinhoff	1.69	0.15
Wagner	1.59	0.14
Wehmhoff	0.87	0.08
Westedge	1.69	0.15
Total Mini-parks	8.36	0.76
Neighborhood Parks		
Riverfront	1.66	0.15
Riverside	4.35	0.40
St. Mary's	21.33	1.94
Wehmhoff Jucker	3.28	0.30
Total Neighborhood Parks	30.62	2.78
Community Parks		
Devor	4.63	0.42
Echo	10.48	0.95
McCanna	33.3	3.03
Total Community Parks	48.41	4.39
Special Parks		
Beaumont/Congress	7.42	0.67
Grove Street	0.31	0.03
Hintz	6.71	0.61
Sunset	1.91	0.17
Water Tower	0.06	0.01
Special Park Acreage	16.41	-
Total Park Acreage	103.8	9.43

As the figure indicates, the City has 9.43 acres of parkland per 1,000 residents. This indicates that at the City's present population, we are 1.07 acres per 1,000 residents' deficient of the recommended standard. It is however above the minimum required of 6.5 acres per 1,000. To achieve the recommended standard, at the City's current population, we would need to add 11.73 acres of parkland.

By 2030, the City is expected to add 567 residents, projecting a population of 11,570 residents. With the current total park acreage of 103.8, the projected 2030 park acreage ratio would be 8.97 acres per thousand residents. With these figures, the City would need to add 17.69 acres of parkland by 2030 to satisfy the recommended service level.

Service Area

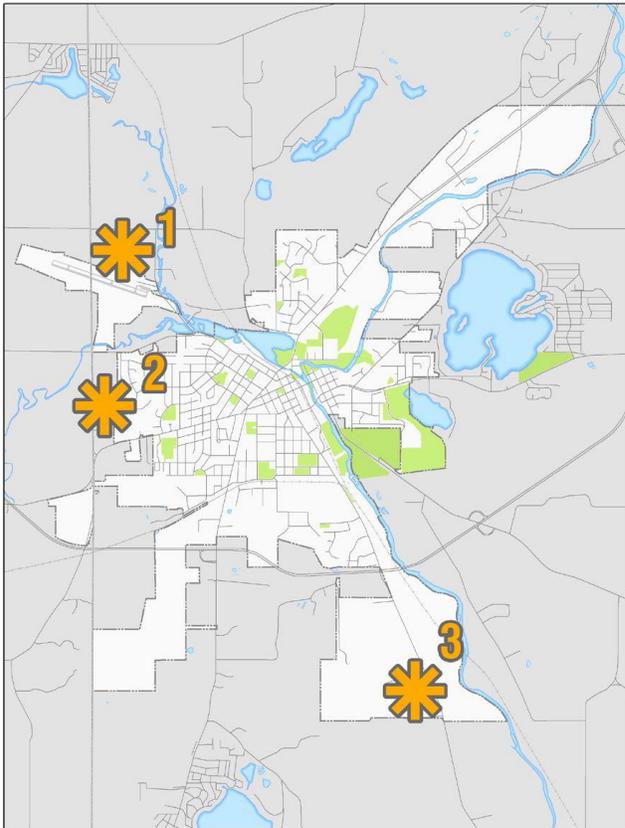
For this analysis the service area examined in the study is defined by the municipal boundary of the City of Burlington

Future Parks

The 2009 Multi-Jurisdictional Comprehensive Plan for Racine County: 2035 outlined in part potential locations for two future parkland developments to serve residents of the City of Burlington. Both developments were projected to be approximately 20 acres in size and on the far northwest of the City. The first proposed park development is located to the north of the Burlington Municipal Airport and south of Spring Prairie Road. Proposed site #2 is designated to be approximately south of State Highway 11 and directly east of Mormon Road. It is important to note that both sites are outside of City limits as jurisdictional lines currently delineate. Both proposed parkland developments #1 and #2 are have been charted in figure #4 below, a map of proposed future park locations pulled from the City's 2020 Comprehensive Outdoor Recreation Plan

As residential development plans have also been proposed for a subdivision on the southern periphery of the City limits, a third proposed parkland parcel would be proposed at the time of said development. This proposed site #3 has been charted on the map in the approximate area of the development. The City's contracted recreation advisor recommends that the City insist satisfactory "useable" land is set aside as a part of any proposed development in this area to accommodate the needs of future residents. These needs would be exacerbated by the relative recreation isolation the potential residents of this subdivision would face, separated from existing City parkland by State Highway 11 to the north.

Figure #4: Proposed Futrue Park Locations



Source: 2020 City Comprehensive Outdoor Recreation Plan

Section Three: Analysis and Recommended Impact Fee

Projections for Future Park and Recreation Facilities

This section of the analysis aims to detail the overall and capital costs associated with providing new park and recreation facilities. This information will help inform the City of Burlington when making future budgeting and planning decisions related to City Parks. It will also help form a fee schedule that equitably balances the costs for new park facilities with new development.

The City of Burlington's population is expected to increase by 567 in the next 10 years. Utilizing the average household size (2.34 persons), we can assume this means the addition of 242.31 dwelling units. Given the City's current park deficiency and this projected population growth, the City would need to add approximately 17.69 acres of park to achieve a ratio of 10.5 acres per 1,000 residents. Since the existing deficiency would require 11.73 acres to be added, we can see that 5.95 acres, 34%, of the 2030 deficiency will be growth-related.

Figure #6: Additional Acres Needed to Maintain Current Standard Based on Projections

Calculation	Value
Projected Add. Pop. In 2030	567
Projected Add. Households In 2030	242.31
Additional Acres of Park Needed to achieve NPRA standard by 2030	17.69
Growth related portion of the additional park acres needed by 2030	5.95
Growth related percentage of 2030 park facility needs	34%

That being said the City’s current ordinance requires subdividers to dedicate one acre of parkland per 100 units of residential development. While we could calculate the fee-in-lieu of land dedication based upon the projected 242 residential units to be added and subsequently the needed park acreage to achieve a specific standard, due to the ordinance requirements clearly stating the one-acre per 100 units requirement, we will calculate the dedication fee based upon the ordinance requirements.

The estimated cost of acquiring one acre of land of undeveloped residential land in the City is \$68,000. This average was arrived at by staff from Accurate Appraisal, the City’s contracted firm for property assessment, who examined land assessments for undeveloped residential properties in the City. The properties examined ranged in zoning designation from Rs-1, Rs-2, Rs-3, Rd-2, Rm-1, Rm-2, Rm-2/C-1.

Figure #6, on the following page, demonstrates the projected costs associated with acquiring land equivalent to the ratio of one acre per 100 units as dictated by ordinance. Should a developer choose not to dedicate land or not have land suitable for dedication, this cost equation will be used to set a “fee-in-lieu of land dedication” that the subdivider is to per each unit of development.

Figure #6: Parkland Dedication Requirements and Fee-In-Lieu of Land Dedication

Calculation	Value
A. Units Added	100
B. Required Dedication Acreage per 100 Units	1
C. Calculated Land Dedication Requirement per Dwelling Unit in Acres (Row A/Row B)	0.010 Acres
D. Land Cost per Acre Estimate (Based upon vacant, undeveloped residential land assessments from 2019)	\$68,000
E. Calculated Fee-in-Lieu of Land Dedication per Dwelling Unit (Row F/Row A)	\$680.00

The ratio at which the City requires developers to dedicate parkland could be examined further to better achieve NPRA standards. However with that being said the City’s current ordinance requires subdividers to dedicate one acre of parkland per 100 units of residential development. The “fee-in-lieu of land dedication”, based upon the donation requirement proscribed by ordinance and the average residential land assessment, is \$680. Whereas a park impact fee, discussed in the following section, should be applied regardless of dedication, this fee-in-lieu of land dedication again will not be charged should a developer dedicate land for park spaces that meets the City requirements for dedication.

Park Facilities Impact Fee

In addition to factoring the costs for land acquisition as it relates to developing parkland, the capital costs associated with developing the acquired land may also be factored to determine a park facility impact fee. The proceeds of this fee must be spent on capital costs associated with developing previously non-existent recreation space to serve new development. To arrive at the overall costs associated with the capital development of a park facility, the analysis will use projected cost figures from the City of Burlington’s 2020 Comprehensive Outdoor Recreation Plan (CORP) as well as recent costs incurred from similar projects. The City’s CORP lays out estimated facility improvement costs associated with developing a neighborhood park. This is the park type that would usually accompany a subdivision development and would most likely be developed at the three proposed park locations sited in the CORP. For this report, certain features laid forth in the CORP’s example facility were omitted from the improvement cost calculation. These items were omitted because of both their specialty nature and the likelihood they would not be included in a neighborhood park. Omitted from the improvement cost figure:

- Splash Pad: \$250,000
- Softball/Baseball Diamond and Plaza: \$105,000
- Trail Network: \$50,000
- Exercise Equipment \$25,000

Certain capital costs were also figured considering recent capital expenses occurred by the City for similar projects. The park features that were included, and their accompanying costs, are listed in Figure #7 below.

Figure #7: Example Park Facility Improvement Costs

Park Facility Improvement Categories	Value
A. Play Area	\$125,000
B. Shelter	\$150,000
C. Parking Lot	\$40,000
D. Park Lighting	\$75,000
E. Landscaping	\$20,000
F. Tennis/Basketball Courts	\$50,000
G. Other costs (utilities, grading, site furniture, drinking fountains, signage, demo)	\$235,000
Estimated Initial Improvement Costs for a New 6-acre Neighborhood Park	\$695,000

As noted above, the estimated cost for facility improvements in creating a six-acre neighborhood park is \$695,000. With any capital project of this nature, it is important to note that the unique factors that impact the project could lead to actual costs being inflated.

To determine an equitable cost share for the development of new parkland, we can start by taking the above overall estimate of a typical park facility development that accompanies a residential development and apply the projected growth-related share of that project. Utilizing the current inventory of park acreage and population projections, we determined that by 2030, 34% of the need for new park facilities will be related to new development.

Taking the typical park improvement costs associated with developing a neighborhood park in a new residential development and figuring that 34% of that cost is growth-related, we find that \$236,300 is the new development’s share of the overall cost. If we were to take the \$236,300 and divide it by the additional 242.31 households of projected growth in the City by 2030, we arrive at a rounded total of \$975. This figure then represents the individual park facilities impact fee per housing unit.

Park Facilities Impact Fee Cost Breakdown	Value
A. Overall Improvement Costs for Example 6-acre Park	\$695,000
B. Growth-related share of costs (Row A*0.34)	\$236,300
C. Growth-related share per projected additional household (Row B/242.31)	\$975

The figure of \$975 could be used as a recreational facility fee rate to charge for each unit of development. Whereas the fee-in-lieu of land dedication would only be applied should a developer be unable or choose not to dedicate park space, this portion of an overall impact fee would be applied regardless.

Total Fees

Adjusting the City of Burlington’s development fees in relation to park facilities should reflect both the cost of parkland acquisition and park facility improvements. Projected population growth highlights the need for the continued development of parkland to achieve recommended national standards. It is also imperative that the costs associated with developing new parkland be equitably distributed and not unduly be assumed by existing Burlington residents.

The City’s current fee-in-lieu of land dedication or “public site fee”, which is charged at a rate of \$500, has not been adjusted since it was first set in 1982. Further, this “public site fee” is only applied when a subdivider cannot or chooses to not dedicate qualifying land for park spaces. This means that the fee does not account for the capital improvement costs associated with constructing a new park for new residential development.

Given the current residential land values in Burlington, as determined by the vacant residential land assessments attached, and the City’s ordinance requiring one acre be dedicated per 100 units, the “fee-in-lieu of dedication” is recommended to be adjusted to \$680 per residential unit. This fee is again charged only in-lieu of a subdivider dedicating land that meets the City’s standards for parkland development.

In addition to this fee-in-lieu of land dedication, this study also outlines the rate at which the City should charge subdividers, regardless of land donation, for the cost of capital improvements for new parklands. Utilizing the cost estimates for the development of a neighborhood park and the projected share of those costs tied to growth, it is recommended a park facility impact fee be established at \$975 per unit.

Together, both of these fees as recommended can be combined to a total of \$1,655. If a subdivider possesses the land that meets parkland requirements and chooses to dedicate it accordingly, the fee-in-lieu of land dedication portion of the total impact fee should be subtracted. This would mean only the park facility impact fee of \$975 would be charged per housing unit, with those funds purposed towards improvements on dedicated land.

Total Park Fees	
Combined Park Fees (Both fee-in-lieu of land dedication and park facility impact fee)	\$1,655
Park Facility Impact Fee-Only (After the dedication of acceptable parklands)	\$975

Section Four: Impact on Affordable Housing

Wisconsin state statute requires that this analysis estimate the impacted effect of imposing the fees above on affordable housing within the community. Factoring in the current affordable housing options in our community is an important component to consider when assessing the ability to implement the proposed fees. For this analysis, it is assumed that housing in the City of Burlington is affordable if:

- Cost of the monthly mortgage payment consumes no more than 30 percent of an adjusted gross income;
- Homeowners borrow no more than 2.5 times the City of Burlington’s median household income for a home mortgage (); and
- Homeowners would make a minimum down payment of 5% of the total home cost

In compliance with state statute, figure #10 shows the estimated costs of an average mortgage in the City of Burlington, should the homeowner borrow 2.5 times the City’s median household income, with and without the proposed park fees. The estimated median household income in the City was \$59,627 in 2018, according to the most recent Census Bureau information. The increase in monthly mortgage payments due to the imposition of the recommended park fees is \$9 per month. Therefore, using the assumptions for an affordable home in the City of Burlington, this study finds that the recommended park fees have a minimal impact on the provision of affordable housing in the City of Burlington.

Figure #10: Impact on Low Income Housing

Calculation	Value
A. Median Household Income*	\$59,627
B. 2.5 times the City of Burlington Median Household Income (Mortgage Amount)	\$149,067
C. Total Cost of Assumed Affordable Home	\$156,913
D. Monthly Payment on a 30-year Mortgage with 5% Interest	\$800
E. Total Recommended Park Fees (Assumes both the fee-in-lieu and park facility impact fee are charged)	\$1,655
F. Monthly Mortgage Payment including Recommended Park Fees	\$809
G. Total Park Fees Cost per Month on Affordable Mortgage (Row D- Row F)	\$9
*Source: American Community Survey, 2014-2018 estimates, U.S. Census Bureau	



City of Burlington Park Facilities Needs Analysis

Nick Faust, Administrative Intern

Background

City of Burlington Municipal Code §278-80

- Land Dedication Requirement: One Acre = 100 residential units
- Public Site Fee (in-lieu of dedication): \$500

More reflective of development-related costs?

Wisconsin Statue 66.0617

- Allows municipalities to collect "impact fees" related to capital expenses associated with growth
- Requires needs analysis to assess that impact

Population Growth



The City currently has 11,003 residents and an average household size of 2.34 persons

U.S. Census Bureau, American Community Survey, 2018



By 2030, the City is projected to have 11,570 residents

State of Wisconsin DOA Demographic Services Center, 2015



Projections add 567 residents or 242.31 households

Existing Park Overview



103.8 acres of parks

- Mini-parks
- Neighborhood parks
- Community parks
- Special parks



The City's CORP calls for the NRPA service standard

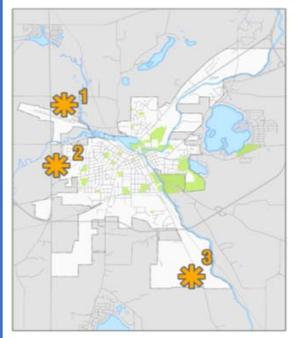
10.5 acres of parks per 1,000 residents



The City provides 9.43 acres of parks per 1,000 residents

An additional 11.73 acres are needed to achieve NRPA standard

Future Park Facility Needs



The City's CORP identifies three potential park locations



By 2030, the City's deficiency will grow from 11.73 to 17.69 acres

Utilizing discussed projections



34% of the 2030 deficiency will be growth-related

5.95 of 17.69 needed acres

Public Site Fee-in-lieu

Code requires one acre be dedicated per 100 units

- Fee-in-lieu of that being \$500 per unit

Current value of an acre of undeveloped residential land

- \$68,000
- Calculated by Accurate Appraisal, utilizing 2019 parcel report

A fee-in-lieu reflective of this would be \$680 per unit

Park Facility Impact Fee

In addition to land acquisition, municipalities can recover capital improvement costs related to growth

To figure these costs, the analysis figured costs for a "typical" park development

- Neighborhood park, usually accompany a subdivision development

Cost estimates themselves were arrived at using estimates from the CORP and recent comparable expenses

Park Facility Impact Fee-Continued



\$695,000 of capital improvement costs were identified

Includes shelter, play equipment, courts, utilities, etc.



The growth-share of these costs are \$236,300

34% growth-share, utilizing projections



Park Facility Impact Fee per unit would be \$975

Utilizing the 2030 additional household projection, 242.31

Financial Impact

To accommodate future growth, at the NRPA service standard, the City will need to acquire and develop 5.95 acres of park

- Using cost estimates from the analysis this could cost upwards of \$1,093,345

If the City were to continue to collect park-related fees at present, up to \$121,000 would be generated for those costs.

- Assuming growth projections, no land dedicated

If the City charged an updated "fee-in-lieu" and a park facility impact fee, at the levels recommended, up to \$400,510 could be generated

- Same assumptions

Overall Park Development Fees

The level at which the analysis suggests the fee-in-lieu of land dedication be collected is \$680 per unit

The amount at which the analysis finds the City could establish a separate "park facility impact fee" is \$975

All together the combined fees would total \$1,655, with only \$975 being charged should acceptable parkland be dedicated



DATE: February 19, 2020

SUBJECT: **RESOLUTION 4996(49)** - To approve the Award of Bid for the Well #7 Generator Project to Hogan Electric for the not to exceed amount of \$176,000.

SUBMITTED BY: Peter Riggs, Director of Public Works

BACKGROUND/HISTORY:

Auxiliary power is necessary in public water systems to ensure that pumping, treatment, distribution, and pressurization of the water system can still be achieved regardless of disruption in the power distribution network. Auxiliary power provides that during times of emergency, when power is lost, the water supply is still safe for consumption and available and sufficient for fire suppression. NR 811.27 of the State of Wisconsin Administrative Code requires that all municipal pumping stations, pump houses, and water treatment plants shall have a standby auxiliary power source unless the department determines that there is sufficient pumping capacity with existing auxiliary power located at other water system facilities to provide at least an average day supply of water.

The City of Burlington Water Utility has auxiliary power at Well #10, Well #11, and the Dunford standpipe, which is sufficient to meet the threshold of NR 811.27. However, it is best practice in the industry, the recommendation of NR 811.27, and the recommendation of our Wisconsin Department of Natural Resources (WDNR) regulators and inspectors that we install auxiliary power at all water system facilities to ensure maximum reliability and safety of the water supply. Currently, Well #7 & Origen Tower, Well #8, and Well #9 do not have auxiliary power. It is the goal of the utility to add auxiliary power to each of these facilities.

The Well #7 generator project includes demolition of existing facilities, site preparation, purchase of a 450 kWH diesel powered generator, and installation of the generator, transfer switch, and other fixtures including site fencing. Engineers from Trotter and Associates performed the design and administered the public bid for the project. A bid opening was held on Tuesday, February 4, 2020. Three bids were received as follows:

- Hogan Electric: \$176,000.00
- Pieper Electric: \$255,107.00
- Aldridge Electric: \$342,700.00

After the bid, staff from Trotter interviewed the low bidder, Hogan Electric. It was determined that Hogan's bid is satisfactory and has been recommended for approval.

BUDGET/FISCAL IMPACT:

\$375,000 was included in 2019 water utility capital budget for this project. Funding was secured in the revenue bond. The bid of \$176,000.00 is significantly under budget. Engineering costs of \$14,510 have been paid for design and bid assistance.

RECOMMENDATION:

Staff recommends the award of contract for the Well #7 generator project to Hogan Electric, Inc. for the not to exceed amount of \$176,000.00.

TIMING/IMPLEMENTATION:

This item is for discussion at the February 19, 2020 Committee of the Whole meeting, and is scheduled for final consideration the same evening Common Council meeting.

Attachments

Res 4996(49) Bid Award for Well 11 Generator
Engineers Recommendation

RESOLUTION NUMBER 4996(49)
Introduced by: Committee of the Whole

**A RESOLUTION APPROVING THE AWARD OF BID FOR THE WELL # 7 GENERATOR PROJECT
TO HOGAN ELECTRIC, INC. FOR THE LUMP SUM AMOUNT OF \$176,000.00**

WHEREAS, The Wisconsin Department of Natural Resources administrative code NR 811.27 requires auxiliary power be installed throughout the water system to provide the average daily supply of water to system customers; and,

WHEREAS, It is best practice, and the recommendation of NR 811.27, to ensure maximum reliability of the water system by installing auxiliary power at all water system facilities; and,

WHEREAS, the City of Burlington water utility is compliant with NR 811.27 and has auxiliary power installed at all water system facilities except Well #7, Well #8, and Well #9; and,

WHEREAS, installation of a generator to provide auxiliary power at Well #7 will improve system reliability; and,

WHEREAS, bids for installing a generator at Well #7 were received, opened, and reviewed at the Board of Public Works Bid Opening on February 4, 2020 and forwarded to the Engineer (Trotter and Associates, Inc.) for final review; and,

WHEREAS, the Engineer, and the Director of Public Works have reviewed the bids and recommend acceptance of the lowest, most responsive bid from Hogan Electric, Inc. a copy of which is hereto and made a part thereof; and,

WHEREAS, the Engineer, and the Director of Public Works have recommended approval of the Lump Sum Bid for \$176,000.00.

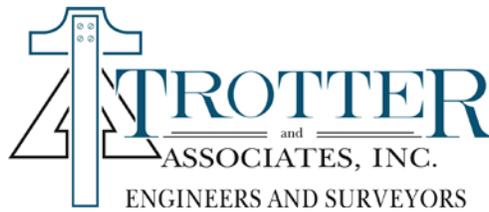
NOW, THEREFORE, BE IT RESOLVED by the Common Council of the City of Burlington that the Well # 7 Generator bid be awarded to Hogan Electric, Inc., for the not to exceed amount of \$176,000.00 for the Total Lump Sum Bid.

Introduced: February 19, 2020
Adopted:

Jeannie Hefty, Mayor

Attest:

Diahn Halbach, City Clerk



February 4, 2020

Mayor and City Council
City of Burlington
300 N. Pine Street
Burlington, WI 53105

**Subject: Well No. 7 Generator
Recommendation to Award**

Dear Mayor and Council,

The City of Burlington received three (3) bids for the Well No. 7 Generator project on February 4, 2020 at 10:00 a.m. The lump sum bids are summarized below.

Bidder	Total Bid Price
Hogen Electric, Inc.	\$ 176,000.00
Pieper Electric, Inc.	\$ 255,107.00
Aldridge Electric, Inc.	\$ 342,700.00

Hogen Electric, Inc. of Hartford, WI was the apparent low bidder with a total bid price of \$176,000.00. We have reviewed the bidding documents and confirmed that Hogen Electric, Inc. has provided a complete bid package. We also discussed the bid with Hogen Electric and they indicated that upon review their pricing is accurate and complete.

It is our recommendation that the City of Burlington award the Well No. 7 Generator construction contract to Hogen Electric, Inc. for the total lump sum bid amount of \$176,000.00.

Sincerely,

Trotter and Associates, Inc.

Robert W. Benson, PE
North Region Manager

Cc: Carina Walters, City Administrator
Peter Riggs, Director of Public Works