Nordic Ridge Park Budget

Shelter		
Construct	$210,857.00	
Steel Roof	$12,526.00	
Solar Energy System	$10,995.00	
Brick Façade	$1,974.00	
Steel Doors	$5,301.00	
Electric Locks	$3,368.00	
Trash & Recycling Recepticles (2 sets)	$2,000.00	Still need to b
Picnic Tables (14 tables, 8' long)	$9,954.00	
Total	$256,975.00	
Splash Pad		
Construct	$91,394.00	
Equipment	$90,459.00	
Benches (4 benches, no concrete pad needed)	$3,000.00	
Trash & Recycling Recepticles	$1,000.00	Still need to b
Total	$185,853.00	
Playground		
Equipment & Surfacing	$123,527.00	
Excavation	$6,120.00	
Concrete Pathway & Curb for Playground	$4,164.00	
Bike Rack (parking for 4 bikes, 10x10' concrecte pad)	$1,150.00	
Benches (2 benches, concrete pad)	$1,700.00	
Restoration	$2,000.00	
Trash & Recycling Recepticles (4x6 concrete pad)	$1,200.00	
Total	$139,861.00	
Sport Court		
Construct	$70,000.00	Estimate base
Equipment	$5,000.00	
Bench (10x4' concrete pad)	$850.00	
Trash & Recycling Recepticles (4x6' concrete pad)	$1,200.00	
ADA Pathway	$3,000.00	
Total	$80,050.00	
Soccer Field		
Culvert for Accessible Pathway to Soccer Field	$1,500.00	
Paved Asphalt Pathway to Soccer Field (~ 175 LF)	$11,711.00	estimate base
Trash & Recycling Recepticles (4X6 concrete pad)	$1,200.00	
Turf Grow-In Program	$3,000.00	
Total	$17,411.00	
Patio & Shade Area		

Shade Structures (20X20 Offeste Single Post Pyramid, 10' High)	$9,655.00	
Concrete Pad & Restoration	$9,900.00	
Trash & Recycling Recepticles (one set)	$1,000.00	
Picnic Tables (four tables)	$3,200.00	
Total	$23,755.00	
Total Development Cost	$703,905.00	
Impact Fees		
Developer's Agreement	$218,550.17	Collected
Additional Lot 134	$28,402.00	Still needs to
Total Impact Fees for Nordic Ridge	$246,952.17	
Cost to the City (Development Cost - Impact Fees)	**$456,952.83**	

*Does not include cost to develop mini park
*Highlighted items have not been purchased

be purchased

be purchashed

ed on Bjoin Park bid results

ed on 2018 River Trail bid results

be collected. Based on 21 2 BR and 16 1 BR

Park Impact / Improvement Fees - 2017

City	Single Family	Multi Family	Sr. Housing Exceptions?
Cottage Grove	**$505.00** per unit	**$505.00** per unit	Fees collected in 2 parts - 1/2 at time of plat, 1/2 at building permit. Exceptions for Sr. Housing have been made on a case by case basis.
DeForest	**$1,739** per residential unit	**$1,308** per residential unit	Senior housing is exempt from Park Improvement Fees
Fitchburg	**$650** per dwelling unit	**$325** for two family, **$155** for multi-family (per dwelling unit)	No adjustment for Sr. Housing
Madison - 2017	**$1,263.51** per unit	**$857.86** per unit, **$1,665.01** Large Mulit Family (4+ bdrms)	$669.99 - age restricted by deed.
Madison - 2018	**$1,368.00** per unit	**$928.80** per unit, **$1,802.70** Large Mulit Family (4+ bdrms)	$725.40 - age restricted by deed.
McFarland	**$731.47** per unit	**$443.93** per unit	No adjustment for Sr. Housing in the past - but may be negotiable now as a part of developer's agreement
Middleton	**$1,218.00** per unit	**$731.00** per unit	No adjustment for independent living - no fee for nursing home or assisted living.
Monona	**$1,137.00** per unit	**$1,137.00** per unit	No adjustment for Sr. Housing
Stoughton	**$1,125.10** per unit	**$843.81** for two bedrooms or more**, $562.54** for one bedroom or less	No adjustment for Sr. Housing
Sun Prairie	**$1,700.00** per unit (significant increase proposed for 2018)	**$1,700.00** per unit	reduced fee of $660 applies to assisted living
Verona	**$300** per bedroom	**$300** per bedroom	Sr. housing units received reduced fees in the past - but this is no longer available.
Waunakee - Current	**$1,813.19** per unit	**$1,234.58** per unit	No exception available
Waunakee - 2018 Proposed	**$2,351.48** per unit	**$1,599.01** per unit	$783.82 for facilities that meet the "group quarters" definition'
AVERAGE 2017 FEE	**$1080.21** per unit	* All rates are 2017 unless otherwise noted	

2019 PARK IMPACT FEES

(2018 CONSTRUCTION COST INDEX INCREASE = 2.9%)

	MONIES IN LIEU OF DEDICATION FOR PARK ACQUISITION COSTS PER SEC. 66-1101 (2)	PARK IMPACT FEES PER SEC. 67-5 b (1)	PARK IMPACT FEES PER SEC. 67-5 b (2)	PARK IMPACT FEES PER SEC. 67-5 b (3)
PER SINGLE FAMILY RESIDENTIAL UNIT:	$3,678.27			
PER TWO OR MORE BEDROOM APT. UNIT:	$2,759.02			
PER STUDIO OR ONE BEDROOM APT. UNIT:	$1,838.47			
MONIES IN LIEU OF PARKLAND DEDICATION ARE ALSO SHOWN BELOW AND ARE NOT TO BE DUPLICATED FOR PARK ACQUISITION.				
FOR SINGLE FAMILY AND TWO FAMILY RESIDENTIAL DEVELOPMENT:		$1,195.92 PER UNIT FOR PARK FACILITIES		
		$3,678.27 PER UNIT FOR PARKLAND		
		TOTAL OF $4,874.19 PER UNIT ($9,748.38 FOR TWO-FAMILY)		
FOR MULTI-FAMILY RESIDENTIAL UNITS OF TWO BEDROOMS OR MORE:			$896.92 PER UNIT FOR PARK FACILITIES	
			$2,759.02 PER UNIT FOR PARKLAND	
			TOTAL OF $3,655.94 PER UNIT	
FOR MULTI-FAMILY RESIDENTIAL UNITS OF ONE BEDROOM OR LESS:				$597.95 PER UNIT FOR PARK FACILITIES
				$1,838.47 PER UNIT FOR PARKLAND
				TOTAL OF $2,436.42 PER UNIT

Park Impact Fee and Land Dedication Policy and Public Facility Needs Assessment

City of Madison, Wisconsin

duncan associates
The Lakota Group

June 2016

DRAFT

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EXECUTIVE SUMMARY

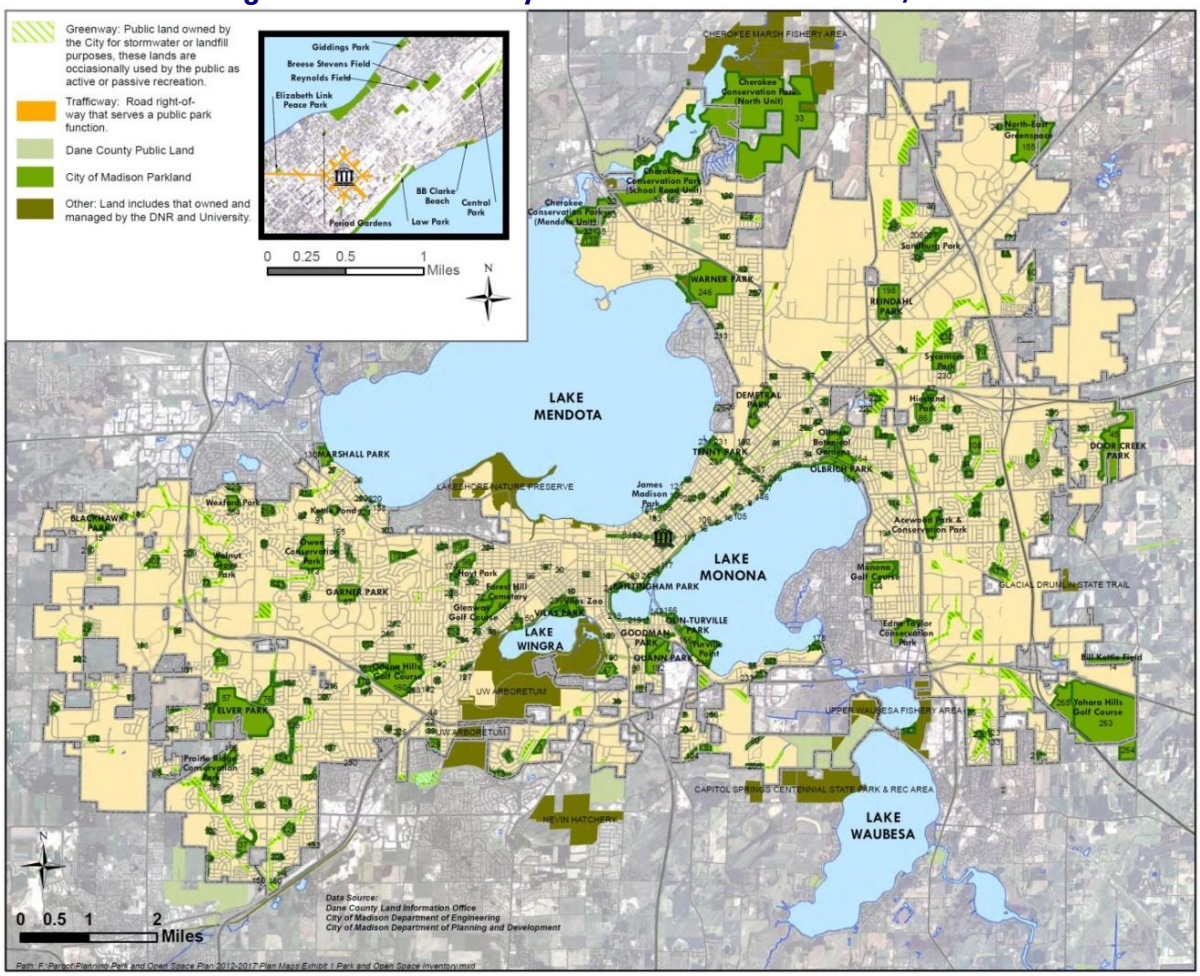
The purpose of this project is to prepare an evaluation of the City's park impact fee/land dedication system, and to prepare a public facility needs assessment study. This document provides both.

The policy evaluation includes a review of the City's existing impact fees and land dedication requirements, park impact fee policies used by other municipalities, the assessment of multiple bedroom and accessory dwelling units, and park development impact fee benefit districts. The needs assessment calculates current proportionate fair-share dedication requirements and fees by housing type to address new residential development's impact on the need for park land dedication and park development.

Background

Madison is the capital of the State of Wisconsin and the second largest city in the state. The layout of the incorporated area and locations of existing parks are illustrated in Figure 1.

Figure 1. Madison City Limits and Park Locations, 2012



Source: City of Madison, *2012-2017 Park and Open Space Plan*, 2012.

The City of Madison's park impact fees/land dedication system is based on a needs assessment study, and consists of development requirements for park land dedication or payment of fees-in-lieu at time of subdivision, and park development impact fees paid at time of building permit issuance. The City's park impact fees and land dedication requirements have been in place since 1992. Current requirements are based on a needs assessment study prepared by City staff in 2002. The fees are adjusted annually for inflation.[1] Current development fees and maximum fees-in-lieu are summarized in Table 1.

Table 1. Current Park Impact Fees

	Single-Family/ Duplex	Multi-Family	Age-Rest./ Lodging House*
Square Feet of Park Land per Unit	1,100	700	350
x Maximum Cost per Sq. Foot	$2.83	$2.83	$2.83
Maximum Fee-in-Lieu per Unit	$3,111	$1,980	$990
Park Development Fee per Unit	$1,081	$695	$348
Total Park Fee per Unit	$4,192	$2,675	$1,338

* age-restricted multi-family per unit, and lodging/rooming house per bedroom
Source: City of Madison, February 22, 2016.

Summary of Recommendations

Benefit Districts. Provide additional flexibility in the expenditure of park development impact fees. The current 11 benefit districts are much smaller than necessary, and make it difficult to accumulate enough revenue is some districts to fund meaningful improvements. The City could consolidate existing districts, create a smaller number of new districts, or allow fees collected in one district to be spent on an improvement in an adjacent district. City staff proposes to divide the city into four benefit districts, with 20% of revenue going into a fifth, city-wide benefit district.

Fees-in-Lieu. The current fees-in-lieu of dedication are based on the value of the property to be subdivided, up to a maximum amount per square foot of land. While the maximum value is based on raw suburban land values, there are often cases where developers present appraisals showing that the value of the land they are subdividing is lower than the maximum value, thus qualifying for a reduced fee-in-lieu. This process has been problematic in the past and leads to delays in resolution of the fee-in-lieu rate to be assessed. It is recommended that the ordinance be changed to base the fees-in-lieu on the city-wide average cost of land acquisition, without reference to the value of the development applicant's land.

Annual Inflation Adjustments. The park development fees are adjusted annually based on the *Engineering News-Record* Construction Cost Index. The fees-in-lieu are increased by 5% annually to account for inflation. This update recommends basing the adjustment for fees-in-lieu on the city-wide annual average change in land values on the City's certified tax roll.

Age-Restricted/Lodging Units. This update recommends basing the park land dedication requirements and park development fees for age-restricted multi-family units and lodging houses

[1] Fees-in-lieu are adjusted by 5% annually, and development fees by the annual change in the *Engineering News-Record* Construction Cost Index.

(dormitories, fraternities, etc.) on data, rather than assuming one-half of the multi-family rate. Available data indicate that the requirements and fees should be about 78% of the multi-family rate for age-restricted units and about 56% for a lodging unit (or bedroom).

Large Multi-Family Units. A recent development in Madison is the construction of new multi-family units with four or more bedrooms, which are being used primarily to provide student housing. Available data indicate that these types of units tend to have almost twice as many residents as an average multi-family unit, and this study calculates potential requirements for such units based on that data.

Summary of Results

Dedication Requirements

The City's current parkland dedication requirements based on the 2002 study are compared to the updated requirements in Table 2. The updated level of service (ratio of park land to population) is about 5% higher than the one used in the 2002 study. The 2002 study retained the previous dedication requirements per unit, which essentially meant that single-family residents were charged for a level of service (423 sq. ft. per person) that was about 15% higher than what multi-family residents were charged for (368 sq. ft. per person). This update uses the same level of service standard for all housing types. This results in the updated square feet per person increasing more for multi-family (20%) than for single-family (4%).

Table 2. Comparison of 2002 to Updated Dedication Requirements

Housing Type	Unit	2002	Updated	Percent Change
Park Land Level of Service (Acres per 1,000 Pop.)		9.61	10.13	5%
Park Land Level of Service (Sq. Feet per Person)		419	441	5%
Square Feet per Person				
Single-Family Detached/Duplex	Dwelling	423	441	4%
Multi-Family	Dwelling	368	441	20%
Multi-Family, 4 or More Bedrooms	Dwelling	368	441	20%
Multi-Family, Age Restricted	Dwelling	368	441	20%
Lodging House	Bedroom	368	441	20%
Persons per Unit				
Single-Family Detached/Duplex	Dwelling	2.60	2.45	-6%
Multi-Family	Dwelling	1.90	1.67	-12%
Multi-Family, 4 or More Bedrooms	Dwelling	1.90	3.23	70%
Multi-Family, Age Restricted	Dwelling	0.95	1.30	37%
Lodging House	Bedroom	0.95	0.93	-2%
Square Feet per Unit				
Single-Family Detached/Duplex	Dwelling	1,100	1,081	-2%
Multi-Family	Dwelling	700	734	5%
Multi-Family, 4 or More Bedrooms	Dwelling	700	1,424	103%
Multi-Family, Age Restricted	Dwelling	350	573	64%
Lodging House	Bedroom	350	410	17%

Source: 2002 data from City of Madison Parks Division, *Needs Assessment for Park Dedication and Development Impact Fees*, August 6, 2002; updated data from Table 17.

The other major change was updating the persons per unit. The average number of persons per unit by housing type has been updated from the 2002 study based on current data. The updated person per unit are lower than they were in 2002 for the three major categories (single-family, multi-family and lodging), but are higher for a new category of multi-family units with four or more bedrooms (mainly student housing), and for age-restricted multi-family units.

The net result is that the updated dedication requirements (sq. ft. per unit) are similar to current requirements for single-family and multi-family units. The updated dedication requirements are somewhat higher for lodging houses, and substantially higher for student-oriented and age-restricted multi-family units.

Fees-in-Lieu and Development Fees

The updated park fees-in-lieu of dedication and park development fees are compared with current fees in Table 3. The figures shown for current fees-in-lieu are actually maximum fees-in-lieu (fees may be lower based on the value of the subject property), while the updated fee-in-lieu would be charged in all cases, regardless of the development's property value.

There are three major factors responsible for the increases in the fees-in-lieu. The first is the increase in the dedication requirements, which reflect the updated level of service and the application of the level of service equally to all housing types, as described above. The second is the 15% increase in average land costs over the current maximum value. The third is the change in persons per unit by housing type (particularly for large and age-restricted multi-family units).

The change in development fees reflects the updated level of service (replacement cost of existing improvements per person), as well as the change in persons per unit by housing type. The biggest increases in percentage terms are for large multi-family units and age-restricted multi-family units. The updated fees for these two categories are based on current available data, rather than being assessed at half the multi-family rate.

The total park fee, including both fee-in-lieu of dedication and park development fee, is 20% higher than the current fee for single-family, and higher by larger percentages for other housing types.

Table 3. Comparison of Current to Updated Park Fees

	Fees-in-Lieu			Development Fees			Total Park Fees		
Housing Type	Current	Updated	Change	Current	Updated	Change	Current	Updated	Change
Single-Family Det./Duplex	$3,111	$3,502	13%	$1,081	$1,520	41%	$4,192	$5,022	20%
Multi-Family	$1,980	$2,378	20%	$695	$1,032	48%	$2,675	$3,410	27%
Multi-Family, 4+ Bedrooms	$1,980	$4,614	133%	$695	$2,003	188%	$2,675	$6,617	147%
Multi-Family, Age Restricted	$990	$1,857	88%	$348	$806	132%	$1,338	$2,663	99%
Lodging House (per bedroom)	$990	$1,328	34%	$348	$577	66%	$1,338	$1,905	42%

Source: Fees-in-lieu from Table 19; development fees from Table 26.

LEGAL FRAMEWORK

Impact fees are a way for local governments to require new developments to pay a proportionate share of the infrastructure costs they impose on the community. In contrast to traditional "negotiated" developer exactions, impact fees are charges that are assessed on new development using a standard formula based on objective characteristics, such as the number and type of dwelling units constructed. The fees are one-time, up-front charges, with the payment usually made at the time of building permit issuance. Essentially, impact fees require that each new development project pay its pro-rata share of the cost of new capital facilities required to serve that development.

Because impact fees were pioneered before the existence of specific state enabling legislation, they were originally based on local government's broad "police power" to regulate land development in order to protect the health, safety and welfare of the community. The courts have developed guidelines for constitutionally-valid impact fees, based on "rational nexus" standards. These standards essentially require that the fees must be proportional to the need for additional infrastructure created by the new development, and must be spent in such a way as to provide that same type of infrastructure to benefit new development.

Wisconsin Statutes

Impact fees in Wisconsin are governed by the State's impact fee statute (Section 66.0617), which was adopted in 1993. Act 477, which became effective in 2006, modified the list of eligible park facilities. Previously, the statute had authorized impact fees for "parks, playgrounds and other recreational facilities;" now, it authorizes fees for "parks, playgrounds and land for athletic fields." It does not appear that this change had a substantive effect on the authority to assess fees for park land, but it may exclude the use of fees for some recreational facilities located outside of parks.

The standards governing municipal impact fees embodied in the statute include provisions relating to rational relationship, proportionate share, service areas, level of service, existing deficiencies, developer and revenue credits, and refunds. According to State law, an impact fee:

- must bear a "rational relationship" to need;
- "may not exceed the proportionate share" of costs attributable to growth;
- must be based on a "needs assessment;"
- must identify service areas and service standards;
- must provide a list of needed improvements and "reasonable estimates" of costs;
- may include land, legal, engineering, design and construction costs;
- may not include legal/engineering/design costs in excess of 10% of capital costs, unless the city can demonstrate those costs exceed 10%;
- must identify and exclude the cost of any existing deficiencies;
- must be reduced to compensate for other fees or costs, including land dedication or fees in-lieu of dedication;
- must reduce fees to account for Federal/State funding;
- may assess differential fees by zone based on justified differences in needs or costs;
- may provide exemptions or reductions for "low-cost housing;"

- is payable in full on issuance of a building permit;
- must be placed in a separate interest-bearing account;
- must be used within a "reasonable period of time" or refunded to the current property owner;
- must provide an appeals procedure for administrative decisions; and
- must estimate the cumulative effect of all impact fees on the availability of affordable housing.

The final requirement is unique to Wisconsin's statute. The effect of impact fees on housing costs, much less on housing affordability, is a complex issue. For example, some of the cost to the developer may be absorbed by land owners, who may have to lower the price of their land to attract a buyer. There is a dense literature on the subject of who (landowner, developer, builder or buyer) ultimately bears the cost of impact fees, with no uniformly applicable conclusions other than it depends on many locally-variable factors. Consequently, it is not really feasible to develop a precise estimate of the effect of Madison's fees on affordable housing. The generalized type of discussion provided in recent City needs assessments is the most reasonable approach to take with respect to this requirement.

Impact Fee Principles

One of the most fundamental principles of impact fees, rooted in both case law and norms of equity, is that impact fees should not charge new development for a higher level of service than is provided to existing development. While impact fees can be based on a higher level of service than the one existing at the time of the adoption of the fees, two things are required if this is done. First, another source of funding other than impact fees must be identified and committed to fund the capacity deficiency created by the higher level of service. Second, sound impact fee practice also requires that the impact fees should be reduced to ensure that new development does not pay twice for the same level of service, once through impact fees and again through general taxes that are used to remedy the capacity deficiency for existing development, by providing a credit for the portion of the cost of deficiencies that will be paid by new development. In order to avoid these complications, the best practice is to base the impact fees on the actual existing level of service, rather than on a higher desired level of service.

A corollary principle is that new development should not have to pay more than its proportionate share when multiple sources of payment are considered. As noted above, if impact fees are based on a higher-than-existing level of service, the fees should be reduced by a credit that accounts for the contribution of new development toward remedying the existing deficiencies. This study is based on a levels of service for park land and park development that equal to or lower than the existing levels of service. Consequently, no deficiency credits are warranted.

A similar situation arises when the existing level of service has not been fully paid for. Outstanding debt on existing facilities that are counted in the existing level of service will be retired, in part, by revenues generated from new development. Given that new development will pay impact fees to provide the existing level of service for itself, the fact that new development may also be paying for the facilities that provide that level of service for existing development could amount to paying for more than its proportionate share. Consequently, impact fees should be reduced to account for future payments that will retire outstanding debt on existing facilities. This study provides a credit for outstanding park debt

.

Credit should also be provided for outstanding grants for capacity improvements that can reasonably be anticipated in the future. The Wisconsin statute specifically requires that impact fees shall "be reduced to compensate for moneys received from the federal or state government specifically to provide or pay for the public facilities for which the impact fees are imposed." This study provides credits for anticipated grant funding.

Finally, credit needs to be provided for other types of developer contributions toward the same improvements for which the impact fees are being charged. The State enabling act states that impact fees shall "be reduced to compensate for other capital costs imposed by the municipality with respect to land development to provide or pay for public facilities, including special assessments, special charges, land dedications or fees-in-lieu of land dedications…or any other items of value." Unlike revenue credits for outstanding debt and grants discussed above, which are factored into the fee schedules, credits for developer contributions are addressed on a case-by-case basis. The City's current ordinances contain such provisions. Fees-in-lieu of park land dedication are only required in cases where new development does not dedicate the required amount of park land. In addition, developers who construct public park facilities are eligible for credits against their park development fees.

EVALUATION

This section of the report first summarizes the City's current system of park land dedication requirements, fees-in-lieu of dedication, and park development fees. Then it addresses two specific topics: service areas/benefit districts and land use categories.

Current System

The City of Madison's park impact fees and land dedication system includes a needs assessment study, development requirements for park land dedication or payment of fees-in-lieu, and park development impact fees that must be paid at time of building permit. The City's park impact fees and land dedication requirements have been in place since 1992. The current park development fees and fees-in-lieu of park land dedication are summarized in Table 1 in the Executive Summary.

Needs Assessment Study

The City's current park land dedication requirements and park impact fees are based on a needs assessment prepared by the Parks Division in 2002.[2] The study compared the desired level of service (acres of park land per 1,000 population) to the existing actual level of service provided to existing development. The study determined that the levels of service implied by existing dedication requirements varied between single-family and multi-family housing (9.71 acres/1,000 for single-family and 8.46 acres/1,000 for multi-family), but recommended that the existing requirements be retained because they were on average lower than the current overall existing level of service (9.61 acres/1,000). The study calculated an average cost per acre for park development based on an inventory of improvements in existing parks and the current unit costs for each type of improvement. The study recommended continuing to allow fees-in-lieu to be spent anywhere in the city, but proposed 11 expenditure districts for the park development impact fees.

Park Land Dedication Requirements

Madison's City Code establishes park land dedication requirements and fees-in-lieu of dedication in Chapter 20: General Planning (Sec. 16.23(8)(f)). Park land dedication or payment of fees-in-lieu is required prior to recording of a final subdivision plat, or prior to building permit issuance.

The dedication requirements, which as noted above pre-date the 2002 needs assessment study, are 1,100 square feet per single-family or duplex unit, 700 square feet per multi-family unit, and 350 square feet per age-restricted multi-family unit or rooming house unit.

[2] City of Madison Parks Division, *Needs Assessment for Park Dedication and Development Impact Fees*, August 6, 2002.

Fees-in-lieu are based on the market value of unimproved land in the development, with a cap on the land value of $1.50 per square foot in 2002, as adjusted over time by a 5% annual increase. Credits may be provided for private recreational land that is open to the public and meets other standards as provided in Sec. 16.23(8)(f). The requirements to pay fees-in-lieu of dedication are also referenced in Chapter 20: Impact Fee Ordinance, where they are referred to as "parkland impact fees" (see Sec. 20.08(6)).

Park Development Impact Fees

Park development impact fees are established in Sec. 20.08(2) of the Impact Fee Ordinance. Separate fees are established for single-family/duplex, multi-family, and age-restricted/rooming house units. The fees set forth in the ordinance are those that were effective as of 2002, and they are adjusted annually on January 1 based on the change in the *Engineering News-Record* Construction Cost Index. The payment of impact fees is required prior to issuance of the building permit. The development fees are restricted to be spent on park improvements in the same expenditure district in which they were collected. Other provisions in the Impact Fee Ordinance address refunds, developer credits and appeals.

Service Areas/Benefit Districts

Impact fee systems employ three different types of geographic areas. They may go by different names, but the general terms are: "service area," "assessment zone," and "benefit district." This typology is useful in understanding the requirements of State law and Madison's current system.

> A "service area" is a geographic area within which a defined set of capital facilities supports a measurable level of service. Impact fees are calculated at the service area level. A service area may be jurisdiction-wide, or the jurisdiction may be broken up into multiple service areas. If there are multiple service areas, the inventory of existing facilities and existing development, and the projections of growth and capital needs, must be prepared for each service area.
>
> An "assessment zone" is a geographic area within which a uniform impact fee schedule is applied. In most cases, the assessment zone is the same as the service area. However, in some cases a service area may be divided into multiple assessment zones. For example, the park net cost per person may be calculated jurisdiction-wide, while the park fee schedules may vary between assessment zones based on geographic differences in persons per dwelling unit.[3]
>
> A "benefit district" is a geographic area within which impact fees collected are earmarked to be spent. In general, the idea of a benefit district is that while the service area may be reasonable to use for determining levels of service and growth-related costs, the expenditure of fees should be more restricted, in order to ensure greater benefit to the fee-paying development by requiring a closer proximity of the improvement to the fee-payer. In some cases, the fees collected in a benefit district may be spent in an adjoining district based on findings showing the substantial benefit to development in the district.

State Law on Service Areas

The Wisconsin act uses the terms "service area," which it defines as "a geographic area delineated by a municipality within which there are public facilities." The act further specifies that the required public facility needs assessment must identify improvements necessitated by new development "based on explicitly identified <u>service areas</u> and service standards." The act is using the term "service area" consistent with the typology described above, as the geographic scale at which levels of service, capital needs and costs are identified.

The act also provides that municipalities may delineate "geographically defined zones within the municipality and may impose impact fees on land development in a zone that differ from impact fees imposed on land development in other zones." By avoiding use of the defined term "service area," the statute appears to contemplate the division of service areas into what the impact fee profession refers to as "assessment zones."

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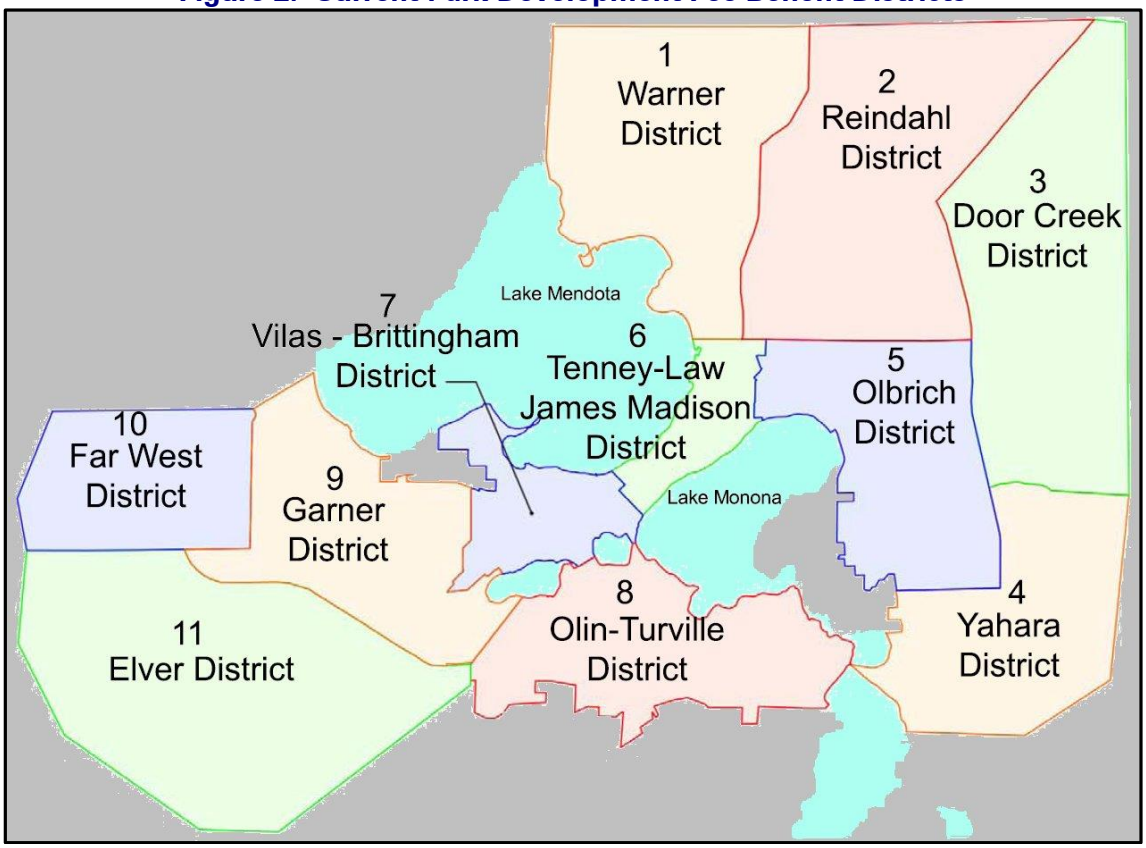
[3] An example of the use of the assessment zone concept can be found in a study we prepared for Citrus County, Florida's transportation impact fee. The net cost per vehicle-mile of travel (VMT) was calculated at the county-wide level. The county-wide service area was divided into urban and rural "assessment zones." The fees varied by assessment zone based on differences in VMT generation per unit. See Duncan Associates, *Citrus County Impact Fee Update*, June 2014 (http://www.citrusbocc.com/plandev/landdev/impact_fees/studies/duncan_june_2014.pdf).

The State act is silent on the benefit district concept, with no mention of the term, or even the word "benefit." However, the concept of benefit is integral to the concepts of "rational relationship" and "proportionate share" – terms that are used, although not defined, in the act. As discussed in the "Legal Framework" chapter, the dominant national case law standard for impact fees is the dual rational nexus test. The dual prongs of that test are "need" and "benefit" – the need for the improvements is due to growth, and the improvements funded provide benefit for (or capacity to accommodate) new development. An integral part of the dual rational nexus test is the requirement that the fees be proportional to the impact of the new development on the need for the improvements. Consequently, subdividing a service area into multiple benefit districts would appear to be compatible with Wisconsin law, even if not explicitly contemplated by the enabling act.

Current Benefit Districts

Using the typology described above, Madison's current park impact fee/land dedication system uses a city-wide service area for both park development impact fees and park land dedication/fees-in-lieu, but divides the city into 11 benefit districts for the purposes of the park development impact fees (fees-in-lieu of land dedication have a city-wide benefit district). A single fee schedule applies throughout the city, but park development fees collected in the 11 park development fee benefit districts must be spent in the district in which they were collected (see Figure 2).

Figure 2. Current Park Development Fee Benefit Districts



Source: City of Madison Parks Division, April 13, 2016.

Park development impact fee revenue provides an indication of the amount of residential development occurring in each benefit district (fees-in-lieu have a city-wide benefit district). Over the last five years, the central area (Districts 6 and 7) generated the most park development fee revenue, followed by the far southwest district (11). Five districts to the east (1, 2 ,4 and 5) and south (8) have been generating less than $20,000 annually – too little to fund significant improvements. Park development fees and fees-in-lieu of dedication received by the City over the last five years are summarized in Table 4.

Table 4. Park Fee Revenues by Benefit District, 2010-2014

Benefit District	2010	2011	2012	2013	2014	Total
1 - Warner	$1,225	$6,818	$2,935	$0	$1,031	$12,009
2 - Reindahl	$4,740	$16,301	$7,689	$23,234	$1,620	$53,584
3 - Door Creek	$5,557	$19,148	$8,316	$130,801	$138,043	$301,865
4 - Yahara Hills	$922	$7,216	$7,827	$19,075	$29,907	$64,947
5 - Olbrich	$0	$7,673	$2,935	$0	$3,315	$13,923
6 - Tenney - Law	$29,698	$56	$96,539	$298,175	$88,504	$512,972
7 - Vilas-Brittingham	$72,476	$108,031	$221,744	$662,109	$172,993	$1,237,353
8 - Olin-Turville	$7,110	$614	-$2,709	$43,241	$4,199	$52,455
9 - Garner	$84,602	$0	$110,690	$12,252	$39,151	$246,695
10 - Far West	$32,216	$7,639	$29,350	$27,107	$21,657	$117,969
11 - Elver	$79,595	$44,218	$73,235	$155,757	$312,014	$664,819
Total, Dev't Fees	$318,141	$217,714	$558,551	$1,371,751	$812,434	$3,278,591
Total, Fees-in-Lieu	$611,423	$475,184	$1,280,182	$3,521,143	$1,682,318	$7,570,250
Grand Total	$929,564	$692,898	$1,838,733	$4,892,894	$2,494,752	$10,848,841

Source: City of Madison Parks Division, December 15, 2015.

Evaluation

The concept of a benefit district is that requiring fees collected in an area to be spent in the same area strengthens the ability to show that the improvements funded with the fees provide benefit to the fee-paying development. However, benefit districts are not the only way to demonstrate that the fee-paying new development receives a benefit from the expenditure of park impact fees. A park development plan and the programming of capital funds to ensure that all areas of the city have access to park facilities can be an alternative approach to ensuring benefit. The importance of benefit districts depends in part on the types of facilities that the jurisdiction provides. A summary of the City of Madison's existing park land, excluding open space and conservation parks, is provided in Table 5. Mini and neighborhood parks account for about 36% of active park land, with most of the remaining acreage in community parks. The City's two sports complexes, special facilities such as a spray park, and pedestrian trafficways account for the remainder.

Table 5. Existing Active Park Acres

Type of Park Facility	Acres	Percent
Mini Park	194.51	7.0%
Neighborhood Park	796.18	28.6%
Community Park	1,760.04	63.2%
Sports Complex	27.89	1.0%
Special*	3.13	0.1%
Trafficway	4.48	0.2%
Total	2,786.23	100.0%

* excluding golf courses, cemeteries, Botanical Gardens

Source: City of Madison Parks Division, September 15, 2015.

According to National Park and Recreation Association guidelines, mini parks have a service area radius of about a quarter of a mile, neighborhood parks have a service area radius of about half a mile, and community parks have a service area radius of about two miles. The City's *2012-2017 Park and Open Space Plan* (POSP) states that new mini parks will generally be provided only where necessary to fill gaps in coverage from larger neighborhood parks. Analysis conducted for the POSP indicates that 88% of residential neighborhoods are within service areas of mini and neighborhood parks, and 95% of residential neighborhoods are within service areas of City community parks.

One way to evaluate the reasonableness of the City's current benefit district structure is to compare it to other jurisdictions. Table 6 below shows population per benefit district and square miles per district for Madison and eight other mid-size U.S. cities that assess park impact fees. Madison has the most benefit districts, the smallest population per district, and the smallest average geographic size per district of the nine cities. As a point of reference, a community park radius of 2 miles equates to a service area of about 13 square miles. Madison's current benefit districts average 7 square miles, or about one-half the service area of a community park. The other cities all have an average benefit district that is at least the size of a community park service area, and more than half have benefit districts that average the size of at least three community park service areas (39 acres).

Table 6. Park Benefit Districts, Selected Cities

City	No. of Districts	2010 Population	Land Area (Sq. Mi.)	Population/ District	Sq. Miles/ District
Santa Fe, NM	1	67,947	37	67,947	37
Sandy City, UT	1	87,461	22	87,461	22
Fort Lauderdale, FL	1	165,521	35	165,521	35
Madison, WI	**11**	**233,209**	**77**	**21,201**	**7**
Chandler, AZ	3	236,326	58	78,775	19
Lincoln, NE	7	258,379	90	36,911	13
Raleigh, NC	1	403,892	143	403,892	143
Atlanta, GA	2	419,981	132	209,991	66
Albuquerque, NM	4	545,695	188	136,424	47
Average	3	268,712	87	134,236	43

Source: Number of park benefit districts from Duncan Associates survey, August 17, 2015; 2010 total population from U.S. Census Bureau; land area from www.wikipedia.org.

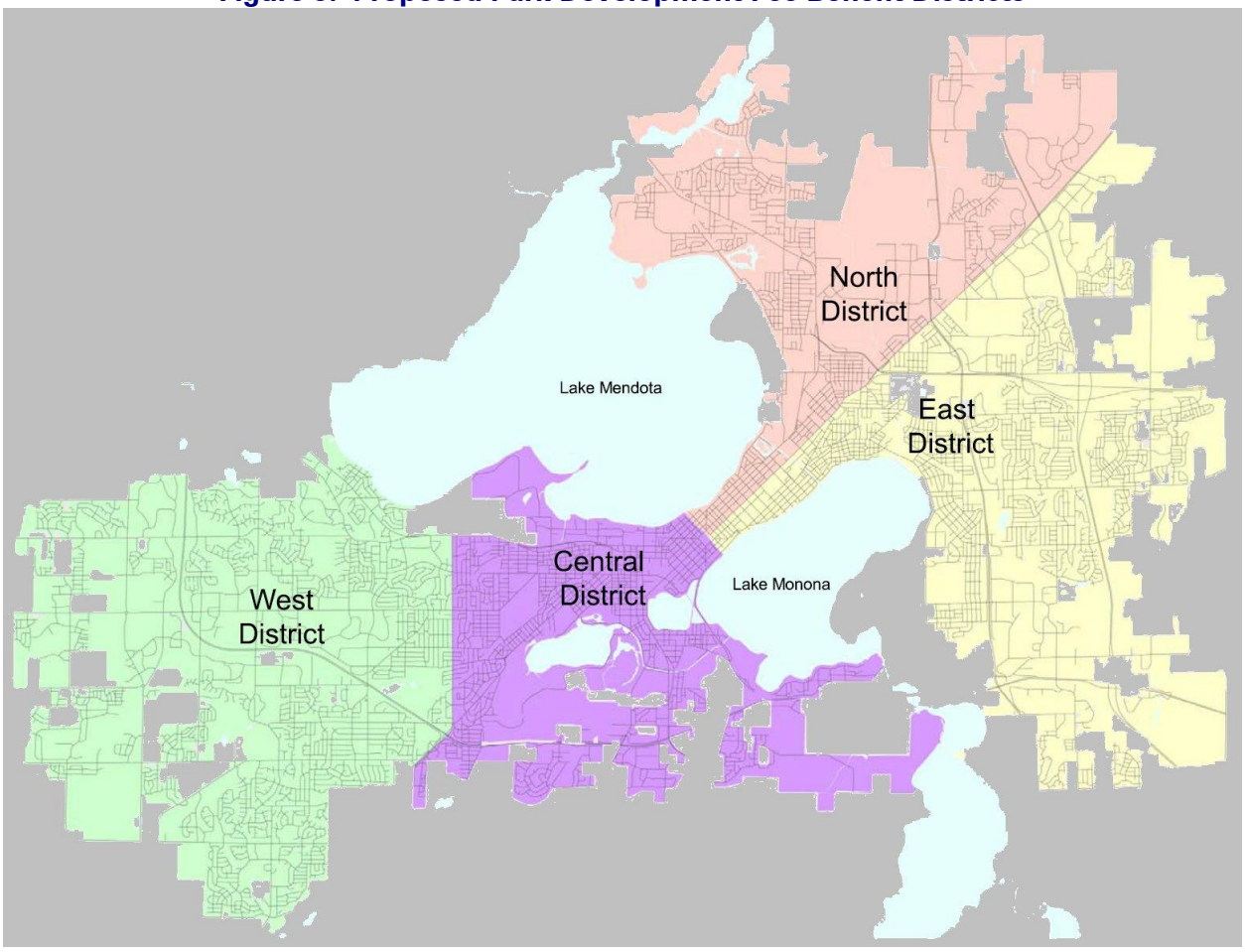
The design of park benefit district boundaries must balance proximity to the fee-paying development with the need for flexibility to accumulate sufficient funds to make priority improvements, keeping in mind that other methods can be also be used to ensure benefit, as noted above. Using the service area radius of a mini or neighborhood park (maximum of less than one square mile) would clearly be too small, especially given that two-thirds of the City's active park acreage is in facilities with much larger service areas. Using the service area of a community park (13 square miles) would be more reasonable, and this would indicate the need for about six benefit districts, about half the number that Madison has currently. Doubling that standard, with park benefit districts averaging the service area size of two community parks, would indicate the need for three benefit districts, and tripling it, consistent with the average benefit district size of the nine cities surveyed, would indicate the need for only two benefit districts. Finally, the City could reasonably have a city-wide benefit district, which would be only slightly larger than the average of the nine cities surveyed, and rely on programming to steer the fee-funded improvements to growing, park-poor areas – something that it already seems to be doing fairly well, given that 95% of residential neighborhoods are within service areas of existing community parks.

Recommendations

The City should amend its ordinance as part of this update to provide additional flexibility in the expenditure of development fees. The current 11 benefit districts are much smaller than necessary, and make it difficult to accumulate enough revenue in some districts to fund meaningful improvements. The City could consolidate existing districts, create a smaller number of new districts, allow fees collected in one district to be spent on an improvement in an adjacent district, or have a single city-wide benefit district (as it currently does for fees-in-lieu) and use the programming of expenditures to ensure benefit to developments paying the fee.

City staff proposes replacing the current 11 park development fee benefit districts with four districts, as shown in Figure 3. In addition, 20% of the park development fees collected in each of the four districts would be placed in a fifth, city-wide benefit district account. These changes would allow sufficient funds to be accumulated to make major improvements, and provide needed flexibility in matching expenditure needs with available revenue.

Figure 3. Proposed Park Development Fee Benefit Districts



Land Use Categories

The definitions of the land use categories to be included in the fee schedules have important implications for the amounts of the fees assessed on different land uses and the ease or difficulty of impact fee administration.

The 2002 needs assessment study calculated park land dedication requirements and park development impact fees for two types of residential development – single-family/duplex and multi-family. However, the park land dedication requirements and the park development impact fee ordinance apply to three residential categories – single-family/duplex, multi-family, and rooming house/age-restricted multi-family unit. The dedication requirement and fees for a lodging unit (bedroom) and an age-restricted multi-family unit are one-half the rate for a multi-family unit.

Group Quarters

The application of the park impact fees and dedication requirements to rooming houses introduces a degree of uncertainty related to whether the requirements also apply or should apply to other types of transient or even institutional living arrangements.

Transient group quarters. Rooming houses (called lodging houses in the zoning code) are defined as a "house where more than five (5) paying guests are provided with meals and lodging, on a monthly or longer-term basis." Applying these requirements to a somewhat transient living arrangement begs the question as to whether they should also apply to other transient housing types, which may also provide lodging for as long as a month, such as hotels, hostels and tourist rooming houses. There are a number of jurisdictions in the country that assess at least some portion of park impact fees on transient, seasonal, and tourist-oriented lodging facilities such as hotels, motels, bed and breakfast inns, and hostels. This is most commonly done for regional facilities that attract many tourists.

Longer-term group quarters. Other types of group quarters living arrangements where residents do not occupy separate dwelling units may also generate demand for public park facilities. These include community living arrangements, convents, dependency living arrangements, dormitories, fraternities and sororities, and housing cooperatives.

Institutional group quarters. Institutional living arrangements are another potential category. Hospitals are generally not assessed park impact fees, because of the limited term of occupancy, but other types of medical institutions, including nursing homes, assisted living facilities, congregate care facilities, mental institutions or psychiatric hospitals, could generate some demand for public park facilities.

Dwelling Units

The ordinance is clear that dwelling units should be assessed, although it is not always clear how some types of dwelling units should be treated. A consideration in evaluating these categories is the need to quantify the demand from existing residential units. This can best be done by preparing an inventory of the number of existing units in each category, as well as a determination of the average number of residents in each dwelling unit by category.

The residential categories that are available from the Census Bureau are single-family detached, single-family attached (townhouse), duplex, other multi-family, and mobile home. Persons per dwelling unit for the various housing types are summarized in Table 7 below.

Table 7. Census Housing Categories

Housing Type	Persons/ Unit
Single-Family Detached	2.45
Single-Family Attached	2.00
Duplex	2.48
Other Multi-Family	1.62
Mobile Home	2.55
Total	2.04

Source: See Table 8.

Single-family/duplex. The current single-family/duplex category applies to single-family detached units, duplexes, and twin homes (side-by-side attached units on separate lots). The Census Bureau does not have a twin-home category – this housing type may be classified as duplex or single-family attached. Single-family detached and duplex units in Madison do appear to have similar occupancy characteristics, although the sample size for duplexes is relatively small. Consequently, combining these two Census categories into a single assessment category would appear to be reasonable.

Multi-family. The multi-family category includes rental apartments, single-family attached units (townhouses), and residential condominiums.

Accessory dwelling units. The zoning code allows accessory dwelling units to be created, whether within an existing single-family home or as a separate structure on the same lot. No data are available on occupancies for accessory dwelling units. It would be reasonable to use the multi-family rate for this category.

Mobile home parks. Mobile home parks and manufactured home developments are currently treated the same as single-family detached homes. This is appropriate for a mobile home located on a residential lot, but may be administratively cumbersome for mobile home parks, where mobile homes may come and go frequently. However, due to higher land costs, the City is not likely to see any new mobile home parks being developed in the future, although some existing parks outside the current city limits may be annexed. According to the Census Bureau, mobile homes account for only about 0.7% of Madison's housing units. A reasonable approach would be to exempt the placement of a mobile home in an existing mobile home park space. Mobile homes placed on a single-family lot should continue to be assessed at the single-family rate.

Age-restricted housing. The current ordinance assesses multi-family units that are deed restricted to occupancy by persons 55 years of age or older for at least 30 years at one-half the multi-family rate. The assumption appears to be that age-restricted units either have fewer persons per unit or otherwise have less impact on the need for parks than unrestricted units. Such a differential should be based on some data showing less impact on the need for parks. The American Community Survey data from the Census Bureau could be used for this purpose – those data contain information on the presence of residents 60 years and older, which could be a proxy for age-restricted units.

Large multi-family units. The City has been experiencing significant growth in the number of new multi-family units with four or more bedrooms, primarily geared toward college student housing. Census data from the American Community Survey are available on occupancies for multi-family units by number of bedrooms. These data could be used to support a higher fee for large multi-family units.

Lodging houses. Requirements for lodging or rooming houses, such as dormitories, are currently based on one-half the multi-family rate. These requirements should be based on some data related to the need for parks. The American Community Survey data from the Census Bureau could be used for this purpose, with the requirement per lodging unit (bedroom) based on the average number of persons per bedroom for multi-family units.

Recommendations

- The City's current land use categories – single-family detached/duplex, multi-family, lodging house and age-restricted multi-family – appear to be reasonable. The lodging house category should continue to apply to rooming and boarding houses, dormitories, and fraternity/sorority houses. It should also continue to exclude transient and institutional group quarters.

- Requirements for age-restricted multi-family units and lodging units should be based on available data on persons per bedroom for large multi-family units.

- A recent local development trend is the construction of multi-family units with four or more bedrooms, which tend to be used for student housing and function much like dormitories. A potential fee for such units is calculated in the needs assessment.

- Accessory units should be treated the same as multi-family units.

NEEDS ASSESSMENT STUDY

This portion of the report calculates updated park land dedication requirements, fees-in-lieu of park land dedication, and park development impact fees. First, however, it is necessary to address the topic of service units.

Service Units

Analyzing the impact of new development on the need for park facilities requires the definition of a common unit of demand, referred to as a "service unit." This needs assessment study uses residents as the service unit for the park impact fees and dedication requirements. The need for, usage of and benefit from public parks and recreational facilities are primarily attributable to residential development. Residents include those living in households (i.e., occupants of dwelling units such as single-family units, apartments, etc.), and those living in group quarters (such as college dormitories, rooming and boarding houses, group homes, orphanages, monasteries and convents). Excluded from the residential population for the purposes of this analysis are institutionalized persons residing in group quarters, such as adult correctional facilities, juvenile detention facilities, skilled nursing facilities, psychiatric hospitals, and residential schools for people with disabilities. The park service unit is a person residing in a dwelling unit or in non-institutionalized group quarters.

Person per Unit Multipliers

The multipliers used in calculating the fees by housing type are "persons per unit," rather than "average household size." Persons per unit is the ratio of household population to the total number of dwelling units, while average household size is the ratio of household population to the number of occupied units. Persons per unit takes into account that not all units are occupied at any point in time. Persons per unit and average household size by housing type for Madison are presented in Table 8.

Table 8. Persons per Unit by Housing Type

		Weighted Estimates				
Housing Type	Sample Units	Total Units	Occup. Units	Household Residents	Avg. HH Size	Persons/ Unit
Single-Family Detached	890	45,743	44,643	111,929	2.51	2.45
Single-Family Attached	117	6,791	6,438	13,581	2.11	2.00
Duplex	61	3,875	3,713	9,625	2.59	2.48
Multi-Family	697	47,636	43,846	77,043	1.76	1.62
Mobile Home	19	1,093	1,093	2,789	2.55	2.55
Total	1,784	105,138	99,733	214,967	2.16	2.04
SF Det./Duplex/Mobile Home	970	50,711	49,449	124,343	2.51	2.45
Multi-Family/SF Attached	814	54,427	50,284	90,624	1.80	1.67
Total	1,784	105,138	99,733	214,967	2.16	2.04
2010 100% Count	n/a	108,843	102,516	222,469	2.17	2.04

Source: U.S. Census Bureau, American Community Survey, 2009-2011 3% sample microdata file for Madison; 2010 100% count data for Madison from U.S. Census Bureau, 2010 Census.

Lower requirements apply to age-restricted multi-family units. The City's current park land dedication requirements and development fees assess such uses at half the multi-family rate. While the Census does not specifically identify age-restricted units, multi-family units with at least one resident 60 years old or older can be used as a reasonable proxy. Multi-family units with elderly residents tend to have 1.30 persons per unit, as shown in Table 9.

Table 9. Persons per Multi-Family Unit by Presence of Elderly

Presence of 60+ Year Olds	Sample Units	Weighted Estimates: Occup. Units	Weighted Estimates: Household Residents	Avg. HH Size	Persons/ Unit
One or More	150	7,715	10,858	1.41	1.30
None	636	42,569	79,766	1.87	1.73
All Multi-Family Units	786	50,284	90,624	1.80	1.67

Source: U.S. Census Bureau, American Community Survey, 2009-2011 3% sample microdata file for Madison; persons per unit for all multi-family units from Table 8; persons per unit by presence of elderly based on ratio of persons per unit to average household size for all multi-family units.

The City has been experiencing significant growth in the number of new multi-family units with four or more bedrooms, primarily geared toward college student housing. Census data from the American Community Survey are available on occupancies for multi-family units by number of bedrooms, although the sample size for units with four or more bedrooms in Madison is too small to be useful (only 22 such units were included in the latest survey). However, the 3% sample for the state of Wisconsin includes a large enough sample for statistically-reliable results. The results from the state-wide data are adjusted for the higher persons per unit for all multi-family units in Madison to estimate persons per unit for Madison. As shown in Table 10, a multi-family unit in Madison with four or more bedrooms will tend to have 3.34 residents on average.

Table 10. Persons per Unit for Large Multi-Family Units

Number of Bedrooms	Wisconsin Sample Units	Weighted Data -WI: Total Units	Weighted Data -WI: Household Residents	Wisconsin Persons/ Unit	Madison Persons/ Unit
Three or Fewer	9,879	552,343	852,794	1.54	1.62
Four or More	354	16,324	52,082	3.19	3.34
All Multi-Family Units	10,233	568,667	904,876	1.59	1.67

Source: U.S. Census Bureau, American Community Survey, 2009-2011 3% sample microdata file for Wisconsin; Madison persons per unit for all multi-family units from Table 8; Madison persons per unit by number of bedrooms based on ratio of Madison to Wisconsin persons per unit for all multi-family units.

The City's park fees and dedication requirements also apply to rooming or lodging houses, based on the number of "lodging units," or sleeping rooms. While the Census does not provide persons per bedroom for group quarters living arrangements, multi-family units can be used as a reasonable proxy. The data indicate that lodging houses are likely to have a little under one person per bedroom (or lodging unit), as shown in Table 11.

Table 11. Persons per Lodging Unit

Total Multi-FamilyHousehold Residents	90,624
÷ Total Multi-Family Bedrooms	97,783
Persons per Multi-Family Bedroom	0.93

Source: U.S. Census Bureau, American Community Survey, 2009-2011 3% sample microdata file for Madison.

Recommended persons per unit multipliers by housing type are summarized in Table 12. The persons per unit figure for multi-family units that are not large units and are not age-restricted is based on data for all multi-family units, because the number of large and age-restricted multi-family units in Madison is unknown and likely to be small, having little effect on the average. The updated number of persons per unit is lower than what was used in the 2002 study for single-family and multi-family units and lodging houses, and higher for age-restricted multi-family units, as well as large multi-family units.

Table 12. Recommended Persons per Unit by Housing Type

Housing Type	Unit	Persons/Unit Current	Persons/Unit Updated	Percent Change
Single-Family Detached/Duplex	Dwelling	2.60	2.45	-6%
Multi-Family	Dwelling	1.90	1.67	-12%
Multi-Family, 4 or More Bedrooms	Dwelling	1.90	3.34	76%
Multi-Family, Age Restricted	Dwelling	0.95	1.30	37%
Lodging House	Bedroom	0.95	0.93	-2%

Source: Single-family and multi-family from Table 8; large multi-family from Table 10; age-restricted multi-family from Table 9; lodging unit from Table 11.

Total Service Units

To determine the existing level of service for park facilities, it is necessary to determine the total number of service units (noninstitutionalized population) in Madison being served by existing parks. For household population, the number of residents can be estimated by multiplying the number of dwelling units in each land use category by the persons per unit identified above.

The first step in determining current household population is to estimate the number of existing dwelling units by housing type. Census data from 2010 provide a good starting point, as summarized in Table 13. Sample data, which provide a breakdown by housing type, are adjusted slightly to reflect the 100% count of 108,843 units.

Table 13. Dwelling Units by Housing Type, 2010

Housing Type	2010 Sample	2010 Census	2010 Estimate
Single-Family Detached	46,575	n/a	46,876
Single-Family Attached	6,160	n/a	6,200
Duplex	5,485	n/a	5,521
Multi-Family	49,190	n/a	49,508
Mobile Home/RV	733	n/a	738
Total	108,143	108,843	108,843

Source: "2010 Sample" data are U.S. Census American Community Survey published tables based on sampling during 2009-2013; "2010 Census" is 100% count for all housing units; "2010 Estimate" is sample estimate adjusted by ratio of 2010 Census count to sample total.

The dwelling units by type shown above are aggregated into the two major impact fee categories (single-family detached/duplex and multi-family) in Table 14 below. Permits for additional units issued over the last five years are added to the 2010 quantities to estimate the number of units in 2015 by housing type. These are multiplied by persons per unit and summed to get total household population. The current number of noninstitutionalized group quarters residents is derived from the 2010 Census count and the estimated 2010-2015 growth in household population. Adding household population and noninstitutionalized group quarters residents yields the 2015 estimate of 239,196 park service units (noninstitutionalized population).

Table 14. Estimated Park Service Units, 2015

Housing Type	2010 Census	2010-14 Permits	2015 Estimate	Persons/ Unit	2015 Persons
Single-Family/Duplex/Mobile Home	53,135	892	54,027	2.45	132,474
Multi-Family/Single-Family Attached	55,708	3,059	58,767	1.67	97,850
Total Dwelling Units	108,843	3,951	112,794		230,324
Noninstitutionalized Group Quarters Residents	8,569				8,872
Total Noninstitutionalized Population					239,196

Source: 2010 estimates derived from Census data from Table 13; number of units permitted over the last five years from City of Madison, September 8, 2015; 2015 estimate is sum of 2010 and permit figures; persons per unit from Table 8; noninstitutionalized group quarters residents based on 2010 Census 100% count and growth in household population (ratio of 2015 dwelling unit population from this table to 2010 Census 100% count from Table 8).

Land Dedication Requirements

The City's park land dedication requirements, expressed in terms of the number of acres or square feet of land per unit that are required to be dedicated for parks, are currently based on standards that pre-date the study prepared by City staff in 2002. This section of the report updates those requirements based on the existing level of service.

The current park land dedication requirements are based on a city-wide service area. The acres (or square feet) per unit by housing type are based on the city-wide level of service (acres per 1,000 population) and city-wide persons per unit by housing type. This continues to be reasonable, because the City provides a relatively uniform level of service throughout the city (95% of residential neighborhoods are within service areas of existing community parks), and the average number of persons per unit by housing type is likely to be similar throughout the city.

The dedication requirements should be based on the existing level of service, or a lower-than-existing level of service. The existing city-wide level of service is defined as the ratio of acres of active parkland to noninstitutionalized population. The current level of service provided by existing City parks is 11.65 acres per 1,000 population, as summarized in Table 15.

Table 15. Existing Park Level of Service

Type of Park Facility	Acres
Mini Park	194.51
Neighborhood Park	796.18
Community Park	1,760.04
Sports Complex	27.89
Special*	3.13
Trafficway	4.48
Total Active Park Acres	2,786.23
÷ Current Noninstitutionalized Population (000s)	239.196
Acres per 1,000 Population	11.65

* excludes golf courses, cemeteries, botanical gardens

Source: Park acres from inventory in Table 27; current noninstitutionalized population from Table 14.

The City's adopted *2012-2017 Parks and Open Space Plan* provides for a level of service of 10 acres per 1,000 population for mini, neighborhood and community parks. This adopted level of service needs to be adjusted slightly to take into account that the definition of active parks has been expanded in this study to include sports complexes, trafficways (excluding the State Street/Mall Concourse), and some special parks (Bear Mound Park, Cypress Spray Park and Yahara Boat Ramp and Storage). This results in an adjusted adopted level of service of 10.13 acres per 1,000 population, as shown in Table 16. The updated park land dedication requirements are based on this adjusted adopted level of service.

Table 16. Adopted Park Level of Service

Existing Active Park Acres	2,786.23
÷ Existing Mini, Neighborhood and Community Park Acres	2,750.73
Ratio of Total Active Park to Mini, NH & Comm. Park Acres	1.013
x Adopted LOS (Acres/1,000) for Mini, NH & Comm. Parks	10.00
Adjusted Adopted LOS (Acres/1,000)	10.13
Adjusted Adopted LOS (Square Feet per Person)	441

Source: Existing active park acres and existing mini, neighborhood and community park acres from Table 15; adopted LOS for mini, neighborhood and community parks from City of Madison, *2012-2017 Park and Open Space Plan*, 2012.

Updated dedication requirements are calculated in Table 17 by multiplying persons per unit by the adjusted adopted level of service of 441 square feet of park land per person. Compared to current requirements, the updated dedication requirements are similar for single-family and multi-family units, but are significantly higher for less common housing types.

Table 17. Updated Park Land Dedication Requirements

Housing Type	Unit	Persons/ Unit	Sq. Ft./ Person	Sq. Ft./ Unit	Current	Percent Change
Single-Family Detached/Duplex	Dwelling	2.45	441	1,081	1,100	-2%
Multi-Family	Dwelling	1.67	441	734	700	5%
Multi-Family, 4 or More Bedrooms	Dwelling	3.23	441	1,424	700	103%
Multi-Family, Age Restricted	Dwelling	1.30	441	573	350	64%
Lodging House	Bedroom	0.93	441	410	350	17%

Source: Persons per unit from Table 12; sq. ft. per person from Table 15; current requirement from Table 1.

Fees-in-lieu of Dedication

The fees-in-lieu of park land dedication are currently based on the value of the subject property prior to development, up to a maximum cost per square foot. The maximum cost per square foot has been inflated at 5% annually since it was adopted in 2002, and currently stands at $2.83 per square foot (or $123,208 per acre). While land values vary significantly by area within the city, the maximum fees calculated in 2002 were based on raw suburban land values. The City's real estate office indicates that the current maximum value per square foot is within the range of current prices for raw suburban land, although on the low end (see Table 18).

Table 18. Land Costs per Square Foot by Area

	Low	High
Central Core	$20.00	$130.00
Developable Urban	$15.00	$30.00
Raw Suburban	$2.00	$4.00

Source: City of Madison, Office of Real Estate Services, Economic Development Division, August 25, 2015.

This update proposes to separate the fees-in-lieu from the value of the land to be subdivided. The City can use the fees to purchase land anywhere in the city, and consequently the value of land to be subdivided is not strongly related to the cost to the City to purchase park land. This problem is addressed in the current requirements by setting a maximum value per square foot, based on the average price of raw suburban land. However, under the current system developers may provide appraisals showing that the value of the land they are subdividing is lower than the maximum value, thus qualifying for a reduced fee-in-lieu. This often results in arguments over developer versus City appraisals, which are unnecessary because the value of the subdividing property is not strongly related to the City's cost to purchase additional park land. Consequently, the value per square foot will be the value used in the fee-in-lieu assessments, without reference to the value of the land to be subdivided.

This update uses an objective measure to determine average land values, based on the city-wide average land value per square foot in the City's most recently certified tax roll. This readily-available measure also provides a sound basis for the annual inflation index, with the annual adjustment being based on the percentage change in average value per square foot between the most recent two years. For example, City Assessor data show that the average value of land increased from $3.19 per square foot in 2014 to $3.24 per square foot in 2015, an annual increase of 1.57%. The current average land value of $3.24 per square foot ($141,134 per acre) will be used in this update. While this is 15% higher than the current maximum value, it is within the range of raw suburban land values.

Based on the updated land dedication requirements and the current average value per square foot, the updated fees-in-lieu are calculated in Table 19. Given that the updated cost per square foot is 15% higher than the current maximum value, the percentage changes in fees-in-lieu by housing type are greater than they are for the dedication requirements.

Table 19. Updated Fees-in-lieu of Dedication

Housing Type	Unit	Sq. Ft./ Unit	Cost/ Sq. Ft.	Fee/ Unit	Current	Percent Change
Single-Family Detached/Duplex	Dwelling	1,081	$3.24	$3,502	$3,111	13%
Multi-Family	Dwelling	734	$3.24	$2,378	$1,980	20%
Multi-Family, 4 or More Bedrooms	Dwelling	1,424	$3.24	$4,614	$1,980	133%
Multi-Family, Age Restricted	Dwelling	573	$3.24	$1,857	$990	88%
Lodging House	Bedroom	410	$3.24	$1,328	$990	34%

Source: Sq. ft. per unit from Table 17; cost per sq. ft. is average value of land in the city in 2015 from the City Assessor's office, provided by Parks Division on November 11, 2015; current fee per unit from Table 1.

Development Fees

The updated park development fees will be based on the existing level of service. This is measured as the replacement cost of existing improvements per service unit. As shown in Table 20, the total replacement cost of existing park improvements is $171 million.

Table 20. Existing Park Improvement Costs

Park Improvement	Quantity	Unit Cost	Total Cost
General Ballfield Backstop	98	$3,500	$343,000
Reservable Baseball with Backstop	2	$1,500,000	$3,000,000
Basketball	138	$60,000	$8,280,000
Beach	13	$50,000	$650,000
Benches	607	$2,500	$1,517,500
Bike Polo Field	1	$15,000	$15,000
Bike Rack	52	$2,500	$130,000
Boat Launch	19	$150,000	$2,850,000
Canoe/Kayak Rental Facility	2	$500,000	$1,000,000
Canoe/Kayak Storage	73	$6,000	$438,000
Cricket	1	$100,000	$100,000
Disc Golf	2	$60,000	$120,000
Dog On Leash Area	11	$10,000	$110,000
Dog Park	7	$85,000	$595,000
Fishing	26	$10,000	$260,000
Football	6	$20,000	$120,000
Hiking (3 miles, mowed)	5	$10,000	$50,000
Horseshoe/Bocce	5	$10,000	$50,000
Ice Rink	16	$100,000	$1,600,000
Lacrosse	3	$10,000	$30,000
Light Pole (athletic)	163	$15,000	$2,445,000
Light Pole (other)	358	$8,000	$2,864,000
Open Play Field (inc. soccer/backstop)	141	$15,000	$2,115,000
Parking Lot	45	$125,000	$5,625,000
Playground	173	$125,000	$21,625,000
Pool	1	$7,000,000	$7,000,000
Restroom	31	$150,000	$4,650,000
Scenic Overlook	12	$20,000	$240,000
Sun Shelter	48	$90,000	$4,320,000
Shelter with Restrooms	19	$500,000	$9,500,000
Skate Park	1	$750,000	$750,000
Ski Trail (3 mile, mowed)	1	$15,000	$15,000
Sledding Hill	7	$10,000	$70,000
Reservable Soccer	91	$450,000	$40,950,000
Reservable Softball	23	$550,000	$12,650,000
Spray Park	3	$950,000	$2,850,000
Picnic Tables	889	$1,200	$1,066,800
Tennis	86	$80,000	$6,880,000
Ultimate Frisbee	8	$10,000	$80,000
Volleyball	28	$12,000	$336,000
Buildings (Insured Value)*	n/a	n/a	$23,801,464
Total Park Development Cost			$171,091,764

* excludes buildings in non-active parks or included in standard types (e.g., restrooms)

Source: Quantities from Table 27 in Appendix A; unit costs from Parks Division, December 15, 2015; insured values from Parks Division, October 6, 2015.

Dividing total replacement value of existing park improvements by total existing service units results in a gross park development cost of $715 per person to maintain the current level of service, as shown in Table 21.

Table 21. Park Development Cost per Service Unit

Total Park Development Cost	$171,091,764
÷ Park Service Units	239,196
Park Development Cost per Service Unit	$715

Source: Cost from Table 20; service units from Table 14.

As described in the Legal Framework, revenue credits are clearly required for revenue generated by new development and used to remedy existing deficiencies, or to retire outstanding debt on existing facilities that are providing the current level of service for existing development. There are no existing deficiencies, because the fees are based on the actual existing level of service. However, the updated park development fees should give credit for future tax revenues that will be used to pay outstanding debt incurred to expand the City's park system and provide the current level of service on which the fees are based.

As summarized in Table 22, the City currently has $14.58 million in outstanding park-related debt. Although some of this debt may have been incurred for park land acquisition, all of the debt credit will be applied against the development fee. Most of the debt will be retired with City general funds, although a small portion of the debt is being repaid with park development fees collected in the Door Creek and Tenney-Law benefit districts.

Table 22. Outstanding Park Debt

Outstanding Debt to be Retired with General Funds	$14,123,544
Outstanding Debt to be Repaid with Impact Fees from Door Creek District	$279,870
Outstanding Debt to be Repaid with Impact Fees from Tenney-Law District	$179,983
Total Outstanding Park Debt	$14,583,397

Source: City of Madison, September 23, 2015 (figures as of October 2, 2015).

A straight-forward method that ensures that new development is not required to pay for existing facilities, through funds used for debt retirement, as well as for new facilities through impact fees, is to calculate the fee based on the net cost, or total replacement cost less outstanding debt. This puts new development on the same footing as existing development in terms of the share of capital costs funded through debt. As shown in Table 23, dividing the outstanding debt by the number of existing service units results in a debt credit of $61 per person.

Table 23. Park Debt Credit per Service Unit

Outstanding Park Debt	$14,583,397
÷ Park Service Units (Persons)	239,196
Debt Credit per Service Unit (Person)	$61

Source: Outstanding park debt from Table 22; park service units from Table 14.

Credit should also be provided for future grant revenue that can be anticipated based on historical funding. As shown in Table 24, the City has received about $2.5 million in park grant funding over the last five years. Using that as a reasonable guide to the future, new development will generate the present value equivalent of $34 per service unit (person) over the next 25 years in grant revenue.

Table 24. Park Grant Credit per Service Unit

Year	Grantee	Grant	Park	Amount
2011	State - DNR	Urban Rivers Program	Filut	$46,290
2011	State - DNR	Urban Rivers Program	Blettner	$127,000
2011	USFWS	Partners for Fish & Wildlife	Cherokee	$3,918
2011	USFWS	Partners for Fish & Wildlife	Edna Taylor	$10,000
2012	USFWS	Partners for Fish & Wildlife	Prairie Ridge	$2,085
2012	State - DNR	Esther Beach Expansion	Esther	$411,000
2012	Federal	Mayor's Institute on City Design	Central	$50,000
2013	State - DNR	Recreational Boating Facilities	Marshall	$32,700
2013	USFWS	Partners for Fish & Wildlife	Cherokee	$5,000
2014	State - DNR	Merrill Springs Park Expansion	Merrill	$200,000
2014	State - DNR	Urban Forestry Catastrophic Storm Grant	storm damage	$19,493
2015	U.S.DOT	Transportation Equity Act	Central	$1,548,768
Total Grant Awards, 2011-2015				$2,456,254
÷ Number of Years				5
Annual Grant Funding				$491,251
÷ Park Service Units (Noninstitutionalized Population)				239,196
Annual Grant Funding per Person				$2.05
x Present Value Factor for 25 Years of Future Funding				16.64
Grant Funding Credit per Person				$34

Source: Grant funding from City of Madison, December 15, 2015; park service units from Table 14; present value factor based on 3.41% discount rate, which is the average interest rate for state and local bonds for January 2016 from the U.S. Federal Reserve.

Deducting the debt and grant credits per service unit from the cost per service unit leaves a net cost of $620 per service unit for the park development fee.

Table 25. Park Development Net Cost per Service Unit

Park Development Cost per Person	$715
– Debt Credit per Person	-$61
– Grant Credit per Person	-$34
Net Development Cost per Service Unit	$620

Source: Cost per person from Table 21; debt credit from Table 23; grant credit from Table 24.

The updated park development fees are the product of persons per unit by housing type and net cost per person, as shown in Table 26. The updated development fees are roughly 40-50% higher than current fees for single-family and most multi-family units, with larger increases for the less common housing types.

Table 26. Updated Park Development Fees

Housing Type	Unit	Persons/ Unit	Net Cost/ Person	Fee/ Unit	Current	Percent Change
Single-Family Detached/Duplex	Dwelling	2.45	$620	$1,520	$1,081	41%
Multi-Family	Dwelling	1.67	$620	$1,032	$695	48%
Multi-Family, 4 or More Bedrooms	Dwelling	3.23	$620	$2,003	$695	188%
Multi-Family, Age Restricted	Dwelling	1.30	$620	$806	$348	132%
Lodging House	Bedroom	0.93	$620	$577	$348	66%

Source: Persons per unit from Table 12, net cost per person from Table 23; current fee from Table 1.

Effect on Affordable Housing

The City of Madison has over 108,000 existing dwelling units, many of which are affordable to a wide range of households. The City has prepared a Comprehensive Plan which includes objectives and policies to increase housing affordability within the City. This Plan builds on plans targeted specifically at providing affordable housing including the Comprehensive Housing Affordability Strategy, the Five Year Housing and Community Development (Consolidated) Plan and the Madison Community Development Authority's Public Housing Plans. The City has also worked to preserve the quality of its existing housing stock, and to provide new housing at higher relative densities as one way to reduce the per unit cost of land and to increase the efficiency of service provided to new housing units.

Impact fees charged for new development in the City cover the cost of providing basic infrastructure and capital facilities that are a prerequisite for development in the areas covered by the fees. The amount of the fees is directly related to the need to provide capital facilities that are necessitated by and attributable to the benefitting development. These fees represent a small proportion of the total costs to provide housing when considering the cost of land, other infrastructure requirements, the cost to construct housing, and financing. Hence, the effect of park impact fees, as well as the cumulative effect of all the impact fees imposed by the City of Madison, should not have a significant negative impact on the availability of affordable housing within the community.

APPENDIX A: EXISTING PARK INVENTORY

Table 27. Existing Active Park Inventory

Park Name	Acres	Ballfield Backstop	Baseball	Basketball	Beach	Bench	Bike Polo Field	Bike Rack	Boat Launch	Canoe/Kayak Rental	Canoe/Kayak Storage	Cricket	Disc Golf	Dog On Leash Area	Dog Park	Fishing	Football	Hiking	Horseshoe/Bocce	Ice Rink
B.B. Clarke Beach Park	1.73				1	6		1	1		3					1				
Badger Park	1.78	1		1		1														
Beld Triangle Park	0.12																			
Berkley Park	3.10	1		1		3														
Bernies Beach Park	1.17				1	1														
Brentwood Park	1.97	1		1		4														
Brigham Park	3.37			1		2														
Britta Park	1.60																			
Camar Park	3.47																			
Churchill Heights Park	3.03			1		2														
De Volis Park	2.19																			
Doncaster Park	0.28					3														
Dudgeon School Park	1.64	1		1		1														
Edward Klief Park	1.67	1		1		2														
Eken Park	2.07	1		1		4														
Elmside Circle Park	1.06					7														
Esther Beach Park	1.60				1	1			1		1					1				
Everglade Park	3.67	1																		
Filene Park	1.82					7										1				
Fisher Street Park	0.30																			
Flad Park	2.76	1		1		1														1
Giddings Park	1.53					3		2								1				
Glenwood Park	2.89			1		3														
Greenside Park	2.51																			
Hammersley Park	3.13																			
Hampton Court Park	0.10																			
Hawthorne Park	0.98			1		4														
Hiawatha Circle Park	1.31																			
Hillington Triangle Park	0.68			1		6														1
Hillpoint Park	2.25					2														
Honeysuckle Park	3.79	1		1		1														
Hudson Park	4.75				1	2										1				
Hughes Park	0.27																			
Ice Age Ridge Park	3.67					1														
Indian Hills Park	2.57	1				1														
Kerr - Mcgee Triangle Park	0.14					3														
Kestrel Park	2.16																			
Lake View Heights Park	2.78	1		1		1														
Lakeland-Schiller Triangle Park	0.09																			
Lederberg Park	1.09																			

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Table 27. Existing Active Park Inventory (continued)

Park Name	Lacrosse	Light Pole (athletic)	Light Pole (other)	Open Play Field	Parking Lot	Playground	Pool	Restroom	Scenic Overlook	Sun Shelter	Shelter w/Restroom	Skate park	Ski Trail	Sledding Hill	Reservable Soccer	Reservable Softball	Spray Park	Tables	Tennis	Ultimate Frisbee	Volleyball
B.B. Clarke Beach Park		1	2		1	1		1										2			
Badger Park				1		1												2			
Beld Triangle Park																					
Berkley Park			3	1		1								1				1			
Bernies Beach Park						1		1										2			
Brentwood Park				1		1												1			1
Brigham Park				1		1												2			
Britta Park				1																	
Camar Park																					
Churchill Heights Park				1		1				1								2			
De Volis Park				1																	
Doncaster Park						1												1			
Dudgeon School Park				1		1												3			
Edward Klief Park				1		1												2			1
Eken Park			1	1		1				1								1			
Elmside Circle Park						1												3			
Esther Beach Park					1	1		1										1			
Everglade Park				1		1				1					1			3			
Filene Park																					
Fisher Street Park						1															
Flad Park			1	1		1									1			2			
Giddings Park																		2			
Glenwood Park						1												1			
Greenside Park						1															
Hammersley Park			1	1		1															
Hampton Court Park																					
Hawthorne Park				1		1															
Hiawatha Circle Park																					
Hillington Triangle Park			1	1		1												1			
Hillpoint Park				1		1												2			
Honeysuckle Park				1		1															
Hudson Park																		2			
Hughes Park																					
Ice Age Ridge Park				1																	
Indian Hills Park				1		1												1			
Kerr - Mcgee Triangle Park																					
Kestrel Park																					
Lake View Heights Park			1	1		1		1		1								3			
Lakeland-Schiller Triangle Park																					
Lederberg Park																					

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Table 27. Existing Active Park Inventory (continued)

Park Name	Acres	Ballfield Backstop	Baseball	Basketball	Beach	Bench	Bike Polo Field	Bike Rack	Boat Launch	Canoe/Kayak Rental	Canoe/Kayak Storage	Cricket	Disc Golf	Dog On Leash Area	Dog Park	Fishing	Football	Hiking	Horseshoe/Bocce	Ice Rink
Lerdahl Park	2.28	1		1		2														
Linden Grove Park	2.42					2												1		
Lost Creek Park	1.25					1														
Mandan Circle Park	0.22																			
Mayfair Park	2.45	1		1		2														
McCormick Park	0.38																			
McFarland Park	0.17																			
Meadowood Park	3.07	1		1		5		1												
Merrill Springs Park	0.70					1					3									
Midland Park	0.44			1																
Mohican Pass Triangle Park	0.85					1														
Morrison Park	0.66					1										1				
Nautilus Point Park	4.83																			
Newbery Park	2.13			1		2														
Newville (Kenneth) Park	0.32					3														
Norman Clayton Park	3.44			1		3														
Oak Park Heights Park	1.13	1		1		1														
Ocean Road Park	0.96					1														
Odana Hills East Park	2.28			1		3		1												
Old Middleton Road Park	0.52																			
Olive Jns Park (Randall Schl)	1.33			1		12														
Ontario Park	2.09	1		1																
Orchard Ridge Park	2.68	1		1		2														
Orton Park	3.58	1		1		9		3												
Owl's Creek Park	3.92																			
Peace (Elizabeth Link) Park	0.37																			
Pennsylvania Park	0.78																			
Portland Park	3.41	1		1		3														
Proudfit Park	0.56																			
Quaker Park	0.77																			
Quarry Cove Park	7.72																			
Raemisch Homestead Park	4.05	1		1		3														
Reger (George) Park	1.03					2														
Reservoir Park	3.89			1		2														
Reynolds Park	3.58	1				2	1													
Rimrock Park	2.31	1		1		1														
Segoe Park	1.92	1		1		1														
Sheridan Triangle Park	0.15			1																
Sherman Village Park	3.80	1		1		3														
Sherwood Forest Park	1.41			1		1														
Skyview Park	5.00																			
Slater (William) Park	1.03					2														
Spring Harbor Beach Park	1.44				1			1												

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Table 27. Existing Active Park Inventory (continued)

Park Name	Lacrosse	Light Pole (athletic)	Light Pole (other)	Open Play Field	Parking Lot	Playground	Pool	Restroom	Scenic Overlook	Sun Shelter	Shelter w/Restroom	Skate park	Ski Trail	Sledding Hill	Reservable Soccer	Reservable Softball	Spray Park	Tables	Tennis	Ultimate Frisbee	Volleyball
Lerdahl Park				1		1												1			
Linden Grove Park																					
Lost Creek Park						1												1			
Mandan Circle Park																					
Mayfair Park			1	1		1				1								1			
McCormick Park																					
McFarland Park																					
Meadowood Park			1	1		1				1								2			
Merrill Springs Park			1						1									3			
Midland Park				1		1												1			
Mohican Pass Triangle Park																		1			
Morrison Park						1												1			
Nautilus Point Park				1		1												1			
Newbery Park				1		1												2			
Newville (Kenneth) Park																		1			
Norman Clayton Park			1	1		1				1								2	2		
Oak Park Heights Park			1	1		1				1								2			
Ocean Road Park						1												1			
Odana Hills East Park				1		1													3		
Old Middleton Road Park																					
Olive Jns Park (Randall Schl)				1		2												2			
Ontario Park			3	1		1												2			
Orchard Ridge Park			2	1		1												1			
Orton Park			1	1		2				1								5			
Owl's Creek Park						1															
Peace (Elizabeth Link) Park			9					1										3			
Pennsylvania Park																					
Portland Park			1	1		1				1								3			
Proudfit Park																					
Quaker Park				1		1												1			
Quarry Cove Park						1															
Raemisch Homestead Park				1		1												1			
Reger (George) Park				1		1												1			
Reservoir Park				1		1												2			
Reynolds Park				1		1									1			2	2		
Rimrock Park				1		1												1			
Segoe Park			1	1		1				1								2			
Sheridan Triangle Park						1												1			
Sherman Village Park				1		1				1								1			
Sherwood Forest Park			1			1												1			
Skyview Park				1		1															
Slater (William) Park				1		1												1			1
Spring Harbor Beach Park								1										3			

continued on following page

Table 27. Existing Active Park Inventory (continued)

Park Name	Acres	Ballfield Backstop	Baseball	Basketball	Beach	Bench	Bike Polo Field	Bike Rack	Boat Launch	Canoe/Kayak Rental	Canoe/Kayak Storage	Cricket	Disc Golf	Dog On Leash Area	Dog Park	Fishing	Football	Hiking	Horseshoe/Bocce	Ice Rink
Stevens Street Park	0.42			1		3		1												
Sugar Maple Park	2.28																			
Sunridge Park	2.36			1		3														
Sunset Park	1.50			1		3														
Swallowtail Park	3.51	1		1																
Town Center Park	2.46																			
Village Park	3.22			1																
Waldorf Park	1.79																			
Washington Manor Park	2.47			1																
Western Hills Park	0.47																			
Westport Meadows Park	1.68			1		1														
Wheeler Heights Park	1.62	1		1		2														
Windom Way Park	2.84	1		1		2														
Wirth Court Park	1.85	1		1		7														
Zook Park	1.63	1				2														
Subtotal, Mini Parks	194.51	26	0	42	5	155	1	10	2	0	7	0	0	0	0	6	0	1	0	2
Acer Park	6.72																			
Acewood Park	4.26	1		1		3														
Aldo Leopold Park	11.09	1		1		4														
Arbor Hills Park	7.90			1		4														
Baxter Park	9.84			1		4		1												
Bordner Park	6.47	1		1		3														
Burr Jones Park	4.68			2										1		1				
Burrows Park	10.56	1				6					3					1				
Cardinal Glenn Park	8.92			1		2														
Carpenter - Ridgeway Park	3.95	1				9														
Cherokee Park	18.00	1		1		5		1			3					1				
Dominion Park	6.03			1		2														
Droster Park	10.01	1		1		2														
Eastmorland Park	13.81	1		1		4														
Elvehjem Park	5.39	1				4														
Felland Park	13.52																			
Flagstone Park	14.02			1		1		1												
Glacier Hill Park	15.50			1		2														
Glen Oak Hills Park	7.72					1								1						
Greentree - Chapel Hills Park	38.97	1		1																
Haen Family Park	4.29	1		1		2														
Heritage Heights Park	8.11	2		1		4														1
High Crossing Park	5.74			1		1														
High Point Park	19.47	2		1		2														
Highland Manor Park	4.66			1		1		1												
Hill Creek Park	10.68	1		1		3														
Huegel Park	12.98					1														1

continued on following page

Table 27. Existing Active Park Inventory (continued)

Park Name	Lacrosse	Light Pole (athletic)	Light Pole (other)	Open Play Field	Parking Lot	Playground	Pool	Restroom	Scenic Overlook	Sun Shelter	Shelter w/Restroom	Skate park	Ski Trail	Sledding Hill	Reservable Soccer	Reservable Softball	Spray Park	Tables	Tennis	Ultimate Frisbee	Volleyball
Stevens Street Park						2												3			1
Sugar Maple Park																					
Sunridge Park						1												1			
Sunset Park						1												1			
Swallowtail Park				1		1				1								2			
Town Center Park																					
Village Park				1		1												2			
Waldorf Park																					
Washington Manor Park			3	1		1												1			
Western Hills Park				1		1															
Westport Meadows Park				1		1															
Wheeler Heights Park			1	1		1												1			
Windom Way Park				1		1												2			
Wirth Court Park				1		1				1								2			
Zook Park						1															
Subtotal, Mini Parks	0	1	37	50	2	68	0	6	1	13	0	0	0	1	3	0	0	104	7	0	4
Acer Park																					
Acewood Park				1		1				1								2			
Aldo Leopold Park			8	1		1												4			
Arbor Hills Park		1	1			1			1	1				1				2			
Baxter Park			1	1		1									1			3			
Bordner Park				1		1				1								2	2		
Burr Jones Park			4	1	1															1	
Burrows Park			2	1	1	1		1	1		1				1			18			
Cardinal Glenn Park				1		1									1			3			
Carpenter - Ridgeway Park			4	1		1												1			
Cherokee Park			1	1		1									1			4			
Dominion Park				1		1												3			
Droster Park				1		1									1			1			
Eastmorland Park			2	1		2				1								2			
Elvehjem Park		3	2	1		1		1			1							13	2		
Felland Park																					
Flagstone Park			13	1		1									1			1			
Glacier Hill Park				1		1									2			2			
Glen Oak Hills Park						1												1			
Greentree - Chapel Hills Park			1			1				1								2			
Haen Family Park				1		1				1					1			3			1
Heritage Heights Park			1	1		1				1								6	2		
High Crossing Park				1		1												1			
High Point Park	1			1		1									3			2			
Highland Manor Park						1															
Hill Creek Park				1		1												2			
Huegel Park			1	1		1				1								1	2		

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Table 27. Existing Active Park Inventory (continued)

Park Name	Acres	Ballfield Backstop	Baseball	Basketball	Beach	Bench	Bike Polo Field	Bike Rack	Boat Launch	Canoe/Kayak Rental	Canoe/Kayak Storage	Cricket	Disc Golf	Dog On Leash Area	Dog Park	Fishing	Football	Hiking	Horseshoe/Bocce	Ice Rink
Junction Ridge Park	14.33			1		2														
Kingston - Onyx Park	4.73	1		1		2														
Kingswood Park	4.69			1		2														
Lake Edge Park	5.00	1		1		2														
Lucia Crest Park	4.14	1		1		4								1						
Lucy Lincoln Hiestand Park	12.44	1		1		2														
Manchester Park	14.44	1		1																
Maple Prairie Park	12.59	1		1		3														
Marlborough Park	20.41	3		1		6								1					2	
McClellan Park	4.51			1		2														
McGinnis Park	4.07	1																		
Meadow Ridge Park	18.13			1														1		
Midtown Commons Park	10.30																			
Monona Park	8.64																			
Nakoma Park	5.21			1		11														1
North Star Park	23.60			1		4														
Northland Manor Park	10.30	1		1		1														
Odana Hills Park	12.79	1				3														
Odana School Park	5.98			1											1					
Orchard Ridge Valley Park	9.50																			
Orlando Bell Park	13.10	1		1		6													2	
Patriot Park	5.41																			
Paunack (A.O.) Park	5.43			1		3			1		1									
Penn Park	7.16	1		3		5											1			
Pilgrim Park	18.91	1		1		2		1												
Raymond Ridge Park	17.28	1		1		2														
Rennebohm Park	20.12	1		1		4		3												
Reston Heights Park	4.53			1																
Richmond Hill Park	10.25	1		1		3														
Rustic Park	8.83			1		2														
Sandburg Park	14.74			1		1														
Sandstone Park	6.54			1																
Sauk Creek Park	4.21	1		1		2														
Sauk Heights Park	4.60			1																
Secret Places Park	6.73			1		1														
Sherry (O.B.) Park	7.97	1																		
Spring Harbor Park	8.21			1		6		1	1		3			1		1				
Thut Park	7.19			1		3											1			
Valley Ridge Park	6.86			1																
Veterans Memorial Park	5.34			1		5														
Walnut Grove Park	20.25	2		1		3									1					
Waltham Park	5.77	1		1		3														
Waunona Park	5.13	1		1		3														

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Table 27. Existing Active Park Inventory (continued)

Park Name	Lacrosse	Light Pole (athletic)	Light Pole (other)	Open Play Field	Parking Lot	Playground	Pool	Restroom	Scenic Overlook	Sun Shelter	Shelter w/Restroom	Skate park	Ski Trail	Sledding Hill	Reservable Soccer	Reservable Softball	Spray Park	Tables	Tennis	Ultimate Frisbee	Volleyball
Junction Ridge Park	1			1		1									1			2			
Kingston - Onyx Park		1		1		2												1			
Kingswood Park				1		1									1			2			
Lake Edge Park		1		1		1												3			
Lucia Crest Park			1	1		1				1					1			2			1
Lucy Lincoln Hiestand Park			1	1		1												3			
Manchester Park				1		1				1					1			3		1	1
Maple Prairie Park				1		1												2			
Marlborough Park			1	1		1		1		1					2			9			1
McClellan Park				1		1												1			
McGinnis Park				1		1															
Meadow Ridge Park				1		1												1			
Midtown Commons Park				1											2			2		1	
Monona Park				1		1												1			
Nakoma Park						1												4	1		
North Star Park				1		1									3			2			
Northland Manor Park			2	1		1				1								7	2		
Odana Hills Park				1		1									2			2			
Odana School Park				1	1										1			3			
Orchard Ridge Valley Park			1	1																	
Orlando Bell Park				1		1				1					1			4		1	
Patriot Park																					
Paunack (A.O.) Park						1				1								3			
Penn Park		1		1	1	1		1		1								8	1		
Pilgrim Park				1		1				1								2			N
Raymond Ridge Park				1		1			1						1			2			
Rennebohm Park		5	1	1		1		1			1				1			33	6		
Reston Heights Park				1		1												2			
Richmond Hill Park				1		1				1					1			6	2		
Rustic Park				1		1															
Sandburg Park			2	1		1									1						
Sandstone Park				1		1												2			
Sauk Creek Park				1		1									1			3			
Sauk Heights Park				1		1									1			1			
Secret Places Park				1		1												2			
Sherry (O.B.) Park			2	1		1				1								2			
Spring Harbor Park				1		1		1										1			
Thut Park			5	1		1				1								4			
Valley Ridge Park				1		1									1			3			
Veterans Memorial Park			1	1		1												1			
Walnut Grove Park			1	1		1				1					2			6	2		
Waltham Park				1		1				1					2			1			
Waunona Park			1	1		1				1								5	2		

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Table 27. Existing Active Park Inventory (continued)

Park Name	Acres	Ballfield Backstop	Baseball	Basketball	Beach	Bench	Bike Polo Field	Bike Rack	Boat Launch	Canoe/Kayak Rental	Canoe/Kayak Storage	Cricket	Disc Golf	Dog On Leash Area	Dog Park	Fishing	Football	Hiking	Horseshoe/Bocce	Ice Rink
Westchester Gardens Park	7.08	1		1		2														
Westhaven Trails Park	5.55	1		1		4														
Westmorland Park	11.69	1		1		9		1												1
Wexford Park	20.60	2		1		8														1
Whitetail Ridge Park	9.55	1		1		1														
Wingra Park and Boat Livery	11.76	1		1		14		2	2	1	2					1				
Woodland Hills Park	15.13	1		1																
Worthington Park	5.09	1		2		5														
Yahara Place Park	6.08			1		7										1			1	
Subtotal, Neighborhood Parks	796.18	49	0	69	0	218	0	12	4	1	12	0	0	5	2	6	2	1	5	5
Blackhawk Park	28.71			1																
Brittingham Park	25.81			2	1	11		2			13			1	1	1				
Central Park	5.80					16		5												
Country Grove Park	31.49	1		1				1												
Demetral Park	49.18			1		1								1	1					
Door Creek Park	159.97			2		4														
Elver Park	250.82			3		7		2					1	1				1		1
Garner Park	41.83	1		1		3														1
Goodman Park	29.11			2		9		1												1
Hiestand Park	46.27	2		1		9		4					1							
Hoyt Park	22.63	1		1		9								1				1		
James Madison Park	12.63			2	1	14		1			7					1				
Kennedy Park	22.72	2		1		4														
Law Park	4.66					2			3					1		1				
Marshall Park	37.07				1	5			2		19					1				
North-East Park	237.76			1																
Olbrich Park	66.85	5			1	23		1	2		3					1				2
Olin Park	47.12	1			1	8		3	2							1				
Quann Park	55.43					14									1					
Reindahl (Amund) Park	90.74	1		1		9		1				1								
Sycamore Park	71.42	2		2		2									1					
Tenney Park	37.07	1		2	1	24		2	2		12					1				1
Vilas (Henry) Park	45.67	2		1	1	10		5	1	1						1	2			2
Warner Park	213.49		1	2	1	36		1	1					1	1	1	2	1		1
Yahara Hills Park (South)	43.59																			
Yahara Hills Park (West)	82.20																			
Subtotal, Community Parks	1,760.04	19	1	27	8	220	0	29	13	1	54	1	2	6	5	9	4	3	0	9
Breese Stevens Athletic Field	4.53					4														
Duane F. Bowman Park	23.36	4	1																	
Subtotal, Sports Complexes	27.89	4	1	0	0	4	0	0	0	0	0	0	0	0	0	0	0	0	0	0

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Table 27. Existing Active Park Inventory (continued)

Park Name	Lacrosse	Light Pole (athletic)	Light Pole (other)	Open Play Field	Parking Lot	Playground	Pool	Restroom	Scenic Overlook	Sun Shelter	Shelter w/Restroom	Skate park	Ski Trail	Sledding Hill	Reservable Soccer	Reservable Softball	Spray Park	Tables	Tennis	Ultimate Frisbee	Volleyball
Westchester Gardens Park				1		1												1			
Westhaven Trails Park				1		1				1					1			4	2		1
Westmorland Park		5	1	1		1		1			1							14	2		1
Wexford Park		1	2	1		1				1					2			8	2		1
Whitetail Ridge Park				1		1									1			2			
Wingra Park and Boat Livery				1	1	1		1							1			12			
Woodland Hills Park				1		1									1			1			
Worthington Park			13	1		1				1								2			
Yahara Place Park				1		1												3			1
Subtotal, Neighborhood Parks	2	18	76	70	5	74	0	8	3	25	4	0	0	1	44	0	0	267	30	4	8
Blackhawk Park				1		1				1					3			2			
Brittingham Park			10	1	1	3		1			1							45	4	1	2
Central Park		5	26					1				1						5			
Country Grove Park				1		1				1					3			4			
Demetral Park		22	17	1		1		1			1					4		23		1	2
Door Creek Park				1		1									2			3	4		
Elver Park			17	1	1	1		1	1		3		1	1	4	4	1	34	3		
Garner Park	1	5	4	1	1	1		1	1		1			1	3			25	2		1
Goodman Park		10	20		1	1	1	1		1						2		9			1
Hiestand Park			1	1		1			1	1				1	2			17			
Hoyt Park			1	1	1	1		1	1		2							29			
James Madison Park			18	1	1	2		1			1							8			1
Kennedy Park				1		1				1					2			10	2		1
Law Park					1													2			
Marshall Park			11	1	2	1		1	1		1							21			1
North-East Park				1		1												2			
Olbrich Park		29	28	1	5	3		1	1					1	3	5		40	2	1	4
Olin Park			33	1	3	1		1	1		1				1			19			
Quann Park			1	1	1					1					1			10	12		
Reindahl (Amund) Park			1	1	4	1		1	1		1				9		1	26	8		
Sycamore Park			7	1	1	3				1					2			12			
Tenney Park		12	8	1	3	2		1			1				2			20	3		1
Vilas (Henry) Park		11		1	4	2		1			1				1			68	6		
Warner Park		31	33	1	7	1		1		2	1			1	5	5		72	3	1	2
Yahara Hills Park (South)			3																		
Yahara Hills Park (West)																					
Subtotal, Community Parks	1	125	239	21	37	30	1	15	8	9	15	1	1	5	43	20	2	506	49	4	16
Breese Stevens Athletic Field								1							1			6			
Duane F. Bowman Park		19	3		1			1								3		2			
Subtotal, Sports Complexes	0	19	3	0	1	0	0	2	0	0	0	0	0	0	1	3	0	8	0	0	0

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Table 27. Existing Active Park Inventory (continued)

Park Name	Acres	Ballfield Backstop	Baseball	Basketball	Beach	Bench	Bike Polo Field	Bike Rack	Boat Launch	Canoe/Kayak Rental	Canoe/Kayak Storage	Cricket	Disc Golf	Dog On Leash Area	Dog Park	Fishing	Football	Hiking	Horseshoe/Bocce	Ice Rink
Bear Mound Park	1.60																			
Cypress Spray Park	0.66							1												
Yahara Boat & Storage Ramp	0.87																			
Subtotal, Special Parks	3.13	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0
Baldwin Street End	0.12					1														
Blount St S Street End	0.10					3										1				
Brearly St S Street End	0.12					2										1				
Capital Avenue Street End	0.20																			
Dickinson Street S Street End	0.09					1										1				
Edgewood Pleasure Drive	2.43																			
Few Street S Street End	0.10					1										1				
Ingersoll Street S Street End	0.12					2										1				
Livingston Street N Street End	0.13																			
Livingston Street S Street End	0.12																			
Monona Bay Open Spaces	0.66																			
Paterson Street N Street End	0.08																			
Pinckney N Street End	0.21																			
Subtotal, Trafficways	4.48	0	0	0	0	10	0	0	0	0	0	0	0	0	0	5	0	0	0	0
Total, Active Parks	2,786.23	98	2	138	13	607	1	52	19	2	73	1	2	11	7	26	6	5	5	16

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Table 27. Existing Active Park Inventory (continued)

Park Name	Lacrosse	Light Pole (athletic)	Light Pole (other)	Open Play Field	Parking Lot	Playground	Pool	Restroom	Scenic Overlook	Sun Shelter	Shelter w/Restroom	Skate park	Ski Trail	Sledding Hill	Reservable Soccer	Reservable Softball	Spray Park	Tables	Tennis	Ultimate Frisbee	Volleyball
Bear Mound Park																					
Cypress Spray Park			1			1				1							1	3			
Yahara Boat & Storage Ramp																					
Subtotal, Special Parks	0	0	1	0	0	1	0	0	0	1	0	0	0	0	0	0	1	3	0	0	0
Baldwin Street End																					
Blount St S Street End			1															1			
Brearly St S Street End																					
Capital Avenue Street End																					
Dickinson Street S Street End																					
Edgewood Pleasure Drive																					
Few Street S Street End																					
Ingersoll Street S Street End																					
Livingston Street N Street End			1																		
Livingston Street S Street End																					
Monona Bay Open Spaces																					
Paterson Street N Street End																					
Pinckney N Street End																					
Subtotal, Trafficways	0	0	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0
Total, Active Parks	3	163	358	141	45	173	1	31	12	48	19	1	1	7	91	23	3	889	86	8	28

Source: City of Madison Parks Division, December 15, 2015.