

PUBLIC FACILITIES NEEDS ASSESSMENT

This report supports a Village park and recreation impact fee on new residential development, replacing the Village's current fee in lieu of parkland dedication, to correspond with requirements of Sections 66.0617 and 236.45(6)(am) of Wisconsin Statutes

Village of Weston
Marathon County,
Wisconsin

Adopted by Village
Board: August 15, 2022

Prepared with Assistance
from MDROffers Consulting

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I. Introduction

Purpose of Report

This report serves as the “public facilities needs assessment” (“Needs Assessment”) for a park and recreation impact fee on new residential development in the Village of Weston, as described in Section 66.0617(4) of Wisconsin Statutes (see Appendix A). This Needs Assessment:

- Includes an evaluation of existing public park and recreation facilities in the village.
- Assesses projected future housing growth in Weston.
- Suggests capital improvements to the Village park and recreational system.
- Allocates the cost of these projected improvements to existing residents versus residents that will occupy new development.
- Arrives at a maximum per housing unit park and recreation impact fee for associated improvements.
- Assesses the impact of imposing that impact fee on housing affordability.

This park and recreation impact fee would replace the village’s current fee in lieu of parkland dedication.

Village Overview

The Village of Weston is located in Marathon County, Wisconsin, immediately southeast of the City of Wausau and east of the City of Schofield and Village of Rothschild. Weston is a suburban community with a mix of residential, commercial, industrial, health care, and institutional development. Per the decennial U.S. Census, the village’s 2020 population was 15,723 residents, an increase of 855 residents (5.4%) from 2010. The village’s land area is approximately 21.55 square miles.

Weston Comprehensive Plan/Comprehensive Outdoor Recreation Plan

The Village of Weston’s Comprehensive Plan is the primary policy guide for future change in the community. The Comprehensive Plan is divided into three volumes. Volume 2–Vision and Directions includes the vision statement on the following page. To execute this vision, the Village enables residential development in planned locations and densities, as described by maps and policies in Volume 2 and elsewhere in its Comprehensive Plan.

Volume 2 includes a detailed Parks and Recreation chapter, which doubles as the Village’s comprehensive outdoor recreation plan under Wisconsin Department of Natural Resources (DNR) guidelines.

The Village of Weston's Vision

The Village of Weston – It's Right Here. In Weston, it's time to welcome families, businesses, and sustainable new growth to the right kind of place in central Wisconsin. Weston's assets and opportunities include superior transportation access, recreational offerings, quality schools, available land base, business mix, and a growing population.

The Parks and Recreation chapter includes advice that the village will pursue the acquisition and development of neighborhood parks when new neighborhoods develop, as described in greater detail later in this Needs Assessment. That chapter also includes advice that the village will make improvements to its existing parks and develop and maintain an all-season multi-use trail network. This include trails for hiking, biking, paddling, and snowmobiles, and at times will necessitate the acquisition of additional corridors and other lands for trails and support facilities (e.g., boat launches).

Current Village Park Fee

Weston has required a fee in lieu of parkland dedication on new residential development since prior to its incorporation as a village in 1996 where no or reduced dedicated park land is included within the development. That fee amount has been \$244 per single family residential lot, \$446 per duplex lot, \$138 per one bedroom multiple-family unit, \$204 per two bedroom multiple-family unit, and \$244 per 3+ bedroom unit.

In 2018, the State legislature adopted 2017 Wisconsin Act 243, which amended Section 236(6)(am) of Wisconsin Statutes to read as follows:

“...a municipality, town, or county may not, as a condition of [subdivision plat or certified survey map] approval under this chapter, impose any fees or other charges to fund the acquisition or improvement of land, infrastructure, or other real or personal property, except that a municipality or town may impose a fee or other charge to fund the acquisition or initial improvement of land for public parks if the fee or other charge is imposed under a subdivision ordinance enacted or amended in accordance with the procedures under s. [66.0617 \(3\)](#) to [\(5\)](#) and meets the requirements under s. [66.0617 \(6\)](#) to [\(10\)](#).”

Weston must now follow the process and meet the substantive requirements in Section 66.0617 to continue to charge any type of park fee on new development. Also, per legal requirements, the amount of the fee, its coverage, and the timing of its collection may have to change. Finally, all newly-collected fees must be expended within eight years of their collection or returned. Section 66.0617 is reproduced in Appendix A.

II. Inventory of Existing Parks and Recreation Facilities

Inventory of Village-owned and Operated Parks

Neighborhood Parks

Neighborhood parks are areas for multiple recreation activities, such as field games, court games, crafts, playground apparatus, skating, and picnicking. Desirable size is between 3 to 10 acres, per the Parks and Recreation chapter of Volume 2 of the village's Comprehensive Plan. The following are existing neighborhood parks in the village:

Williams Park

Williams Park is a 2.5 acre neighborhood park located approximately 400 feet north of Schofield Avenue in the central section of the village. Williams Park has few facilities, but receives moderately heavy use from the surrounding neighborhood.

Sandhill Meadows Park

Sandhill Meadows Park is a 2 acre park that is located at the corner of Shorey Avenue and Alderson Street in the southwest part of the village. It was built in 2001 and is currently the only park serving this part of the village.

Robinwood Park

Robinwood Park is a 5.1 acre neighborhood park located south of Schofield Avenue in the east central section of the village. It was built in 1996 and named for the Robinwood subdivision.

Community Parks

Community parks are areas of diverse environmental quality and may include areas suited for intense recreational facilities, such as athletic complexes and large swimming pools. Desirable size is 10+ acres, but size may vary depending on facilities offered. The following are existing community parks in the village:

J.F. Kennedy Park

Kennedy Park is a 38.8 acre community park located in the older developed section of the village. It is the most developed and heavily used park in the village's system. It has a wide variety of active uses, passive uses, and support facilities that provide residents with year-round opportunities. Kennedy Park is home to the village's outdoor swimming facility—the Weston Aquatic Center. Kennedy Park also has a variety of organized athletic fields that receive heavy use from the public and nearby D.C. Everest High School and Junior High School students.

Kellyland Park

Kellyland Park is a 105.6 acre complex located near Rogan Lane and Heather Street in the east central section of the Village. Kellyland Park, which was formerly known as Rogan Park, is also located adjacent to, and west of, the Eau Claire River Nature Center, and is adjacent to, and north of the Weston Dog Park. Active use facilities at Kellyland Park include an open play area, a children's play equipment area, a basketball court, horseshoe pits and four soccer fields that are primarily used by the Wausau Area Home Educators. Passive recreation facilities at Kellyland Park include an open

shelter, picnic tables, benches, and grills. Support facilities include a restroom, two unpaved parking lots, and a paved parking lot that also services the Weston Dog Park.

Machmueller Park

Machmueller Park is a 32.1 acre community park acquired in 2002. The park is located in the northeastern section of the village adjacent to a developed residential area. Machmueller Park is the only park serving this section of the village. Active use facilities include children’s play equipment, a Little League baseball field, 3 tee ball fields, one regulation sized soccer field, a large open play area, a 10-station “born learning” trail for children, and a ¾ mile walking path with fitness course. Passive use facilities include an open shelter, picnic tables, and grills.

Yellowbanks Park

Yellowbanks Park is located on the Eau Claire River; west of, and adjacent to Camp Phillips Road, in the northwest section of the village. Park facilities include a disc golf course, restrooms, two open-sided shelters, a drinking fountain, picnic tables, grills, children’s playground equipment, a sand volleyball court, a canoe/kayak launch, and horseshoe pits.

Special Use Parks

Special use parks are typically areas for specialized or single purpose recreational activities. The following are existing special use parks in the village:

Dale E. Smith Waterfowl Refuge

The refuge is a 30 acre area in the Weston Business and Technology Park-South that the village acquired in 2007. The land largely undevelopable due to wetlands.

Prohaska Family Nature Center

The village acquired approximately 90 acres east of Ryan Street and north of Weston Avenue in 2016, most of which had been known as the Prohaska Tree Farm. This property is wooded and has six ponds. Ideas for this site are put forward in Volume 2 of the Weston Comprehensive Plan, the 2021 Weston Avenue Corridor Plan, and Section IV of this Needs Assessment.

Weston Dog Park

The Weston Dog Park at Kellyland Park was developed in 2005 through the help of donations and volunteers. The park is a completely fenced in an approximately 40 acre area and contains picnic tables, benches and a small dog exercise area.

Trail and Environmental Corridors

A linear park, trail corridor, or public environmental corridor are often available for one or more modes of recreational travel such as hiking and biking. The following are the main trails in Weston:

The Mountain-Bay Trail

The Mountain-Bay Trail is one of the longest rails-to-trails in Wisconsin and is operated and maintained by Marathon, Shawano, and Brown counties. The trail, which is along the former

Chicago Northwestern Railroad right-of-way, is managed by the Wisconsin Department of Natural Resources (DNR). The trail extends 83 miles from Howard Memorial Park in Green Bay to Weston.

The Eau Claire River Trail

The Eau Claire River Trail is a 1.3-mile walking/biking trail located on the south bank of the Eau Claire River in the east central section of the village. The trail extends from the north end of Ryan Street northwest to access points at Brook Court and Tricia Street at the north end of the park.

Other Paths and Trails

The village has an asphalt multi-use path along Camp Phillips Road from the northern edge of the village at Northwestern Avenue to Concord Avenue. There is a gap along Camp Phillips Road for approximately 1.5 miles to the south until Camp Phillips Road and Westview Boulevard, where the multi-use path then extends south to Howland Avenue.

There is a concrete multi-use path along Weston Avenue to the west, which services the St. Clare's Hospital area. The path was extended north of Weston Avenue along Birch Street to the intersection with Highway 29. In 2011, a pedestrian bridge was constructed across Highway 29 to connect with the multi-use path along Birch Street.

A multi-use path was added along Ross Avenue in 2010. The path begins at the intersection with Fuller Street and ends at River Bend Road. This bike/multi-use path also runs a few blocks away from the Eau Claire River Trail.

Analysis of Village-owned and Operated Park and Recreational System

The National Recreation and Park Association (NRPA) generally recommends 10.5 acres of public park space for every 1,000 persons. By this standard, the village should have about 165 acres of overall park acreage. The village actually has approximately 238.7 acres of park land. However, almost 100 acres of the Village's current parkland is undeveloped or acts as a conservancy area. These places require very little to no maintenance and often, in the case of the natural area at Kellyland Park, are in the floodplain. The opportunities for recreational use at these places is therefore limited. As a result, the total park land acreage in the village is likely right around to slightly below the NRPA gross park acreage standard.

The NRPA further recommends that this 10.5 acres/1000 be distributed as follows:

- Mini Parks: 0.5 acres/1,000 population
- Neighborhood Parks: 2 acres/1,000 population
- Community Parks: 8 acres/1,000 population

The village has no acres in mini parks, which is below the 7.5 acres advised by the NPRA for a community of its population.

The village has 9.6 acres of neighborhood parks, which is below the 30.1 acres recommended by the NPRA.

The village has 229.1 acres of community parks, which is above the 120.5 acres recommended by the NPRA. Most of the undevelopable wetland and floodplain mentioned above is in the village's community parks, particularly Kellyland. Therefore, the village's usable community park space is considerably less than 229.1 acres.

The location and accessibility of parks to the population is also very important. At time of writing, the combined park service areas (mini, neighborhood, and community) provide coverage to most of Weston's currently populated areas. However, some of the village's southwestern and northeastern neighborhoods lack nearby park and recreation facilities.

The village also currently has several gaps in its planned path system, as documented above, in the Parks and Recreation chapter of Volume 2 of the Comprehensive Plan, and in Section IV below. Broadly speaking, the plan is to complete and interconnect the Mountain-Bay State Trail with the proposed Wausau to Weston trail, proposed trails north of the Eau Claire River, and proposed trails extending east and west of the existing multi-use trail along Camp Phillips Road south of Highway 29. The 2021 Weston Avenue Corridor Plan also advised a path system in that planning area to be built as adjacent land develops, adjacent street projects are undertaken, or otherwise as opportunities present themselves.

Other Public Park and Recreational Facilities in Weston

D.C. Everest School District Facilities

Although not village-provided parks and open space, school facilities in Weston also offer community residents with outdoor recreation activities, for the most part with structured play equipment and playing fields. The village is served by the D.C. Everest School District, which contains six elementary schools, one middle school, one junior high school, and one senior high school.

Two of the six elementary schools (Mountain Bay Elementary and Weston Elementary) are located within Weston. The middle school, junior high school, and senior high school are all located within the village.

Eau Claire River Nature Center

The Eau Claire River Nature Center is a 48 acre conservancy area located east of, and adjacent to, Kellyland Park. The nature center is operated by the School District mainly as an environmental-interpretive center for students.

Greenheck Field House

The Greenheck Field House is located at the D.C. Everest High School. Activities include ice skating, hockey, basketball, volleyball, soccer, racquetball, fitness center, and multi-use field house.

III. Growth Projections and Implications

Projected population and household growth in the Village of Weston helps to determine future public park needs. Growth projections allow for the generation of an impact fee that will be attributed to new housing growth and allocated on a “per housing unit” basis. Projections through the year 2040 (20+ years) correlate with a reasonable lifespan for most park facilities.

Through the Weston Comprehensive Plan, and now this Needs Assessment, the village has generally relied upon the DOA for population and household growth projections. Figure 1 includes the latest DOA projections, prepared in 2013. These suggest a significant population increase in Weston through 2040, with the population projected to increase by almost 35 percent from 2020 to 2040. The household projections suggest an average of 97 new households each year through 2040.

Figure 1: Village of Weston’s Growth Trends and Projections

Projection Source and Method	1990	2000	2010	2018	2020	2030	2040	2018-2040 # Change	2018-2040 % Change
DOA Population	9,714	12,079	14,868	15,068	16,770	18,890	20,330	5,262	34.9%
DOA Households	4,236	4,806	5,772	6,190	6,632	7,596	8,333	2,143	34.6%

Sources: 1990, 2000, and 2010 are U.S. Census Bureau; 2018 estimates and 2020, 2030, and 2040 projections are Department of Administration. 2020 projection differs from 2020 U.S. Census population.

Between 2008 and 2021, the village authorized the construction of an average of 64 new housing units per year. This included an average of 21 new single family homes, 4 duplex units, and 39 multiple family units per year.

Based on a combination of the above information, this Needs Assessment is premised on the assumption that there will be an average of 80 new housing units built per year in Weston from 2020 to 2040, or 1,701 total new housing units. Therefore, the Village may have approximately 8,300 housing units in 2040, with 20 percent of housing units built between 2021 and 2040. These figures are relevant in the maximum impact fee calculations in Section V of this Needs Assessment.

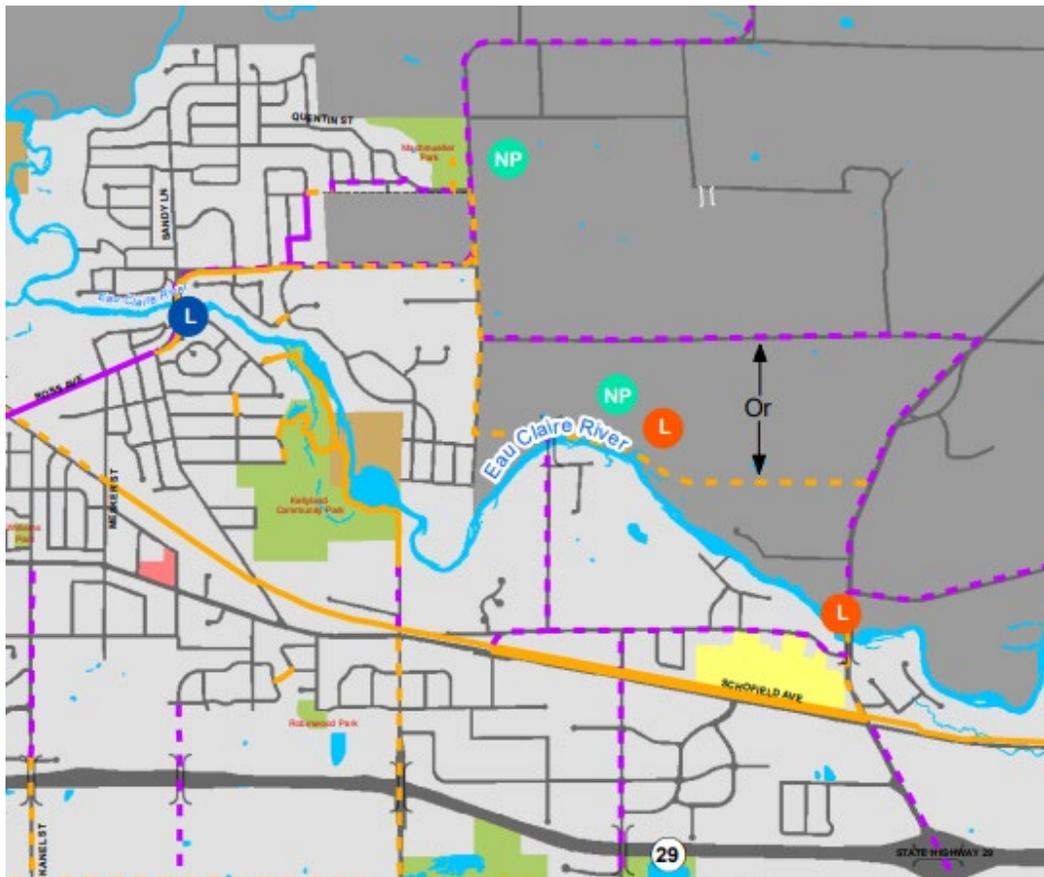
IV. Projected Park and Recreational Improvements

To accommodate both the existing population and projected growth, improvements to existing park facilities and new park and recreational facilities will be needed in Weston. Based on a conservative read of adopted Village plans described above, the following are the Village’s projected land acquisition and park and recreational improvement projects over the next 20 years that relate to the impact fees described in this Needs Assessment. All costs in this section are in 2020 dollars.

Projected Neighborhood Park Land Acquisition

Through its Comprehensive Plan, the village identifies the need for additional neighborhood parks within planned residential development areas over the next 20 years. Two potential neighborhood parks are identified within the village’s eastern growth area—north of the Eau Claire River and east of the current village limits. General locations are indicated by the “NP” labels in Figure 2 below; actual locations may vary.

Figure 2: Recommendations for Future Neighborhood Parks in Comprehensive Plan



Additionally, the 2021 Weston Avenue Corridor Plan suggests the potential for two future neighborhood or mini parks to serve planned residential growth in the southern part of the village. One may be located south of Weston Avenue between County Road X and Von Kanel Street and the second north of Weston Avenue and west of Ryan Street.

For the purposes of this Needs Assessment, the village anticipates that it will require only one neighborhood park over the next 20 years, either in the eastern growth area of the Village or in the south near Weston Avenue. The assumed park size is 7.5 acres, which is the midpoint of recommended 5-10 acre range. In Figure 3, recent land sales in the village suggest a purchase price in 2020 dollars of \$23,000 per acre. This suggests an estimated acquisition price of \$172,500 (7.5 acres x \$23,000) for this future neighborhood park, in 2020 dollars.

Figure 3: Significant Land Sales in the Village of Weston, 2016-2020

Site	Location	Year	Sale Price	Acres	Price per Acre
Eastgate Apartments	6905 Schofield Avenue	2018	\$181,500	7.1	\$25,563
Misty Pines Site	SW Corner of Ross and Birch	2018	\$300,000	19.02	\$15,773
Prohaska Site	7403 Ryan Street	2016	\$490,000	74.2	\$6,604
Swiderski Apartment Site	7569 Callon Avenue	2020	\$83,500	4.57	\$18,271
New Village Hall Site	4707 Camp Phillips Road	2020	\$673,035	13.49	\$49,895
AVERAGE:					\$23,221

Source: Village of Weston

Other Projected Recreational Land Acquisition

Based on the Parks and Recreation chapter of Volume 2 of its Comprehensive Plan, the village has identified several other planned recreational facilities for future residents that may require village land acquisition. These include future canoe/kayak launches, future environmental/trail corridors, and a north-south snowmobile route trail between Camp Phillips Road and Von Kanel Street. Total anticipated acreage and land costs for such facilities, in 2020 dollars, are indicated in Figure 4, along with anticipated neighborhood park acquisition costs from the previous section. The assumption is that some of this environmental corridor land will be less buildable than neighborhood park land; hence the lower assumed per-acre cost for trail/environmental corridor acquisitions.

Figure 4: Cost Estimates for Projected Park and Recreational Land Acquisitions, 2021-2040

Item	Acres	Cost per Acre	Total Cost
Planned Neighborhood Park(s)	7.5	\$23,000	\$172,500
Projected Trail/Environmental Corridor Land Acquisition, including for snowmobile trail	10	\$15,000	\$150,000
TOTAL			\$322,500

Note: Estimated costs are in 2020 dollars. "Planned Neighborhood Park" acreage may consist of one park, or more than one park, and may include acquisition of different types of park space instead (e.g., mini park).

Projected Improvements to Existing Community-wide Recreational Facilities

The village has identified several potential improvements to existing community-wide recreational facilities to serve current residents and projected 20-year growth in population and households. These projected improvements are located within community and special use parks and other recreational facilities which have a village-wide service area and which attract users from the entire village. These include improvements in and along the Eau Claire River Water Trail, Kellyland Park, Kennedy Park, Machmueller Park, Prohaska Family Nature Center, and Yellowbanks Park.

The projected cost of improvements at each of these community-wide recreational facilities, in 2020 dollars, is provided in Figure 5. The types of improvements within each park or recreational facility upon which these cost estimates are based are included in the list that follows. The village may utilize collected park improvement fees on these listed park improvements, or on other improvements to these parks and recreational facilities of comparable benefit. Also, the village may choose to construct only some of the listed improvements. Listing these anticipated recreational improvements is not a commitment to build every listed improvement.

Figure 5: Cost Estimates for Projected Recreational Improvements, 2021-2040

Improvement	Cost of Improvements
Projected 20-year Community & Special Use Park Improvements	
Kellyland Park	\$447,000
Kennedy Park	\$1,325,000
Machmueller Park	\$354,500
Prohaska Family Nature Center	\$1,550,000
Yellowbanks Park	\$420,000
Eau Claire River Water Trail	\$100,000
Community & Special Use Park Improvements Subtotal	\$4,196,500
Add: 10% Engineering	\$419,650
Subtotal including Engineering	\$4,616,150
Less: 20% Anticipated Grants	\$923,230
Community & Special Use Park Improvements Total	\$3,692,920
Projected 20-year Recreational Trail Network Improvements	
Eau Claire River Trail Bridge at Ryan Street to North side	\$420,000
Eau Claire River Trail Extension on Heather Street	\$90,400
Southwest Off-Road Trail Extensions	\$1,098,240
Northwestern Avenue Rail Corridor Trail	\$840,000
Mountain-Bay Trail Extension (Mesker to CR-X)	\$372,400
Recreational Trail Improvements Subtotal	\$2,821,040
Add: 10% Engineering	\$282,104
Subtotal including Engineering	\$3,103,144
Less: 40% Anticipated Grants	\$1,241,258
Recreational Trail Improvements Total	\$1,861,886
TOTAL	\$5,554,806

Notes: Though these are projected costs over a 20-year horizon, estimated costs are in 2020 dollars.

The village anticipates receiving some money for these improvements through grant programs from the Department of Natural Resources (DNR), Department of Transportation (DOT), or other sources. These anticipated grants are reduced from the totals in Figure 5, as the village cannot charge impact fees for improvements for which it expects to receive grants. Such grants most often support passive recreation improvements including trails. Grants for active recreation improvements, such as new diamonds, fields, or playground equipment, are more difficult to come by. Therefore, Figure 5 was built on the assumptions that approximately 40 percent of the cost of projected recreational trail improvements will be covered by grants and approximately 20 percent of cost of projected community and special use park improvements will be covered by grants.

The above cost estimates are based on the following projected improvements to the associated park or trail, though park and recreation impact fees may be utilized for other improvements not listed, and some of the listed facilities or improvements may be shifted to a different park or facility. This list does not represent a commitment to construct all of the listed facilities.

Kellyland Park

- Addition of playground equipment
- Addition of pickleball courts
- Improved parking lot
- New shelter and bathrooms

Kennedy Park

- Addition of playground equipment
- Addition of a new restroom
- New fences on diamond #1 and #2
- Improvements to the ice rink
- Addition of an outdoor fitness court
- Addition of tee ball fields
- Addition of Little League field
- Improvements to the maintenance shop/warming house
- Aquatic Center roof replacement
- Insulating and heating the mechanical room at the Aquatic Center
- Addition of a play structure at the Aquatic Center

Machmueller Park

- Addition of a play structure
- Addition of pickleball courts
- Addition of a basketball court
- Addition of bathrooms and a shelter at the northern end of the park

Prohaska Family Nature Center

- Addition of walking trails
- Addition of biking trails
- Addition of baseball fields
- Addition of a parking lot
- Addition of a shelter and restrooms

Yellowbanks Park

- Improving and/or expanding the disc golf course
- Addition of a new park shelter
- Improved launch
- Improved parking
- Improved trails and landscaping
- Addition of playground equipment

Eau Claire River Water Trail

- Addition of a launch at Ryan Street

Trail Improvements

- Eau Claire River trail bridge at Ryan Street to North side
- Eau Claire River Trail Extension on Heather Street
- Southwest Off-Road Trail Extensions:
 - Birch Street to Shorey Avenue
 - Birch/Shorey Intersection to Howland Avenue
 - Birch/Shorey Intersection to Camp Phillips Road
 - Birch/Shorey Intersection to Alderson Street
- Northwestern Avenue rail corridor: connection from Wausau to Weston
- Mountain Bay Trail Extension (Mesker Street to County Road X)

Projected Improvements to Future Neighborhood Park

As indicated earlier in Section IV, the Weston Comprehensive Plan identifies the need for two additional neighborhood parks just beyond the current Village limits to serve projected future residential growth (see Figure 2). The 2021 Weston Avenue Corridor Plan also suggests two neighborhood or mini parks in future residential growth areas in southern areas of the village near Weston Avenue. For the purposes of this Needs Assessment, the village assumes that one of these neighborhood parks will be acquired and developed by 2040. Projected neighborhood park improvements—per the CORP and recent Village practice—are listed with costs in Figure 6.

Figure 6: Cost Estimate for Projected Village of Weston Neighborhood Park Improvements

Item	Quantity	Unit Cost	Total Cost
Grading, including for sport fields and stormwater	1	\$50,000	\$50,000
Seeding and Landscaping	1	\$10,000	\$10,000
Shelter	1	\$80,000	\$80,000
Concrete Pads	1	\$20,000	20,000
Picnic Table	2	\$1,500	\$3,000
Bench	2	\$500	\$1,000
Playground Equipment	1	\$60,000	\$60,000
Playground Border Edging	1	\$3,000	\$3,000
Playground Mulch	1	\$3,000	\$3,000
Backstop or Goals for Field Sport(s)	2	\$1,600	\$3,200
Sports Court	1	\$20,000	\$20,000
Trash Receptacle	1	\$500	\$500
Bike Rack	1	\$300	\$300
Trail	150 lf	\$80	\$12,000
Park Entrance Sign	1	\$500	\$500
Lighting	2	\$6,000	\$12,000
		Subtotal	\$278,500
		Add: 10% Engineering	\$27,850
		Total	\$306,350

Note: Estimated costs are in 2020 dollars.

V. Cost Allocation and Fee Calculation

The maximum park and recreation impact fee is based on a combination of projected costs to improve the village's existing parks and recreational facilities, and secondarily to acquire and improve one neighborhood park between 2021 and 2040. The actual impact fee amount will be as approved by the Village Board by ordinance.

Figure 7 includes the calculations used to determine the component of the maximum park and recreation impact fee on new residential development in the Village of Weston that is associated with park land acquisition. Figure 8 includes the calculations to determine the component of the maximum park and recreation impact fee on new residential development associated with park and recreation capital improvements not including land acquisition. Again, the actual impact fee amount will be established by Village Ordinance, and may be less than the total of the maximum potential fee listed below.

Figure 7: Calculations to Arrive at Maximum Impact Fee Component Associated with Park Land Acquisition

1	Projected recreational land and park acquisition cost 2021-40 (see Sec. IV of this Needs Assessment)	\$322,500
2	/ Years to collect for costs between 2021 and 2040	20
3	Average amount to collect each year between 2021 and 2040	\$16,125
4	/ Projected number of housing units per year (See Sec. III)	80
= Maximum Per Housing Unit Impact Fee Component Associated with Park Land Acquisition		\$202

Figure 8: Calculations to Arrive at Maximum Impact Fee Component Associated with Recreation Improvements

		Cost per Section IV of Needs Assessment	% Assigned to Future Housing per Section III	Cost Assigned to Future Housing	
1	Improvements to Existing Recreational Facilities	\$5,554,806	20%	\$1,110,961	
2	Neighborhood Park Improvements	\$306,350	100%	\$306,350	
3	Totals of Lines 1-2			\$1,417,311	
4	/ Years to collect (2021-2040)				20
5	Amount to collect each year between 2021 & 2040			\$70,866	
6	/ Projected number of new housing units per year				80
= Maximum Per Housing Unit Impact Fee Component Associated with Recreation Improvements					\$886

Therefore, combining the results of Figures 7 and 8, the village may change a maximum park and recreation impact fee of \$1,088 per housing unit (\$202 + \$886).

The above calculations are conservative. They are based on 2020 dollars, which are likely to depreciate substantially as 2040 approaches. The calculations are also based on an assumption of 80 new housing units per year, which is above the 64 per year that the village averaged between 2008 and 2021. The calculations are also based on assumptions that the village will be successful in obtaining state and federal grants to cover some improvement project costs.

The village has historically charged a different park fee for single family, two family (duplex), and multiple family units. Further, the village's fee has differed depending on the number of bedrooms in each multiple family unit.

In an attempt to provide a statistical basis for a differential park and recreation impact fee by housing unit type, the consultant investigated various data sources. With assistance from the UW-Madison Applied Population Laboratory using data from the U.S. Census' American Community Survey, the consultant estimates that each single family residence in the village has 2.75 persons on average, each duplex unit has 2.03 persons on average (74% of each single family residence), and each multiple family unit has 1.79 persons on average (65% of each single family residence).

The consultant was unable to find any modern data source that provided persons per housing unit based on the number of bedrooms in the unit, which will challenge continuing to charge a differential park fee based on the number of bedrooms in a housing unit.

Were the village to impose the maximum allowable park and recreation impact fee of \$1,088 per single family unit/lot, a fee of \$805 per duplex unit (74% x \$1,088), and a fee of \$707 per multiple family unit (65% x \$1,088) would be supported.

VI. Effect of Impact Fee on Availability of Affordable Housing

Wisconsin Statute 66.0617 requires a needs assessment to address the effect of recovering capital costs through impact fees on the availability of affordable housing within the village.

The maximum impact fee amount reported in Section V will result in a small impact on affordable housing in Weston. In general, even the maximum fee authorized under Section V is unlikely to affect households seeking to purchase or build a new home in Weston—especially since the village has historically had a fee in lieu of parkland dedication fee that this park and recreation impact fee is replacing.

Developments with recent new home construction include Misty Pines (located south of Ross Avenue between Birch Street and Fox Street), Fieldcrest (located north of Callon Avenue), and Stone Gate (located in the southern portion of the Village off Howland Avenue). The average 2018 assessed value of a home and lot by development was as follows: Misty Pines, \$267,950; Fieldcrest, \$248,400; Stone Gate, \$302,117. The maximum impact fee amount supported by this Needs Assessment is 0.36% to 0.44% of these values.

The village has no other existing or proposed impact fees, which also aids when considering affordability impacts.

This being said, the Village will consider including a potential modification of impact fees for truly affordable (“low-cost”) housing as part of its impact fee ordinance, particularly if the adopted fee approaches the maximum authorized fee. In addition, as described above, the village will consider a lower fee for duplex, multiple family, and senior housing compared to single family detached housing.

Appendix A: Wisconsin's Impact Fee Law (Section 66.0617, Wisconsin Statutes)

66.0617 Impact fees.

(1) DEFINITIONS. In this section:

- (a) "Capital costs" means the capital costs to construct, expand or improve public facilities, including the cost of land, and including legal, engineering and design costs to construct, expand or improve public facilities, except that not more than 10 percent of capital costs may consist of legal, engineering and design costs unless the municipality can demonstrate that its legal, engineering and design costs which relate directly to the public improvement for which the impact fees were imposed exceed 10 percent of capital costs. "Capital costs" does not include other noncapital costs to construct, expand or improve public facilities, vehicles; or the costs of equipment to construct, expand or improve public facilities.
- (b) "Developer" means a person that constructs or creates a land development.
- (c) "Impact fees" means cash contributions, contributions of land or interests in land or any other items of value that are imposed on a developer by a municipality under this section.
- (d) "Land development" means the construction or modification of improvements to real property that creates additional residential dwelling units within a municipality or that results in nonresidential uses that create a need for new, expanded or improved public facilities within a municipality.
- (e) "Municipality" means a city, village, or town.
- (f) "Public facilities" means all of the following:
 - 1. Highways as defined in s. [340.01 \(22\)](#), and other transportation facilities, traffic control devices, facilities for collecting and treating sewage, facilities for collecting and treating storm and surface waters, facilities for pumping, storing, and distributing water, parks, playgrounds, and land for athletic fields, solid waste and recycling facilities, fire protection facilities, law enforcement facilities, emergency medical facilities and libraries. "Public facilities" does not include facilities owned by a school district.
 - 2. Notwithstanding subd. [1.](#), with regard to impact fees that were first imposed before June 14, 2006, "public facilities" includes other recreational facilities that were substantially completed by June 14, 2006. This subdivision does not apply on or after January 1, 2018.
- (g) "Service area" means a geographic area delineated by a municipality within which there are public facilities.
- (h) "Service standard" means a certain quantity or quality of public facilities relative to a certain number of persons, parcels of land or other appropriate measure, as specified by the municipality.

(2) GENERAL.

- (a) A municipality may enact an ordinance under this section that imposes impact fees on developers to pay for the capital costs that are necessary to accommodate land development.
- (b) Subject to par. [\(c\)](#), this section does not prohibit or limit the authority of a municipality to finance public facilities by any other means authorized by law, except that the amount of an impact fee imposed by a municipality shall be reduced, under sub. [\(6\) \(d\)](#), to compensate for any other costs of public facilities imposed by the municipality on developers to provide or pay for capital costs.
- (c) Beginning on May 1, 1995, a municipality may impose and collect impact fees only under this section.

(3) PUBLIC HEARING; NOTICE. Before enacting an ordinance that imposes impact fees, or amending an existing ordinance that imposes impact fees, a municipality shall hold a public hearing on the proposed ordinance or amendment. Notice of the public hearing shall be published as a class 1 notice under ch. [985](#), and shall specify where a copy of the proposed ordinance or amendment and the public facilities needs assessment may be obtained.

(4) PUBLIC FACILITIES NEEDS ASSESSMENT.

- (a) Before enacting an ordinance that imposes impact fees or amending an ordinance that imposes impact fees by revising the amount of the fee or altering the public facilities for which impact fees may be imposed, a municipality shall prepare a needs assessment for the public facilities for which it is anticipated that impact fees may be imposed. The public facilities needs assessment shall include, but not be limited to, the following:
 - 1. An inventory of existing public facilities, including an identification of any existing deficiencies in the quantity or quality of those public facilities, for which it is anticipated that an impact fee may be imposed.
 - 2. An identification of the new public facilities, or improvements or expansions of existing public facilities, that will be required because of land development for which it is anticipated that impact fees may be imposed. This identification shall be based on explicitly identified service areas and service standards.
 - 3. A detailed estimate of the capital costs of providing the new public facilities or the improvements or expansions in existing public facilities identified in subd. [2.](#), including an estimate of the cumulative effect of all proposed and existing impact fees on the availability of affordable housing within the municipality.
- (b) A public facilities needs assessment or revised public facilities needs assessment that is prepared under this subsection shall be available for public inspection and copying in the office of the clerk of the municipality at least 20 days before the hearing under sub. [\(3\)](#).

(5) DIFFERENTIAL FEES, IMPACT FEE ZONES.

- (a) An ordinance enacted under this section may impose different impact fees on different types of land development.
 - (b) An ordinance enacted under this section 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 within the municipality. The public facilities needs assessment that is required under sub. (4) shall explicitly identify the differences, such as land development or the need for those public facilities, which justify the differences between zones in the amount of impact fees imposed.
- (6) STANDARDS FOR IMPACT FEES.** Impact fees imposed by an ordinance enacted under this section:
- (a) Shall bear a rational relationship to the need for new, expanded or improved public facilities that are required to serve land development.
 - (am) May not include amounts for an increase in service capacity greater than the capacity necessary to serve the development for which the fee is imposed.
 - (b) May not exceed the proportionate share of the capital costs that are required to serve land development, as compared to existing uses of land within the municipality.
 - (c) Shall be based upon actual capital costs or reasonable estimates of capital costs for new, expanded or improved public facilities.
 - (d) 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 under ch. [236](#) or any other items of value.
 - (e) 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.
 - (f) May not include amounts necessary to address existing deficiencies in public facilities.
 - (fm) May not include expenses for operation or maintenance of a public facility.
 - (g) Except as provided under this paragraph, shall be payable by the developer or the property owner to the municipality in full upon the issuance of a building permit by the municipality. Except as provided in this paragraph, if the total amount of impact fees due for a development will be more than \$75,000, a developer may defer payment of the impact fees for a period of 4 years from the date of the issuance of the building permit or until 6 months before the municipality incurs the costs to construct, expand, or improve the public facilities related to the development for which the fee was imposed, whichever is earlier. If the developer elects to defer payment under this paragraph, the developer shall maintain in force a bond or irrevocable letter of credit in the amount of the unpaid fees executed in the name of the municipality. A developer may not defer payment of impact fees for projects that have been previously approved.
- (7) LOW-COST HOUSING.** An ordinance enacted under this section may provide for an exemption from, or a reduction in the amount of, impact fees on land development that provides low-

cost housing, except that no amount of an impact fee for which an exemption or reduction is provided under this subsection may be shifted to any other development in the land development in which the low-cost housing is located or to any other land development in the municipality.

- (7r) IMPACT FEE REPORTS.** At the time that the municipality collects an impact fee, it shall provide to the developer from which it received the fee an accounting of how the fee will be spent.
- (8) REQUIREMENTS FOR IMPACT FEE REVENUES.** Revenues from each impact fee that is imposed shall be placed in a separate segregated interest-bearing account and shall be accounted for separately from the other funds of the municipality. Impact fee revenues and interest earned on impact fee revenues may be expended only for the particular capital costs for which the impact fee was imposed, unless the fee is refunded under sub. [\(9\)](#).
- (9) REFUND OF IMPACT FEES.** Except as provided in this subsection, impact fees that are not used within 8 years after they are collected to pay the capital costs for which they were imposed shall be refunded to the payer of fees for the property with respect to which the impact fees were imposed, along with any interest that has accumulated, as described in sub. [\(8\)](#). Impact fees that are collected for capital costs related to lift stations or collecting and treating sewage that are not used within 10 years after they are collected to pay the capital costs for which they were imposed, shall be refunded to the payer of fees for the property with respect to which the impact fees were imposed, along with any interest that has accumulated, as described in sub. [\(8\)](#). The 10-year time limit for using impact fees that is specified under this subsection may be extended for 3 years if the municipality adopts a resolution stating that, due to extenuating circumstances or hardship in meeting the 10-year limit, it needs an additional 3 years to use the impact fees that were collected. The resolution shall include detailed written findings that specify the extenuating circumstances or hardship that led to the need to adopt a resolution under this subsection. For purposes of the time limits in this subsection, an impact fee is paid on the date a developer obtains a bond or irrevocable letter of credit in the amount of the unpaid fees executed in the name of the municipality under sub. [\(6\) \(g\)](#).
- (10) APPEAL.** A municipality that enacts an impact fee ordinance under this section shall, by ordinance, specify a procedure under which a developer upon whom an impact fee is imposed has the right to contest the amount, collection or use of the impact fee to the governing body of the municipality.