

Land-Cash Donation Ordinance Survey

Summary-Report of Findings

Spring 2009



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INTRODUCTION

The Office of Recreation and Park Resources (ORPR) at the University of Illinois conducted a survey on Land Dedication Ordinances in order to update the previous study conducted in June 2003 by Dr. Ted Flickinger and John Comerio for the Illinois Association of Park Districts. The purpose of the survey was to gain up-to-date information that would help assist agencies, communities and counties that are considering an ordinance gain valuable knowledge based on the experiences shared by the respondents as well as assist agencies with an adopted land cash donation ordinance to better understand how their ordinance compares to others.

This report is broken up into two sections. The first section is background information that discusses the importance of Land Dedication Ordinances and provides a history of how they have developed. The second section describes the survey we conducted including the data collection, analysis, and discussions/conclusions.

We truly appreciate all of the feedback and information that agencies provided us in order to make this report. If you have any question, comments, or suggestions please contact Robin Hall or Dina Izenstark at the ORPR. The contact information is listed below.

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BACKGROUND INFORMATION

“City parks and open spaces improve our physical and psychological health, strengthen our communities, and make our cities and neighborhoods more attractive to live and work” (Sherer, 2003, p.6). Research has illustrated that parks and open spaces provide a number of benefits to community members both directly and indirectly. Recent studies have found park use directly benefits individuals psychologically, socially, and physically as it decreased stress, fostered social interaction and increased physical activity (Bedimo-Rung et al., 2005; Godbey et al., 1998; Kweon, 1998). In addition, parks indirectly improved individuals quality of life through the numerous environmental benefits provided to an area including reduced noise pollution, regulated microclimate, and improved air quality (Bolund & Hunhammar, 1999). As open land continues to be developed it is increasingly important to preserve and protect open spaces in the community.

In order to maintain the high quality of life that parks and open spaces provide for present and future residents without raising taxes, cities can enact a Land Cash Donation Ordinance (also know as Land Dedication Ordinance) which allows communities to preserve open space for public parks and schools (Bernard & Nance, 1996). A Land Cash Donation Ordinance is a law enacted by a municipal body (that could state), “...any developer building within the city limits or 1.5 miles of the city line and seeking to annex to the city, as a condition of being granted zoning approval, had to dedicate land (in amounts to be determined by formula) to the school district and to the park district for new school sites and parks (Bernard & Nance, 1996, p.1)”. The first agency to establish a land-cash donation ordinance was the Naperville Park District in 1972. In 2008, 95 agencies reported having adopted a land-cash donation ordinance within their community or county in the state of Illinois (Flickinger & Comerio, 2003; Hall, Huang, & Izenstark, 2008). Land-cash donation ordinances provide life long benefits to a community as many agencies have reported their value in developing parks, meeting the needs of the community, providing resources for capital improvements, and much more (Flickinger & Comerio, 2003).

The amount of land that the developer donates is dependent upon terms set forth in the ordinance adopted by the city. The National Recreation and Park Association recommend that 10 acres of land is donated per 1,000 residents (Monson, 2006). In the cases in which it is impossible for the developer to donate land they are required to provide cash in lieu of land. The net worth of land is different among each town and city. However, in 2008 the Office of Recreation and Park Resources and IDNR conducted a survey and found 95 agencies adopted a Land-Cash Donation Ordinance and of the agencies that had a required amount of land developers were required to donate, 35% of agencies required 10 acres, 19% of agencies required 5.5 acres, and six agencies required 15 acres to be donated per 1000 residents in the population. Additionally, the average amount of dollars developers donated varied greatly from community to community and within different regions of the state. Please see attached appendix in order to get a better idea of the number of acres per dollar amount that land-cash donation ordinances

required developers to provide agencies (Flickinger & Comerio, 2003; Hall, Huang, & Izenstark, 2008).

Agencies that have adopted a land-cash donation ordinance have provided many suggestions to other agencies considering adopting an ordinance. Some of the most common suggestions include: 1) land values should be regularly updated to ensure adequate funds are supplied to help meet parks and recreation demands of the community, 2) active use land is only acceptable which does not account for detention/retention land for credit, and 3) that park agency officials should be involved with the city in the planning process. One example, of a county taking advantage of these suggestions is in Kendall County.

In 2001, Kendall County updated their counties land-cash ordinance from \$45,000 per acre to \$98,000 per acre (Scott, 2005). This means, if a developer wants to contribute cash to a taxing body instead of donating land they are required to contribute \$98,000 per acre. Additionally, their previous ordinance required that developers donate “high and dry” land or land that isn’t considered floodplain or wetlands, so the district can use it as park or forest preserve land. The new ordinance does not consider land in a flood plain worthy as a creditable land donation unless the district deems it valuable to them for some future project, such as a trail system (Scott, 2005, p.1).

Overall, these findings clearly illustrate the importance of land-cash donation ordinances in preserving the quality of life in the community for a number of park and recreation agencies.

METHODOLOGY

In Spring 2009, the Office of Recreation and Park Resources conducted a survey of 98 selected agencies that had previously indicated the adoption of a land dedication ordinance based on records from the IAPD. Using survey monkey, 98 agencies received an e-mail asking them to participate in the Land Dedication Ordinance survey on-line. Initially 41 agencies had responded to the survey. A follow-up e-mail was sent to all participants who had not yet responded resulting in 17 more agencies that participated in the survey. There were a total of 58 agencies that participated in the survey resulting in a 59% response rate. A complete list of the 58 agencies that had participated in the survey is included in the Appendix along with an updated chart of the 98 selected agencies that had previously indicated from past surveys the adoption of a Land Dedication Ordinance.

A copy of the questionnaire is attached to the next page followed by an analysis of each survey question based on participant's results.

SURVEY

Please take a few moments to answer the following questions; your input is most appreciated.

1. Does your agency still have a Land-Cash Donation Ordinance currently in place?
 - 1a. If Yes, what year was it enacted? When was the last time it was updated? What was the result of the update?
2. Based on the ordinance, what acreage amount are developers required to donate per 1000 residents?
3. What is the total acreage of land your agency has accumulated as a direct result of this policy?
4. Based on the ordinance, what dollar amount are developers required to donate in lieu of an acre of land?
5. Does your agency figure the cost of land or the cost of land plus improvements in calculating the dollar amount for cash in lieu of?
6. Is your ordinance geared toward neighborhood parks, community or regional parks?
7. Do you have any trouble receiving city money or cooperation?
8. Please identify any limitations or conditions of the ordinance that impact your agency?
9. Do you have any suggestions for agencies considering a land-cash donation ordinance?
10. Please explain the value and benefits of the land-cash donation ordinance to your agency.
11. Would you like us to e-mail you a copy of the final report?
12. If you have a copy of your ordinance or any other supplemental information that you believe will assist us or other agencies please e-mail us a copy at rrhall@illinois.edu or send it to:
ORPR-University of Illinois
104 Huff Hall
1206 S. Fourth St.
Champaign, IL 61820

RESULTS OF THE SURVEY

Question 1. Does your agency still have a Land-Cash Donation Ordinance currently in place?

Fifty-eight organizations (59% response rate) responded to the survey indicating that their agency still had an active land dedication ordinance in their community.

Question 1a. If Yes, what year was it enacted? When was the last time it was updated? What was the result of the update?

Thirty-five organizations (61%) indicated when the land dedication was enacted while Sixty-three percent of the sample (n=36 agencies) indicated the last time the ordinance was updated. Results of the update entailed an increase in acreage, value of an acre of land, and/or an adjustment of fees. See below for respondent's responses.

Increase in Money for Development

Increase in the fair market value of land for determining contributions in lieu of park land dedications from \$205,000 (from 2004 revision) to \$239,000 and to maintain the estimated cost of subdivision improvements per acre at \$45,000 for a combined total of \$284,000

An increase to the amount...

Adjustment on the fee

An increase from \$234,400 per acre to \$323,600 per acre

Increased to \$100,000 per acre, from \$75,000

To adjust land prices to market levels

An increase of 6% in the value of an acre of land to a total of \$87,000 per acre

In 2008, the cash in lieu of land requirement was increased from 185,000 to 240,500 an acre for land located in the city. Outside the city, it is 175,000 per acre

Adjusted the cash value if cash in lieu of land

Increase "fair market value" of land

Increase of cash donation amount by \$20,000 per acre but none of it is passed on the Park District. It is kept by the village

Donation is based on price land sold for

As a result of community being mostly built-out, land in lieu of was eliminated in favor of a process that better considered property in subdivisions. Now, cash only and dollar amounts were updated to per unit vs. per acre and revised to reflect current building trends (i.e., town homes, multi-family units)

An increase in the value of an acre of land

More specific guidelines and cost per acre

Results of Agencies most recent Land Dedication Ordinance Updates (Continued)

Increase in Land and Amount of Money per Acre

Additional funds per size of the development

Increased acreage and cash contributions

Increase in cash value for land in lieu of land Increase in the amount of land to be donated more controls on what District would accept, or expect with the donation

Increased dollar per acre and land donation per person

Change in acreage requirement, update per acre \$\$ in lieu of amount, per acre initial improvements fee and population density table

Re-assessment of Land Values

10 acres per 1,000 residents with a cash value of \$110,000 per acre

Increase in the value per acre, increase in numbers of acres/1000 population as well as the inclusion of several other conditional requirements the developer is obligated to follow

Increase in fees and acreage

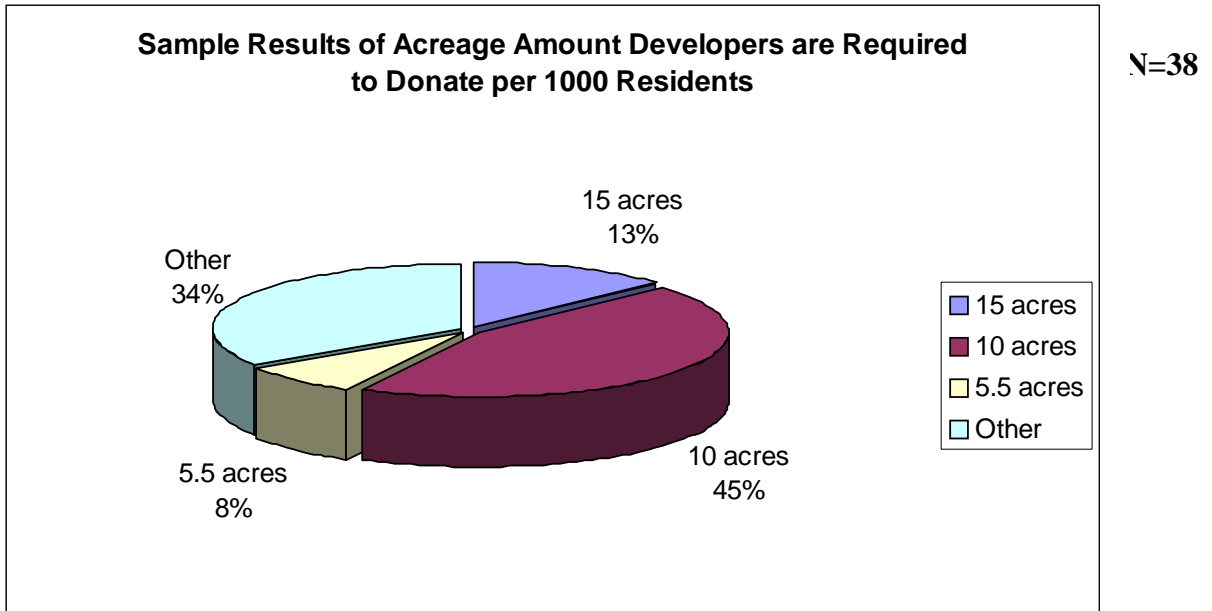
Increased acre value

Increase to acreage and land value

2. Based on the ordinance, what acreage amount are developers required to donate per 1000 residents?

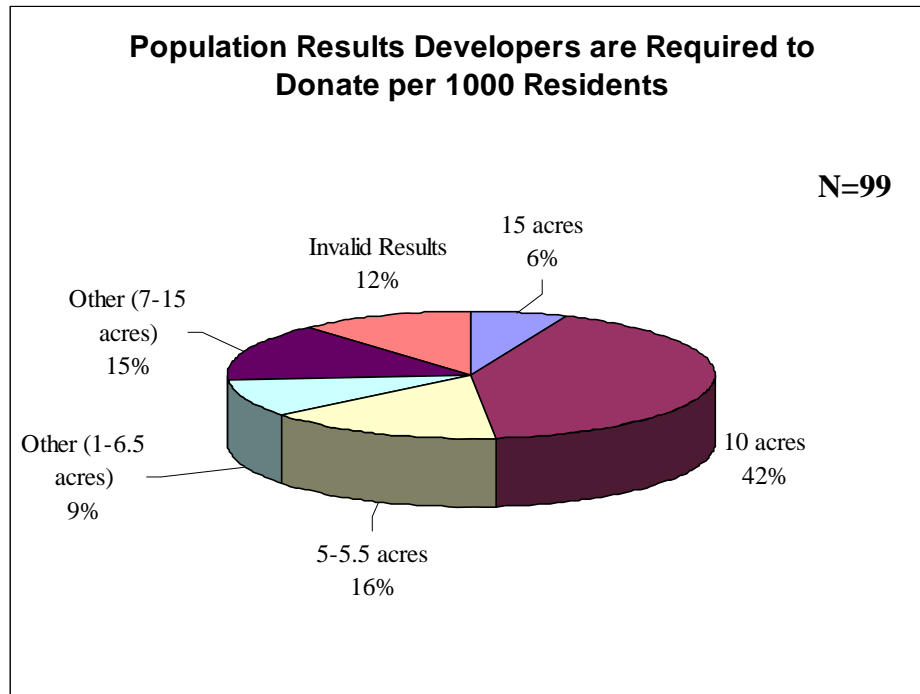
Thirty-nine agencies (67.4%) responded to this question and three of those responses were invalid. The majority of the sample indicated the required acreage was 10 acres per 1000 residents (17 agencies; 43.5%) or 15 acres per 1000 residents (5 agencies; 12.8%) per 1000 residents. Figure 1 indicates the respondents supplied acreage amounts from the survey.

Figure 1.



From the population of agencies that have land dedication ordinances according to IAPD records (n=98), the majority of agencies reported 10 acres per 1000 residents (40 agencies; 40%). Eleven out of the 99 agencies results were considered invalid due to outliers and/or results that were not available. Figure 2 indicates respondents supplied acreage amounts from all agencies that have reported having a Land Dedication Ordinance according to IAPD records.

Figure 2.



3. What is the total acreage of land your agency has accumulated as a direct result of this policy?

Of the 36 respondents (62%) that answered this question there was a wide range of responses. 13 respondents indicated they did not know the total acreage of land that had been accumulated as a direct result of the Land Dedication Ordinance. The lowest number of acres that was accrued was .65 (Pleasant Dale Park District) while the highest number of areas accrued was 1,048 (Naperville Park District). A relationship between length of time since Land Dedication was enacted and number of acres accrued appeared to exist among many agencies. Please see Table 2 in the Appendix for exact figures among each agency.

4. Based on the ordinance, what dollar amount are developers required to donate in lieu of an acre of land?

The dollar amount developers are required to donate in lieu of an acre of land severely differed among the agencies. Thirty-six respondents (62%) answered the question with a range of dollar amounts from \$20,000 to \$323,600. See Table 1 for exact figures among each agency.

The answers to questions 1-4 from respondents are located in Table 1 on the next page. This chart illustrates the 99 agencies that had previously or currently indicated they had a land-dedication ordinance along with the year it was enacted, the year the ordinance was updated, the acreage amount developers are required to donate per 1000 residents, the dollar amount

developers are required to donate in lieu of an acre of land, and the total acreage of land the agency has accumulated as a direct result of their Land Dedication Ordinance.

Table 1. Community Agencies with a Land Dedication Ordinance

#	Agency	Year Enacted	Year Updated	Acres	Dollars	Population Served	County
1	Arlington Heights Park District	1982	n/a	10	165,000	78000	Cook
2	Aurora, Community Development (City)	1969 (Last update 4/2008)	n/a	10	71,608	175,952	Kane, DuPage, Kendall, Will
3	Bartlett Park District	1976	n/a	10	250,000	41000	Cook, Dupage, Kane
4	Batavia Park District	1971	2000	10	100,000	27000	Kane
5	Beecher (Village)	1999	n/a	5	60,000	4108	Will
6	Belvidere Park District	1989	2007	6.5	84,313 in County 120,000 in City	32000	Boone
7	Bloomington Park District	1994	No update	5.5	65,000/acre	24000	DuPage
8	Bloomington Parks and Recreation Department	1987	n/a	10 Acres	Market Value	75000	McLean
9	Bolingbrook Park District	1970s	2004	10	\$160000 Total of which only \$70,000 is given to the park district	71000	Will
10	Boone County Conservation District	Originally in the late 1980's by the County	n/a	It varies	This also varies depending on which entity's ordinance is in place	41786	Boone
11	Buffalo Grove Park District	1981	n/a	10	175,000	43700	Lake, Cook
12	Butterfield Park District	2006	n/a	5.5	350,000	10000	DuPage
13	Byron Park District	2001	2007	5	84,000	10000	Ogle
14	Carol Stream Park District	1980's	n/a	4	125,000	47000	DuPage
15	Cary Park District	Prior to 1994	n/a	10	150000	26252	McHenry
16	Channahon Park District	March 2005	n/a	9	50000	17000	Will
17	Crete Park District	1991	n/a	5.5	n/a	7200	Will
18	Crystal Lake Park District	Revised in 2005	n/a	10	135,000	58000	McHenry
19	Deerfield Park District	1993	Hasn't been	15	175,000	18500	Lake, Cook
20	Deer Park (Village)	2003	n/a	10	98,000	3100	Lake, Cook
21	DeKalb County Forest Preserve District	2006	n/a	10	Present Land Prices 8,000~12,000/acre	100,000	DeKalb
22	DeKalb Park District	2000	2007	11.5	100,000	45000	DeKalb
23	Downers Grove Park District	1975	n/a	10	110000	50000	DuPage

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#	Agency	Year Enacted	Year Updated	Acres	Dollars	Population Served	County
24	Dundee Township Park District	Unclear original date but prior to 1992	2007	10	110,000	53200	Kane
25	Edwardsville Parks and Recreation Department	2000	n/a	10% Of land for green space must be included new developments	12,500	25000	Madison
26	Elgin Parks and Recreation Department	1998	Value of an acre of land updated each year	10	87,000	104000	Kane
27	Elmhurst Park District	1993	2006	10.62	1,250 single family; 1,000 town home; 900 multi-family	44000	DuPage
28	Fox Valley Park District	1972- Aurora	n/a	10	103000	220000	Kane, DuPage, Kendall, Will
29	Frankfort Park District	2006 Revised	n/a	10	130,000	16500	Will
30	Frankfort Square Park District	1997	2006	10	80,000	17000	Will
31	Genoa Township Park District	2003	n/a	10	105,000	7000	DeKalb
32	Glen Ellyn Park District	1979	2007	5.5	300,000	34000	DuPage
33	Glendale Heights Park and Recreation Department	1959	1996	10	75,000	32400	DuPage
34	Glenview Park District	Pre-1990	n/a	1 acre per 10,000	\$40K per acre (The Glen) & \$400K per acre (all other locations)	57179	Cook
35	Grayslake Community Park District	1991	2005	15	100,000	23000	Lake
36	Gurnee Park District	1979	n/a	10	100000	34170	Lake
37	Hanover Park Park District	1982	2004	10	Value of project land	32600	Cook, DuPage
38	Highland Park, Park District of	12/9/03 Intergovernmental Impact Fee Agreement	n/a	N/A	N/A; Land contributions in lieu of development impact fee option	31365	Lake
39	Hinsdale Park and Recreation Department	1999	2004	15	Cash equal to fair market value of the 15 acres plus fees	18000	DuPage, Cook
40	Homer Glen (Village)	Adopted in 2001; amended in 2006	n/a	11 acres/thousand	100,000/acre	25000	Will

Table 1. Community Agencies with a Land Dedication Ordinance

#	Agency	Year Enacted	Year Updated	Acres	Dollars	Population Served	County
41	Homewood-Flossmoor Park District	1998	n/a	1	n/a	30000	Cook
42	Illioopolis Township	7/1/1981	n/a	n/a	120	982	Sangamon
43	Itasca Park District	n/a	n/a	0.1	2,00,000	9200	Dupage
44	Joliet Park District	1998	n/a	7.5 for every 333 lots/units	86,586	145,000	Will
45	Kane County Forest Preserve District	05/10/1994	n/a	10.00 (1.25/school park; 1.00 neighborhood park; 1.25 district-wide or play field; 2.00 community-wide recreation park; and, 4.50 County-wide forest preserve)	Based on "fair market value" - \$80,000 per acre	450000	Kane
46	Kendall County Forest Preserve District	1978	2006	10	110,554	96818	Kendall
47	Lake Bluff Park District	Revised 2004	n/a	10	540,000	8000	Lake
48	Lake Forest Parks & Recreation Department	Unknown	n/a	39588	15,668 per dwelling unit	20681	Lake
49	Lake in the Hills Parks & Recreation Department	n/a	n/a	10	n/a	29195	McHenry
50	Lake Villa (Village)	Updated 10/23/2002	n/a	15	80,000	8602	Lake
51	Lake Zurich Park and Recreation Department	n/a	2005	15	Varies per unit size Attached and Detached Single family / low and high density apts)	18500	Lake
52	Lan-Oak Park District	n/a	n/a	5	Fair market of the unimproved gross average	27000	Cook
53	Lemont Park District	1995	2007	10	150,000	18700	Cook, DuPage, Will
54	Lindenhurst Park District	1993	n/a	10	110000	15000	Lake
55	Lisle Park District	1999	n/a	5.5	varies	32000	DuPage
56	Lockport Township Park District	n/a	2004	10	Depends on school district that property is in. Ranges from \$32,000 per acre to \$125,000 per acre	70000	Will

Table 1. Community Agencies with a Land Dedication Ordinance

#	Agency	Year Enacted	Year Updated	Acres	Dollars	Population Served	County
57	Manhattan Park District	2001	n/a	10.89	70000	9500	Will
58	Manteno (Village)	2005	n/a	8.8	40000	8200	Kankakee
59	Matteson Parks and Recreation Department	n/a	n/a	n/a	n/a	17000	Cook
60	McHenry Parks and Recreation Department	1970 Original; 2007 revision	n/a	15	107,586	24493	McHenry
61	Medinah Park District	We operate within 3 jurisdictions	n/a	all 3 are 5.5	Varies among jurisdictions	9300	DuPage
62	Morton Grove Park District	1988	n/a	10	n/a	23000	Cook
63	Mount Prospect Park District	Unknown	n/a	9.16	3257(17,000,000/522)	57000	Cook
64	Mundelein Park and Recreation District	Unknown	n/a	*** \$1,500 per resident	n/a	36000	Lake
65	Naperville Park District	1972	2007	8.6	323,600	142000	Dupage, Will
66	New Lenox Community Park District	1997-1998	n/a	1000	110000	58000	Will
67	Normal Parks and Recreation Department	1975	n/a	10 acres	45,000; Depends on Development	50519	McLean
68	Northbrook Park District	1998	n/a	5	\$500000	32000	Cook
69	Oakbrook Terrace Park District	1997	Hasn't been	5.5	125000+\$31000 (cost of improvement)	3000	DuPage
70	O'Fallon Parks and Recreation Department	2003	2007	6	1002 per lot	26000	St. Clair
71	Orland Park Recreation and Parks Department	1991	1996 Fair market value and in 2008 for code section	7	134,689	60000	Cook
72	Oswegoland Park District	1990	n/a	10	118,976 increasing 4% each Jan. 1	35000	Kendall, Will
73	Ottawa Recreation Department	2006	n/a	n/a	n/a	18500	La Salle
74	Palatine Park District	1977	2006	9.18 not including school acres	135,000	83000	Cook
75	Park Forest Recreation and Parks Department	1976	2005	10	30,000 for land plus 10,000 for initial improvement	23462	Cook/Will
76	Peoria Park District (Pleasure Driveway & Park District)	1972	n/a	1	\$56/42/35 per single/attached/departmetn	135000	Peoria
77	Plainfield Township Park District	1988	n/a	10	139725	110000	Will, Kendall

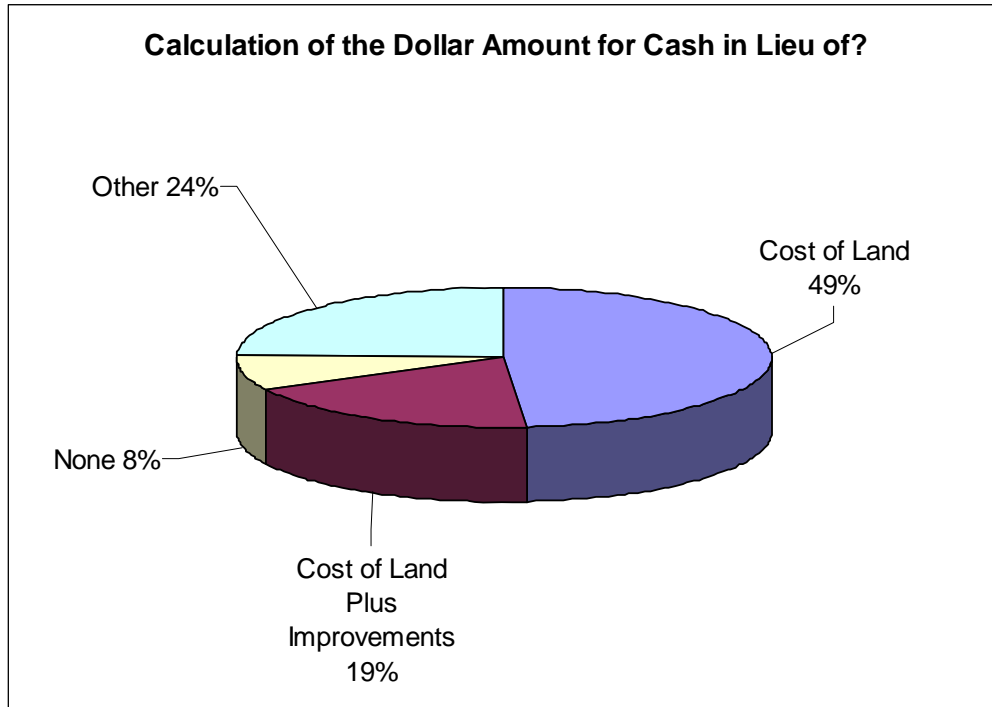
Table 1. Community Agencies with a Land Dedication Ordinance

#	Agency	Year Enacted	Year Updated	Acres	Dollars	Population Served	County
78	Pleasant Dale Park District	1985 (with Burr Ridge only)	2005	5.5	\$239,000 + cost of subdivision improvements per acre at \$45,000 for a combined total of \$284,000		
79	Rolling Meadows Park District	n/a	n/a	n/a	n/a	26000	Cook
80	Romeoville Recreation Department	1995	2004	10	70000	37000	Will
81	Roscoe (Village)	1992	n/a	7	93,997	9652	Winnebago
82	Roselle Park District	May-05	n/a	5.5	No less than \$175,000/Acre	23000	DuPage
83	Round Lake Area Park District	2003	n/a	15	80000	50000	Lake
84	Saint Charles Park District	1989	2008	10	240,500 and 175,000 for outside the city	46000	Kane
85	Schaumburg Park District	Village Of Schaumbrug Ordinance	n/a	n/a	\$150 to \$300 per unit	76000	Cook
86	South Elgin Parks & Recreation Department	1997	1999	10.5	20,000	22000	Kane
87	Spring Grove (Village)	n/a	n/a	N/A	30,000	4978	McHenry
88	Streamwood Park District	n/a	n/a	10A/1000	83,000.00/A	36500	Cook
89	Streator (City)	2006	n/a	5.5	34,800	14200	La Salle
90	Sugar Grove Park District	1995	n/a	10	80,000	11000	Kane
91	Sycamore Park District	1995	2008	11.5 community Park 1.5 neighborhood Park	122000	14900	Dekalb
92	Vernon Hills Park District	1980's	n/a	10	190,000	24000	Lake
93	Warrenville Park District	n/a	2006	10	261000	14000	DuPage
94	Wauconda Park District	Recently updated in 2006	n/a	15	100000	13000	Lake
95	Waukegan Park District	1989	n/a	10	n/a	93500	Lake
96	West Chicago Park District	1995	n/a	10	230,000	33000	DuPage
97	Westmont Park District	1999 updated	n/a	4	125,000	25000	DuPage
98	Wheaton Park District	2001	n/a	5.5	150000	61500	DuPage
99	Yorkville Parks and Recreation Department	1996	n/a	10	102000	16000	Kendall

Question 5. Does your agency figure the cost of land or the cost of land plus improvements in calculating the dollar amount for cash in lieu of?

Thirty-five agencies (60.3%) responded to this question. Eighteen indicated the agency figures only the cost of land in calculating the dollar amount for cash in lieu of while seven agencies indicated they calculate the cost of land plus improvements. Nine agencies indicated that it was not up to the agency but determined by the City, village, or the school district while four respondents indicated no response available.

Figure 3.



Additional Comments

From the agreement, “The cash contribution in-lieu-of-land shall be based on the “fair market value” of the acres of land in the development. It has been determined that the present “fair market value” of such improved land in and surrounding the Village is ...” Land – we have a Real estate transfer Tax that helps in development of the park space Park Districts have no legal authority to assess impact fees such as these. The authority comes from the municipality. Therefore our village sets the cash equivalent. It’s based on the cost per acre

Fair market value of an acre of land in the area improved

Cost of land only for this figure. Another fee is charged for park development

Through annexation agreements we also require a capital impact fee to assist with development costs

Land only, but cash can be used for improvements if a neighborhood park already exists

It is a Village Ordinance and they negotiate with developers on our behalf

No. Ordinance only provides for acquisition, not development

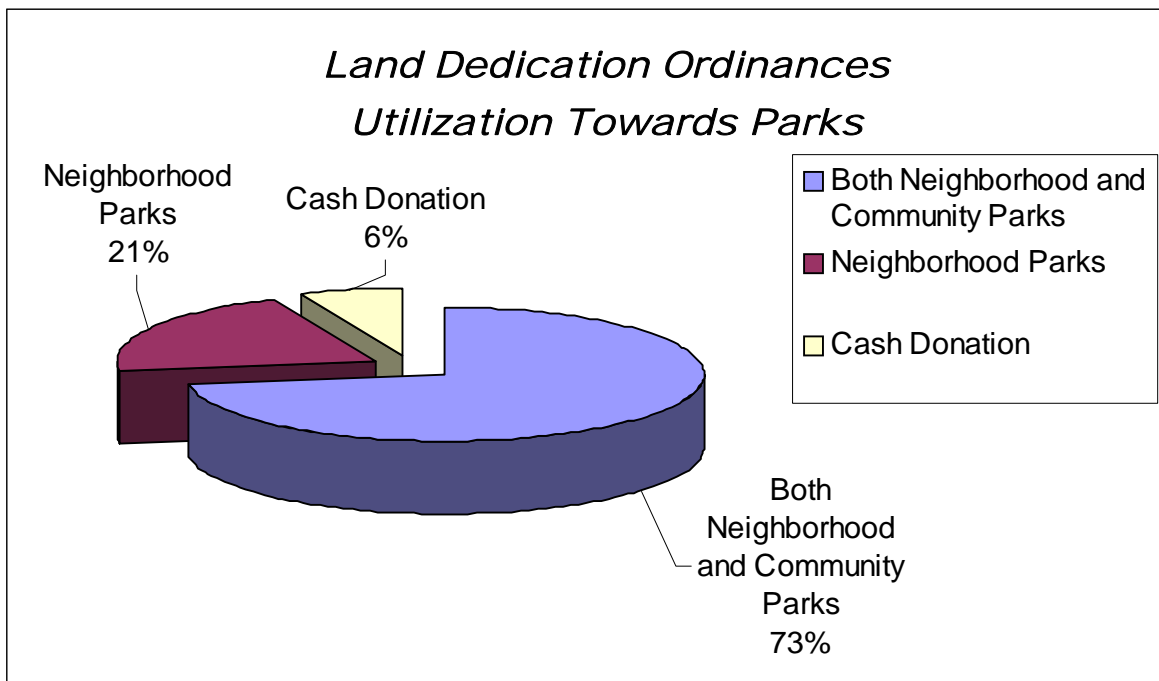
No, it is calculated by the City of Oakbrook Terrace

Villages determine this. One village does both Calculated by the school district

Question 6. Is your ordinance geared toward neighborhood parks, community or regional parks?

Of the 36 respondents who answered this question 72% (n=26) indicated their ordinance was geared toward both neighborhood and community parks. Twenty-two percent (n=8) reported the ordinance was geared toward only neighborhood parks. Five percent (n=2) indicated the ordinance was not geared toward parks but instead the organization was given cash donations for redevelopment because the community itself was mostly built out.

Figure 4.



Question 7. Do you have any trouble receiving city money or cooperation?

Of the 36 respondents who answered this question the majority indicated they had no trouble with receiving city money or cooperation (77%, n=28). The most common reasons for not having any trouble receiving city money or cooperation was because the organization was part of the city or village as a Parks and Recreation Department. Among the organizations that did have trouble reasons that were stated included:

On occasion. We would have liked it reviewed and updated more often

The first writing of the ordinance was a very long process that lasted over two years but updates have been very easy

The ordinance does not provide an adequate amount of funding for land acquisition

It was never received until the ordinance was enacted. We lost out on many land/cash opportunities

Some times the villages are so accommodating to the developer that full donation in land, which must be high and dry, is not always an option

We only collect fees and land donations for new development within the unincorporated areas of the County. Each municipality has its own donations requirements and not all of our communities have park districts. The cities do not collect on our behalf

The money is received from the developer. The city will not issue permits until proof of payment is presented

We cover three municipalities, each is different. One municipality has a recreation department that receives the donation negating the Park District from receiving anything. Another will not pass a land/cash ordinance. The third is very cooperative

City before 2006 took all the land cash funds for city parks. Now the funds and land are to go to park district. We are pretty much land locked now though

They believe it is their money and they can give it or keep it based on their needs in a particular area

No. Developer donations come to the Park District after the development is totally completed.

Question 8. Please identify any limitations or conditions of the ordinance that impact your agency?

A total of 33 agencies (56% response rate) answered this question. Seven indicated that they did not have any limitations to identify. The limitations of 25 agencies that had responses are listed below and vary across a number of different issues mainly relating to not having full control over spending the money in relation to where they have determined the greatest need for the money.

Appropriation of Money

All funds must be spent on capital outdoor improvement in the Village of Burr Ridge within 3 years of when we receive it. Since our district encompasses multiple cities, if we need the money for a park outside the Village boundaries, we have to petition to use it there

The village doesn't pass along the full amount of cash collected. They keep the lions share

The Village has a provision that they can put 1/3 of the money in an open space and wetland maintenance fund if they so determine the need

The Village negotiates on our behalf as well as the other taxing bodies

The city and or county enforce it at their discretion

Villages have the final say on what we will get. For the most part they listen to us, but they still want the development

All funds go to City. We must ask them in writing and state what project will be funded. City administrator approves

We do not control it

Issues with Ordinance

Limitations are dictated by village ordinance

Be sure to update the ordinance regularly. It is easy to fall behind on land values

Part of our park district is located in an unincorporated area of Oakbrook Terrace. If the development is within the city limits, our ordinance requires us to purchase land within the city limits rather than in an unincorporated area

Ordinance does not provide an adequate amount of funding to provide present or future open space/park/recreation space

Age restricted communities are not clearly identified in the ordinance. Credit for private open space is not clearly defined. We have spent a large amount of money in legal fees related to these two issues

Issues with Value of Land and/or Money Received

Open space is not the problem. Development and improvements are difficult

Value not keeping pace with inflation

The Park District does not believe the village dollar amount fairly reflects the price of an

They can receive up to 50% credit for providing open space or neighborhood owned park to the neighborhood. It's usually small space that is not used much by residents
Quality and location of land donations
Our community is very built up, and very few opportunities for further development exist

Additional Limitations

Assisted Living

If the land/development is already annexed, and there is a repurposing to residential we do not see any donation. We are impacted by population, but do not get land/resources to service this population

We are largely land locked and relatively land rich, so receive mostly cash for small and infill development

Parks and Recreation department is a part of the Village acre of ground in Palatine.

Some parcels in Palatine are now priced at \$750,000 per acre

The ordinance does not really have a benefit to my agency as we do not receive the benefit from the ordinance. The Forest Preserve District and School Districts are the primary beneficiaries. In some select instances a Park District might benefit, but more times than not the open space components goes to the county Forest Preserve District. Any limitations would affect the benefiting district and not my department. The use of the funds is limited to the purchase of land and or the construction of facilities (buildings, additions, on site improvements) that directly benefit the school (or open space areas and parks) that service the population within the subdivisions from which the funds were generated. Under the statutes governing their use, if the funds are not expended within ten years from the date on which they were paid or collected, the districts must return them

It is actually a City Ordinance adopted on behalf of the Park District. We have no limitations now, however could realize some if relations between the City and Park District were to sour.

Not being updated on a regular basis is a limitation, and we are basically a land-locked community.

Question 9. Do you have any suggestions for agencies considering a land-cash donation ordinance to your agency?

Thirty-one agencies (53.4%) offered suggestions for agencies who are considering adopting a land-cash donation ordinance. Most advice pertained to maintaining a relationship with municipal officials, finance, and/or land.

Relationship with Municipal Officials

Make sure you have a good working arrangement with the city/village. Everyone must work together or it won't work well

The city officials need to see a value for open space. With the economy, many are willing to be more forgiving in order to cater to developers

Work with your City/village, get as much as you can but make it reasonable for the developer so they do not have disincentive doing business. In land locked communities get cash. Do not take unwanted land as it likely has a problem for future development. Try to be included as early in the planning process as possible and give the Planning Commission and City Council and County Board members copies of your Park Master Plan and Land Acquisition Plans

Work with village/city in regards to notifying developer of cash in lieu ordinance as well as collecting developer contributions

Yes, survey other surrounding districts. Get involved with the village and the developer during the initial planning process

Educate elected officials that create the ordinance on how this will benefit their community

Work very closely with your city when developing the ordinance and recruit their assistance and commitment to the tenants of the ordinance.

Financial Advice

Take part land and part cash for development if funding is an issue

Make it as expensive as it would be allowed by your Board

If you need the land, get it. If not take the money to maintain the parks existing

Such an ordinance is a great tool for any Park and Recreation Dept. Allows capital money to go towards development rather than just acquisition

Make sure you conduct population generation studies and an analysis of land costs and acreage requirements of the benefiting districts so that the population/acreage ratios correlate directly to the impacts you are trying to offset

Develop a good relationship with your city council and city staff. GO for at least \$ 261,000 per acre

Land Advice

Do not include the value of wetlands or storm water management areas in your valuations. Don't accept the developer's wasteland as your open space donation

Make sure it specifies the quality of land to be donated, no credit for wetlands

I would recommend getting 10 acres per 1,000

Develop a park plan to guide development 2. Review ordinance periodically
Make sure it is set up to provide acreage/1000 and that it provides both acquisition and development funding. Also, the land provided should not be the development outlets, gullies and stream buffers (undevelopable land under your present code). If the land is undevelopable for residential development, it probably is not very good land for any park use/development either
Set requirements high to start with. It's harder to amend the ordinance later
Make sure you have the ability to choose land or cash. Do not accept sub-par land (i.e. detention)
Make sure an accurate current land value is used and the ordinance needs to be either updated annually automatically through an agreed upon acceptable formula or at the minimum be adjusted every 5 years to reflect currently land value

Additional Suggestions

Remove credit for private open space from your ordinance, since it is difficult to quantify. Add demographic tables for age-restricted communities.
Do it!
Should have one if any potential of developments
It's a must, even if you do not have a lot of development going on
Do it before the growth
Do your homework and be aware of any new developments early on when they are being proposed to the county or city. Green space may be incorporated within the development much easier in the early stages and prior to permitting. Too late and you end up with unusable land or cash
Have something
No recreation agency should be without one
Make it mandatory that Park Agency controls whether cash or land and that money must be turned over within the same Quarter it is collected
Do not hesitate. Get an ordinance in place and do not be shy about thinking out of the box when inserting your requests for developers.

Question 10. Please explain the value and benefits of the land-cash donation ordinance to your agency?

Thirty-four respondents (60%) provided valuable input on what some of the major benefits of having a land-cash donation ordinance is to their agency. The responses were categorized into three sub-dimensions: land, money for development, and additional suggestions.

Land

The ordinance has allowed the Park District to add parks in the event of a land donation or accumulate cash for land purchases over the years. This has extended the capabilities of the District to delivery quality recreational services

The ability to provide more neighborhood parks and amenities at fewer costs to the village/department

It provides open space simultaneously with the development of the community

Without it we would not be able to continue to provide parks and facilities to our growing community

We have parks in every neighborhood that might not otherwise be there.

Best way to expand parks at no cost to the taxpayer. We have received more that a two million in cash which has been parlayed with OSLAD grants

It is the only way to obtain park land in new subdivisions for development. We may negotiate taking dry bottom detention areas in exchange for additional cash for development

As a result of this ordinance, 15 parks are available for public use. Cash given has assisted in the development of many park areas

We have received 43 acres of park land in neighborhoods and hundred's of thousands of dollars for purchases of land

Helps to balance the impact of development. In the 1970's and early 80's, it was a good way to acquire park land

The ordinance has been a valuable tool in obtaining land/ or cash that can be used to satisfy the open space needs of new neighborhoods quicker than they may have been satisfied without the ordinance

The ordinance has allowed our district to obtain land through out town that we would not have been able to buy with our limited funds

Guarantees parkland for everyone forever

It may help us save some green space that is the last undeveloped land within our community and provide a natural setting and buffer for residents as well as ensure that the ecosystems are not completely disturbed. It also provides "teeth" legally that developers will have to put aside a portion for parks and recreation

The ordinance supplements our Capital Improvement Fund, which has been severely impacted by tax cap legislation. It has allowed us to place parks in newer parts of our territory without impacting traditional Capital Improvement funds.

Money for Development

The money brought in by this fund has enabled us to provide multiple park improvements (resurface tennis courts, resurface basketball courts, refurbish baseball fields, install

baseball field lights, resurface walking paths, install aerators in our ponds, install a new playground, etc.)

Land that we wouldn't normally have received, cash for projects on small pieces of land, etc.

Cash to make improvements and use with OSLAD grants

We are a small agency with a limited budget and are unable to provide capital dollars to purchase land or make improvements

We have received significant dollars and hope to receive more

Monetary contributions have allowed for improvements in park(s) near the development

The present fee structure does not provide an adequate amount to be of any benefit

We have the ability to make big improvements when we get the donations

A fair and equitable way for new developers to pay their fair share of additional burdens

Much needed development capital that can be leveraged for OSLAD funding. Can only be used for the area and park site in question as interpreted by our Village.

Additional Suggestions

The ordinance does not really have a benefit to my agency as none of the revenue generated goes into a general fund or other sources that would directly benefit this department. All monies collected go to the affected districts that can then use the funds to purchase land or construct improvements to benefit the residents of the developments from which the funds were generated

Recognizes the potential impact to the agency on services

While it has not produced large amounts of land or money, having the concept in place is important

Gives us flexibility

It is essential for our ability to serve the new residents

Per unit methodology works well in a built-out community that experiences resubdivisions rather than new development

Benefits are not to agency but to community

Only feasible way to include park systems through the community

We have received approximately 75,000 over a two year period

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APPENDIX

Figure 5.

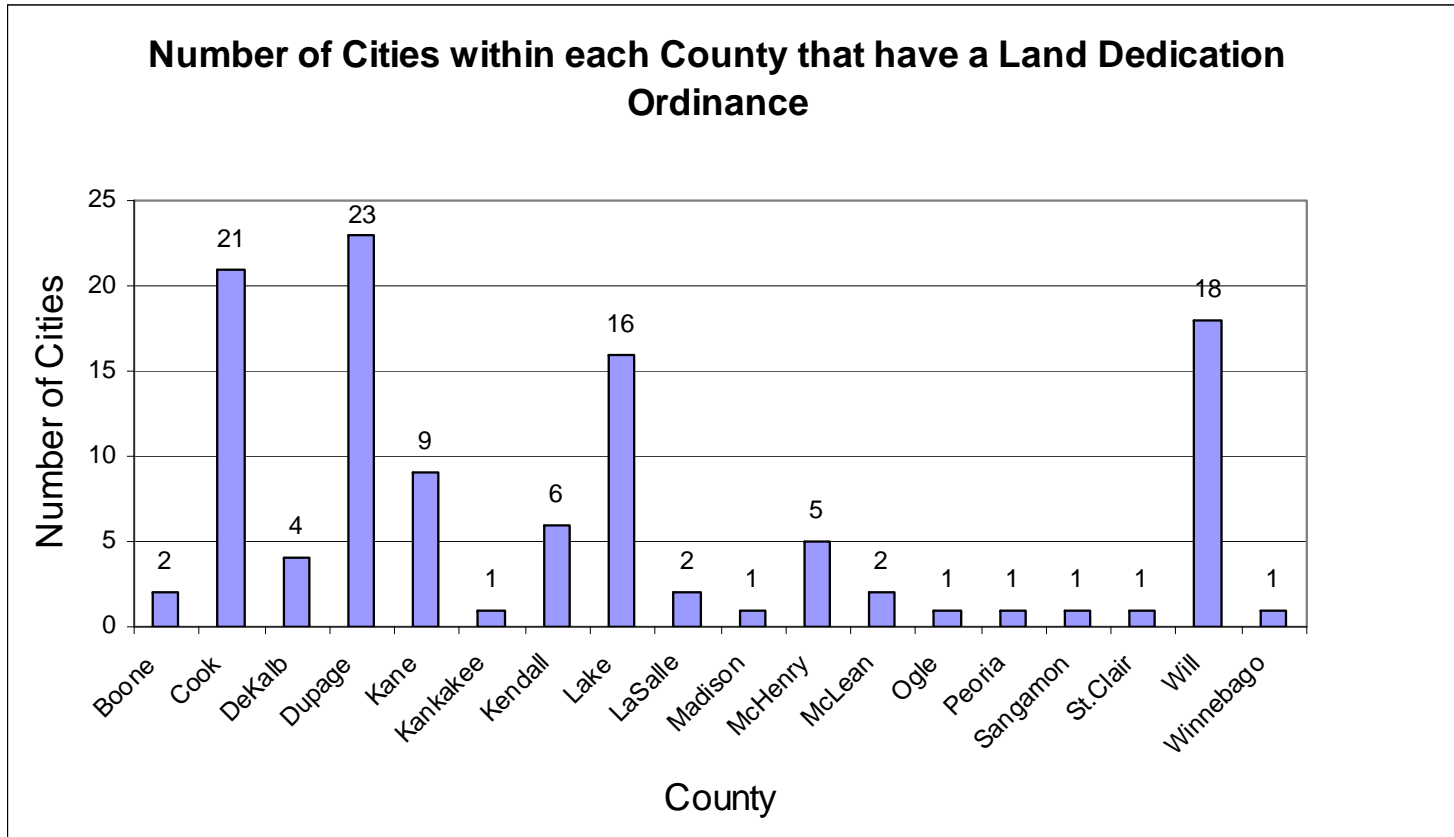


Table 2. Agencies that Responded to the Survey

Agencies That Responded to the Survey	Total Acres Accrued from Ordinance
Arlington Heights Park District	n/a
Batavia Park District	150 of the current 358 they own
Belvidere Park District	43
Bloomington Park District	n/a
Bolingbrook Park District	700
Boone County Conservation District	n/a
Buffalo Grove Park District	n/a
Byron Park District	1
Cary Park District	n/a
Channahon Park District	n/a
Deerfield Park District	None
DeKalb Park District	n/a
Downers Grove Park District	n/a
Dundee Township Park District	40
Elgin Parks and Recreation Department	n/a
Elmhurst Park District	n/a
Frankfort Park District	42
Genoa Township Park District	n/a
Glen Ellyn Park District	n/a
Glendale Heights (Village)	n/a
Glenview Park District	n/a
Grayslake Community Park District	180
Hanover Park Park District	n/a
Hinsdale Park and Recreation Department	n/a
Homewood-Flossmoor Park District	n/a
Joliet Park District	57 acres
Kane County Forest Preserve District	n/a
Lake Zurich Park and Recreation Dept.	n/a
Lan-Oak Park District	less than 2
Lemont Park District	14.5
Lindenhurst Park District	n/a
Lockport Township Park District	100+
Manteno (Village)	n/a
Matteson Parks and Recreation Department	n/a
McHenry Parks and Recreation Department	n/a
Mount Prospect Park District	n/a
Mundelein Park and Recreation District	n/a
Naperville Park District	1048
Oakbrook Terrace Park District	n/a
O'Fallon Parks and Recreation Department	10
Orland Park Recreation and Parks Department	150
Oswegoland Park District	n/a
Palatine Park District	37.5
Park Forest Recreation and Parks Department	less than 5
Peoria Park District	25
Pleasant Dale Park District	0.65
Romeoville Recreation Department	184.5

Round Lake Area Park District	200
Saint Charles Park District	125
Schaumburg Park District	n/a
South Elgin Parks and Recreation Dept.	250
Spring Grove (Village)	n/a
Sycamore Park District	300+
Vernon Hills Park District	n/a
Warrenville Park District	0
Wauconda Park District	n/a
Westmont Park District	n/a
Wheaton Park District	n/a