

ORDINANCE NO. 26-02

A REPLACEMENT ORDINANCE ESTABLISHING AND REPLACING AN EQUITABLE IMPACT FEE FOR THE PURPOSE OF PLANNING AND FINANCING PARK AND RECREATIONAL INFRASTRUCTURE TO SERVE NEW DEVELOPMENT IN THE CITY OF FRANKLIN, INDIANA

WHEREAS, the City of Franklin, Indiana ("City"), by and through its Common Council, finds that it is reasonable and necessary to promote and accommodate orderly growth and development, and that creating an equitable program to fund capital costs of new park and recreational infrastructure necessary to serve developing areas of the City would further that goal; and

WHEREAS, the City previously enacted Ordinance No. 20-14 in furtherance of said goals and that said Ordinance expires by its own terms unless action is undertaken to extend its life consistent with the provisions of Indiana Code 36-7-4-1340 which contemplates a replacement Ordinance;

WHEREAS, the City finds that it is in the best interest of the City and citizens of Franklin to continue the establishment of equitable impact fees for the purpose of planning and financing park and recreational infrastructure to serve growth and development;

WHEREAS, the City finds that it should establish standards by which the City may require that new development shall pay an Impact Fee representing a new development's proportionate share of the capital costs of new park and recreational infrastructure necessary to serve such development; and

WHEREAS, it is determined that new developments should not be required to pay a fee for the capital costs of such new park and recreational infrastructure greater than the development's proportionate share of the capital costs of such infrastructure which is needed to serve such development; and

WHEREAS, the City has caused to be prepared an Infrastructure Improvement Analysis Report and Plan for Parks and Recreation Facilities ("the Plan"), by its Consultant, Peters Municipal Consultants, LLC ("Peters") which Plan is attached hereto as Exhibit "A"; and

WHEREAS, pursuant to the Report and Plan the cost of implementing the park and recreational recommendations of said Plan in their entirety exceeds:

- the income capacity of the City through its ad valorem property tax receipts or other tax distributions allocated to park and recreational improvements relative to the chronological needs of the City for said improvement;

- the general obligation bond capacity of the City based upon net assessed valuation; and
- the revenue bond potential of the City based upon any existing means of acquiring revenue related to such improvements;

WHEREAS, because of the City's size, considering both its population and geographic area, as well as the distribution of public and private institutions, services and other facilities through the City, any park and recreational improvement benefits all citizens of the City equally; and

WHEREAS, it has been the objective of the City that the Plan should result in the determination of an impact fee which meets the rational nexus test as that test is understood by current applicable statutory law and case law; and

WHEREAS, the Mayor has appointed the Franklin Impact Fee Advisory Committee to advise the Common Council pursuant to I.C. 36-7-4-1312, and said committee conducted a public hearing upon, and gave due deliberation to, the Zone Improvement Plan encompassed by the Plan prepared by Peters; and

WHEREAS, the purpose of this Ordinance is declared not to deter growth, remedy existing infrastructure deficiencies, or pay for maintenance or other "non-capital costs."

NOW, THEREFORE, BE IT ORDAINED BY THE COMMON COUNCIL OF THE CITY OF FRANKLIN, INDIANA, THAT:

1) Limitation of Imposition of Impact Fee. This Ordinance shall expire and become void five (5) years after its effective date as required by Indiana Code 36-7-4-1340, unless action is undertaken to extend its life consistent with the provisions of said Code section which contemplates a replacement impact fee ordinance as permitted by Code.

2) Establishment of Impact Zone. There is hereby established one Infrastructure Impact Zone, the boundaries of which are co-terminus with the existing corporate boundaries of the City of Franklin, Indiana, and, as they may be extended from time to time through annexation or reorganization, and over which the City of Franklin exercises planning and zoning jurisdiction. In this regard, the Common Council specifically finds that there is a functional relationship between the components of the Plan and that such Park and Recreational Plan provides a reasonably uniform benefit to all citizens throughout the Impact Zone as of the adoption of this replacement ordinance. The Common Council further finds that all areas within the Impact Zone are contiguous as required by Indiana Code 36-7-4-1316. Except as provided herein, this Ordinance shall apply uniformly to all City residential developments within the Impact Zone hereby established for which the City of Franklin may require a structural building permit and

which creates a need for new and additional park and recreational infrastructure. This Ordinance shall not apply to:

- a) developments meeting the requirements set forth in Indiana Code 36-7-4-1322(g);
- b) improvements which do not require a structural building permit;
- c) improvements which do not create a need for new and additional infrastructure including the erection of a sign, construction of accessory buildings, structures or fences or the alteration, renovation or expansion of an improvement where the use, or intensity thereof, has not changed.
- d) the replacement of a destroyed or partially destroyed improvement, provided that the replacement improvement does not create a need for new and additional infrastructure over and above the infrastructure needed by the original improvement prior to the destruction or partial destruction thereof; and
- e) non-residential development.

3) **Zone Improvement Plan.** As a precondition to the adoption of the 2015 Impact Fee Ordinance, the Common Council secured a comprehensive and detailed park and recreational impact analysis by Peters Municipal Consultants, LLC. As a precondition to the adoption of this Replacement Ordinance and as contemplated by 36-7-4-1319, the Common Council again undertook a comprehensive and detailed park and recreational impact analysis through the employment of Peters Municipal Consultants, LLC. The Common Council now finds that the resulting study and data base constitute a sufficient study to constitute a "Zone Improvement Plan" as contemplated by Indiana Code 36-7-4-1318 and 36-7-4-1319. The Common Council does hereby adopt the Plan prepared by Peters, dated December 5, 2025, as its Zone Improvement Plan and specifically finds that said Zone Improvement Plan contains the following elements:

- a) Reasonable estimates relating to the nature and location of development that is expected within the Impact Zone during the planning period, which, for purposes of this Ordinance is defined to be a period of ten (10) years commencing with the date of adoption hereof.
- b) A reasonable determination of the community level of service for the Impact Zone.
- c) A reasonable determination of the current level of service provided within the Impact Zone.
- d) A reasonable estimate of the nature, location, sequencing, and timing of the park and recreational requirements and costs necessary to provide the community level of service for the developments contemplated in Sub-paragraph (a) hereof.
- e) A reasonable estimate of the share of the park and recreational costs identified in Sub-paragraph (d) hereof that will be used to:
 - i) Raise the current level of service for existing development or provide service to existing development; or
 - ii) Provide service to new development.
- f) A reasonable estimate of revenues that:
 - i) are from sources other than impact fees; and
 - ii) Will be used to finance the costs identified in Sub-Paragraph (e) (i) above.
- g) A description of the nature and location of existing infrastructure in the Impact Zone.

h) A general description of the sources and amounts of money used to pay for infrastructure during the previous five years. Additionally, the Common Council hereby specifically adopts the Zone Improvement Plan as an official part of the Comprehensive Plan of the City of Franklin, pursuant to Indiana Code 36-7-4-500 et seq.

4) Establishment of Park and Recreational Impact Fee. Based upon the Plan previously referred to and which is made a part of this Ordinance and taking in to account an assumed continued projection that twenty (20%) of future parks will be from contributions of non-local revenues and a 2.5% inflation rate, the Common Council determines that the costs per equivalent single-family dwelling unit is One Thousand One Hundred Forty-Two Dollars (\$2,490.00). Based on the equivalent dwelling unit calculations used by the City, the Common Council hereby establishes the Park and Recreation Impact Fee in the following **amounts for single-family units, duplexes, apartments and condominiums:**

Type of Unit Fee Per Dwelling Unit & Full Equivalent

a) Single-Family	Two Thousand Four Hundred Ninety Dollars	(\$2,490.00)	100%
b) Duplex	One Thousand Six Hundred Nineteen Dollars	(\$1,619.00)	65%
c) Apartment or Condo	One Thousand Six Hundred Nineteen Dollars	(\$1,619.00)	65%

The Common Council hereby makes as a part of the record of these proceedings, all of the data collected, the calculations made, and the conclusions reached by Peters in the process of developing the Zone Improvement Plan, and specifically instructs the employees of the City to make such data and other information inclusively available to anyone to review during regular business hours. In the event that any parcel of real estate considered in the creation of the Zone Improvement Plan undergoes a change in use, redevelopment, or a modification which requires a structural building permit, and creates a need for new infrastructure, an impact fee will only be assessed for the increase in the burden on infrastructure.

5) Credit in Lieu of Payment: Exemptions. Any person or entity obligated to pay a fee pursuant to the terms of this Ordinance may have the option of financing, constructing, and dedicating park and recreational infrastructure to be owned and operated by the City for public benefit, all as described and defined in the Plan, instead of making all or part of any impact fee payment which may be due, so long as such financing, construction and dedication are accomplished pursuant to the Plan of the City, and in accordance with the park and recreational specifications for such park and recreational infrastructure as approved by the City's designee and to be improved in force within the City's jurisdiction at the time as permitted in accordance with IC 36-7-4-1313 and IC 36-7-4-1335. Such fee payer, or other person or entity providing the infrastructure or improvement shall be given credit for the actual costs of planning, financing, and constructing such park and recreational infrastructure dedicated to the City. Such request for credit shall be presented prior to the issuance of the structural building permit. In the event the actual cost of such planning, financing, and construction do not equal the amount of the impact fee pursuant to the calculation

provided for in the scheduled set forth in Section 4 hereof, the remaining balance shall be due in accordance with the provisions stated hereafter. Credits against impact fees otherwise due shall be allowed pursuant to this Section for all infrastructure improvements constructed or furnished in accordance with Indiana Code 36-7-4-1313 and Indiana Code 36-7-4-1335 since January 1, 2021. In addition, a fee payer or other person or entity responsible for installing infrastructure or improvements may designate in writing a method of allocating its credits to future fee payers who may be successors in interest to the credits earned by the fee payer or others, as part of the certification provided for above. Any person or entity otherwise obligated to pay the fee established by this Ordinance whose property was totally or partially destroyed by fire, storm, or other casualty beyond his/her/its control, shall be exempt from said fee if he/she/it repairs or replaces the destroyed structure without creating a burden on infrastructure greater than the burden imposed by the destroyed infrastructure. In the event of such additional burden, the fee shall be calculated based only on the increased burden created by the structure.

6) Impact Fee Due Upon Issuance of Structural Building Permit. The impact fee imposed pursuant to the terms of this Ordinance shall be due and payable upon the issuance of a structural building permit by the City of Franklin. It is understood that the structural permit is synonymous with the term "structural building permit" as that term is used in Indiana Code 36-7-4-1323, in that the issuance of a structural building permit authorizes the applicant to commence construction activities, structural and otherwise. The entire fee which is calculated pursuant to the terms of this Ordinance shall be due at said time unless the amount of the fee calculation is greater than Five Thousand Dollars (\$5,000.00), in which cases an installment plan may be requested by the applicant in accordance with the terms set forth in Indiana Code 36-7-4-1324 (a) through (d). The Franklin Impact Fee Review Board shall establish specific rules consistent with said code provisions for installment payments. The interest rate on any installment plan or deferred payment shall be at the rate allowed on judgments established by Indiana Code, as from time to time amended and interest shall accrue only on the portion of the impact fee that is outstanding and does not begin to accrue until the date the structural building permit is issued for the development or part of the development on which the impact fee is imposed. The penalty for late payments, if any, shall be established at the discretion of the Impact Fee Review Board and in accordance with statute. If a fee payer requests, the amount of impact fee shall be assessed upon the voluntary submission of a development plan or upon the issuance of the structural building permit, whichever is earlier. For purposes of this section, "assessment" means the act of calculating the amount of the impact fee which shall be due. The City shall make such assessment within thirty (30) days of the date of such voluntary request or at the issuance of the structural building permit with or without a request.

7) Lien rights Established. Pursuant to Indiana Code 36-7-4-1325, the City acquires a lien against the real estate which is the subject of the impact fee. Upon adoption, this Ordinance shall be recorded, and, thereafter, it shall constitute constructive notice of the lien rights of the City of Franklin with respect to a parcel of real

estate which is the subject of an installment payment of an impact fee. The City, may, in its discretion, file a specific instrument setting forth its lien rights with respect to a parcel of real estate which is the subject of an installment payment of an impact fee, and such instrument shall constitute actual notice in addition to the constructive notice provided for by the recording of this Ordinance.

8) Form of Receipt. The Clerk-Treasurer shall issue a receipt for any and all impact fees collected, and the form of such receipt shall be as follows:

"Received of _____ (fee payer) _____, this ____ day of _____, the sum of \$ _____ in (full) (partial) satisfaction of Park and Recreation Impact Fees due pursuant to Franklin Common Council Ordinance No. 26-02 relating to improvements to be constructed on the real estate described on Exhibit A, attached hereto, made part hereof, and subject to lien rights in favor of the City of Franklin in the event of partial payment with payments remaining due. The remaining balance due (if any) is in the following amount: \$ _____. This impact fee is dedicated to the creation of the following infrastructure element in accordance with the Zone Improvement Plan: _____.

Clerk-Treasurer
City of Franklin, Indiana."

9) Appeals. Any fee payer who believes itself to be aggrieved by the calculation of the impact fee, may appeal from such calculation to the Franklin Impact Fee Review Board and the Franklin Impact Fee Review Board shall conduct a hearing with regard thereto. At such hearing, the fee payer shall bear the burden of going forward with the evidence and shall present evidence addressing either of the following propositions:

- (a) A fact assumption used in determining the amount of the impact fee is incorrect; or
- (b) The amount of the impact fee is greater than the amount allowed under Indiana Code 36-7-4-1320, 1321 and 1322

Upon conclusion of the hearing at which the matter is first presented, or at the conclusion of the hearing if the matter is continued, the Franklin Impact Review Board shall make a determination based upon the facts presented and may reverse, affirm, modify, or make such adjustments in the impact fee, as it believes are appropriate under the circumstances, if any, including establishing the amount of an impact fee, a credit, a refund, or any combination of fees, credits, or refunds.

The Franklin Impact Review Board shall provide a copy of its decision to the City, the Infrastructure Agency and the fee payer involved in the appeal within five (5) days after making its decision, and shall make written findings of fact to support its decision.

An Appeal under this Section must be filed not later than thirty (30) days after the issuance of the structural building permit. The appeal shall be initiated with the filing of a Petition for Review with the Franklin Clerk-Treasurer's office, together with a filing fee in the amount of One Hundred Dollars (\$100.00). The filing fee shall be refunded in full if:

- c) The Petition for Review is granted and the impact fee is eliminated, reduced or adjusted by the Franklin Impact Fee Review Board, by independent action of the City of Franklin, or by a court having jurisdiction; and
- d) The reviewing body determines that the amount of the fees, reductions, or credits were arbitrary or capricious.

The Petition for Review shall be in a form calculated to inform the Franklin Impact Fee Review Board of the nature of the complaint, the Parties to the action, and the relief requested. In addition, the petition shall describe the new development on which the impact fee has been assessed, all facts related to the assessment of the impact fee, and the reasons the petitioner believes that the amount of the impact fee assessed is erroneous or is greater than the amount allowed by the fee limitations set forth in the enabling statute. Subject to the provisions of this Ordinance, the City shall not deny the issuance of a structural building permit on the basis that the impact fee has not been paid, or condition issuance of the permit on the payment of the Impact Fee. If the Impact Fee totals One Thousand Dollars (\$1,000.00) or less, the City may require the fee payer to pay the impact fee or initiate an appeal under this section before the structural building permit is issued.

10) Establishment of Franklin Impact Fee Review Board Pursuant to Indiana Code 36-7-4-1338, the Common Council hereby establishes an Impact Fee Review Board, which shall consist of three (3) citizen members appointed by the Mayor and who shall qualify as follows: one (1) member shall be a real estate broker licensed in Indiana; one (1) member shall be an engineer licensed in Indiana; one (1) member shall be a certified public accountant. A Board member may not be a member of the Franklin Advisory Plan Commission.

- a) The term of office of the members of the Franklin Impact Fee Advisory Board shall commence from the date of their appointment and expire five (5) years from the date of appointment.
- b) At the expiration of the respective terms of each of the Board Members originally appointed, their respective successors shall be appointed in the same manner as the original appointee, and each such succeeding member shall serve for a term of five (5) years. Each member shall continue to serve until his/her successor is appointed and qualified.

- c) In the event any person appointed as a Board Member shall fail to qualify as provided within ten (10) days after the mailing to him/her of notice of his/her appointment, or if any member after qualifying shall die, resign, vacate office, or in the event a member is unable to hear a petition due to a conflict of interest, a new or temporary member shall be chosen to fill such vacancy in the same manner as provided for the member in respect to whom such vacancy occurred, and the member so chosen and appointed shall serve for the remainder of the vacated term in the event of death, resignation, or vacation of office, and in the event of a temporary replacement due to conflict of interest, the member shall serve for the period necessary to dispose of the petition giving rise to the conflict.
- d) Such board members shall receive no salaries but shall be entitled to reimbursement for any expenses necessarily incurred in the performance of their duties.
- e) The Board shall elect one of its members as President, one as Vice-President, each of which officers shall serve from the day of his/her election until the 31st day of January next following his/her election and until his successor is elected and qualified.
- f) The Board is authorized to adopt by-laws, rules, regulations and procedures as it may deem necessary for the proper conduct of its proceedings, and the carrying out of its duties. Meeting and hearings shall be held at such time as it may determine and upon such notice as it may fix, in accordance with the provisions of the by-laws, rules and regulations adopted and Indiana Law.
- g) A majority of the Board shall constitute a quorum and the concurrence of a majority shall be necessary to authorize any action.
- h) The Board shall conduct its review of the amount of impact fee assessed, the amount of a refund, and the amount of a credit using the procedures established in Indiana Code 36-7-4-1338(c).

11) Establishment of a Park and Recreation Infrastructure Improvement Fund.

There is hereby established the Park and Recreational Infrastructure Improvement Fund of the City of Franklin. This Fund shall be a non-reverting fund and shall receive any and all sums collected pursuant to this Ordinance to be utilized in connection with the purposes set forth herein. Said Fund shall consist initially of one account based upon the current existence of one Impact Zone and since this Ordinance is a replacement ordinance, the fund previously designated pursuant to Ordinance 15-15 shall be the designated fund for this Replacement Ordinance. In the event, and only in the event, that an additional Zone is created hereafter, a separate account shall be maintained for each separate Impact Zone established within the City of Franklin. Interest earned on the Fund or on any account within the Fund, shall be deposited and maintained within the Fund or the separate account.

The Franklin Clerk-Treasurer shall maintain records of the status of the Fund or any account which may be established therein, and shall make an annual report of said Fund and accounts which shall be available to the public in general, and fee payers, upon request, in particular. Pursuant to Indiana Code 36-7-4-1332(e), the Clerk-Treasurer is designated as the City official responsible for acting upon refund requests. In order to facilitate refunds when they may be due, the Clerk-Treasurer is directed to identify the purpose of any impact fee paid in order that a refund, if any, may be paid from the Fund or account into which the fee was originally deposited.

12) Infrastructure Agency and Use of Impact Fees Collected Pursuant to this Ordinance. For purposes of this Ordinance, and in accordance with Indiana Code 36-7-4-1317, the Franklin Parks and Recreation Board is designated the Infrastructure Agency. Any and all fees collected pursuant to the provisions of this Ordinance may be utilized for the following purposes only by the City of Franklin, acting by and through the Franklin Parks and Recreation Board, which, for the purposes of this Ordinance is identified as the "Infrastructure agency" contemplated by Indiana Code 36-7-4-1317:

- a) Providing funds to be utilized by the City of Franklin for the purpose of paying the capital costs of new park and recreational infrastructure that is necessary to serve the new development within the corporate limits of the City and that is identified in the Plan;
- b) An amount not to exceed Five Percent (5%) of the annual collections of the fee to be utilized for expenses incurred by the City for the consulting services used to establish this Ordinance;
- c) To pay any refund due pursuant to the terms of this Ordinance;
- d) To pay the debt service cost of an obligation issued to provide new park and recreational infrastructure described in subparagraph (a) above.

13) House Enrolled Act 1467. The Common Council specifically acknowledges the existence of a law adopted by the General Assembly of the State of Indiana which regulates the imposition of impact fee ordinances by municipal corporations within the State of Indiana. It is the intent of the City of Franklin to comply with such legislation, and this Ordinance shall be construed in all respects to be consistent with the Act. The substantive and procedural requirements of Indiana Code 36-7-4-1300 et seq. shall control in the event of conflicts, which are unintended by the Common Council.

14) Amendment and Review. The impact fee provided for herein is based upon data which, in large part, is subject to inflation and other economic and market forces

over which the City of Franklin has no control. The Common Council may, not less than once each year, cause a review to be made by City staff or consultants as may be required, to determine the continuing validity of the Impact Fee, the Impact Fee Zone, and the Zone Improvement Plan. The Common Council shall consider and adopt such amendments as are necessary to cause a substantive compliance with the rational nexus test to continue, to insure that procedural due process is maintained or enhanced and to insure that this Ordinance meets the requirements of the Indiana Code 36-7-4-1300 series. To the extent required by the facts and circumstances, this process shall include the steps necessary to update the Zone Improvement Plan and the Comprehensive Plan.

- 15) **Duration and Effective Date.** This Ordinance shall be in full force and effect six (6) months after its passage, approval and publication according to law, and will remain in force upon its effective date. Pursuant to Indiana Code 36-7-4-1340 this Ordinance shall replace in full Ordinance 20-14 extending the Equitable Impact Fee for the purpose of planning and financing Park and Infrastructure to serve new development in the City of Franklin, and shall remain in full force and effect until repealed, replaced or otherwise expires in accordance with law.

Introduced and Filed on the 5th day of January, 2026.

DULY PASSED on this 21st day of January, 2026 by the Common Council of the City of Franklin, Johnson County, Indiana, having been passed by a vote 7 in Favor and 0 Opposed.

City of Franklin, Indiana, By its Common Council:

Voting Affirmative:


Kenneth Austin, President


Anne McGuinness


Irene Nalley


Jennifer Price


Jennifer Price

Voting Opposed:

Kenneth Austin, President

Anne McGuinness

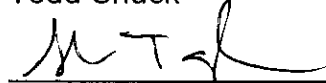
Irene Nalley

Jennifer Price

Josh Prine



Todd Shuck



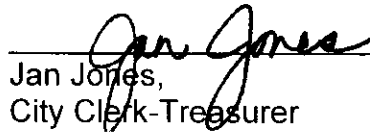
Shawn Taylor

Josh Prine

Todd Shuck

Shawn Taylor

Attest:



Jan Jones,
City Clerk-Treasurer

Presented by me to the Mayor of the City of Franklin for his approval or veto pursuant to Indiana Code 36-4-6-15, 16, this 21st day of January, 2026 at 6:05 o'clock p.m.



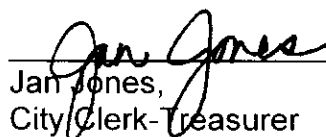
Jan Jones, City Clerk-Treasurer

This Ordinance having been passed by the legislative body and presented to me [Approved by me and duly adopted, pursuant to Indiana Code 36-4-6-16(a)(1)] [Vetoed, pursuant to Indiana Code 36-4-6-16(a)(2)], this 21st day of January, 2026 at 6:05 o'clock a.m./p.m.



Stephen Barnett, Mayor

Attest:



Jan Jones,
City Clerk-Treasurer

