



# Lake County Forest Preserves

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**DATE:** June 6, 2022  
(Revised after June 6, 2022 Joint Committee Meeting)

**MEMO TO:** Jessica Vealitzek, Chair  
Operations Committee

Terry Wilke, Chair  
Planning Committee

Julie Simpson, Chair  
Finance Committee

**FROM:** Alex Ty Kovach  
Executive Director

**Agenda Item#** 10.2

**RECOMMENDATION:** Recommend Approval of an Ordinance Approving the 10-year Capital Improvement Plan (CIP) for the 2023 fiscal year budget, amending the Budget and CIP for the 2022 fiscal year, and designating surplus debt service funds for capital improvements.

**STRATEGIC DIRECTIONS SUPPORTED:** Public Access and Connections; Conservation; Leadership; Organizational Sustainability; Communication, Education and Outreach.

**FINANCIAL DATA:** As noted in Background (below) and on attached spreadsheet.

**BACKGROUND:** The Ordinance and CIP attached received a positive recommendation from the Finance Committee. It differs from the version of the Ordinance and CIP that received positive recommendations from the Operations Committee and Planning Committee in one regard: the Finance Committee’s version removed the Countryside Golf Course – Net Zero Electric Cart Storage Facility project from the CIP and placed it on the list of Unfunded Capital Improvement projects. Under the Districts Rules of Order, if Committees recommend conflicting versions of an ordinance or resolution, the version recommended by the Finance Committee is the version that is posted to the agenda for the Board of Commissioners meeting.

As part of the annual budget process, staff is requesting that all three Committees, at the June 6<sup>th</sup> Joint Committee meeting, review and comment on the 10-year CIP for fiscal year 2023 and the list of potential unfunded capital improvement projects, and recommend approval of the CIP. Under the District’s budget process, the Board approves an updated 10-year CIP, prior to its review and approval of the District’s overall budget.

In addition, due to higher than expected bids and current economic conditions, which increased the actual costs of certain capital projects, staff recommends that the Budget and CIP for fiscal year 2022 be amended to include the new funding requested below for the Ryerson Education Improvements and the Duck Farm Dog Exercise Area Accessibility Improvements.

The staff-recommended adjustments to the 2023 CIP (compared to the 2022 CIP) fall into two categories: 1) adjustments to existing funded projects on the CIP, and 2) new projects recommended to be funded or added to the CIP.

Adjustments to existing funded projects on the CIP are as follows. Reductions in CIP amounts are in parentheses, and increases in CIP amounts are identified with a “+” sign:

- 1) Adlai E. Stevenson Home – Renovations - +\$1,100,000.00. In 2014, the Stevenson Home was designated a National Historic Landmark and the estate was designated an Illinois Historic Site and listed on the National Register of Historic Places. Currently, the former Adlai E. Stevenson Home and associated buildings are over 80 years old and have reached a point where significant exterior renovations are required to adequately preserve the home and adjacent service building. After a letter was sent to the Lake County General Assembly delegation, funding in the amount of \$1.1 million was approved in the State of Illinois Budget through the Department of Commerce and Economic Opportunity. The project budget requires an adjustment to account for this additional funding from the State. The completion of the exterior renovations will result in a reduction in the annual operating costs.
- 2) Middlefork Savanna Trail Connection - (\$314,517.00). This project involved a cooperative relationship with the City of Lake Forest, Lake Forest Openlands and private donors to construct a bridge over the Metra Railway allowing for the safe extension of a trail to Townline Community Park and the larger effort to connect Middlefork Savanna Forest Preserve and the Middlefork Trail and Greenway to the Des Plaines River Trail at MacArthur Woods Forest Preserve. The project was completed in the fall of 2017 and was recently closed out by IDOT with a budget surplus. The budget can be reduced and closed. This change will not impact annual operating costs.
- 3) Grassy Lake Improvements (Hurd Property) – (\$44,644.00). Construction for the trails, overlooks, restroom, parking lot and Phase I of the restoration of the preserve began in 2014 with the public access completed in 2015. Phase II habitat restoration continued through 2021. Due to favorable bidding and good project management, the project budget can be reduced and closed out. This change will not impact annual operating costs.
- 4) Buffalo Creek-LCDOT Mitigation Bank Trail - (\$15,000.00). The District and the Lake County Division of Transportation (LCDOT) executed an IGA that allowed LCDOT to design and construct a wetland mitigation bank within the western portion of Buffalo Creek Forest Preserve. In addition to the 65 acres of restoration, 1.1 miles of new trails were constructed as part of the project. The project was completed in 2019 and the budget can be reduced and closed. This change will not impact annual operating costs.
- 5) Lakewood Master Plan-Phase I - +\$1,418,155.00. In January, 2020, the Board approved a comprehensive Master Plan for Lakewood Forest Preserve that identified significant improvements to the trails, picnic areas, roads, parking, utilities and other site work that will help to lower the long-term operating costs of the Preserve. The Board approved a budget and authorized implementation of Phase I of the Master Plan improvements. Due to current economic conditions and recent bidding results, additional funding is needed to complete Phase I as authorized by the Board. It is recommended that the fund balance be reduced for the general fund and cost savings from existing completed projects be used to increase the project budget by \$1,418,155.00. When complete, this project will result in an overall reduction in the annual operating costs.
- 6) Fort Sheridan – USACE GLFER Restoration - +\$70,000.00. The Great Lakes Fishery and Ecosystem Restoration (GLFER) is a US Army Corps of Engineers (USACE) program to restore ecosystems and fish habitats across the Great Lakes Watershed. The District is partnering with

the USACE, Lake Forest Openlands, City of Lake Forest and Openlands to restore and enhance Fort Sheridan's coastal habitat including the ravines, bluffs and shoreline. Additional funds are needed for the on-going management of the restored areas. This change will not impact the annual operating costs.

- 7) Dutch Gap ACOE 206 Restoration - +\$1,200,000.00 and Surplus Debt Service Transfer (\$1,340,000.00). In 2019 the District began discussions with the US Army Corps of Engineers (USACE) on a potential wetland project at Dutch Gap Forest Preserve. The USACE received Congressional approval for implementation of a project at Dutch Gap identified in the Upper Des Plaines River Flood Reduction Study and is funding it through their Aquatic Ecosystem Restoration Program (Section 206). The project will restore the natural hydrology of North Mill Creek, the drained farmland wetlands, and native plant communities of marsh, wet meadow, wet prairie, mesic and mesic/dry oak savanna within the Dutch Gap Aquatic Complex. Restoration of the North Mill Creek channel will include the re-meandering of the stream and establishment of additional floodplain terrace areas. Once agricultural practices cease, the hydrology and geomorphology will be naturalized allowing for the restoration and establishment of native plant and animal species over the 785-acre site. The District funded a feasibility study in 2020/21 and it was determined that our LERRD values (i.e., the value of "lands, easements, rights-of-way, relocation, and disposals areas" contributed by the District) would not cover all of the required local matching funds. The total project cost is estimated to be \$15 million with the District's match to be \$5 million. The LERRD value of the land (estimated to be \$3.8 million) is counted towards the District's match, leaving the District short by \$1.2 million.

In 2021, the District refinanced three outstanding bond issues (2010A, 2010B & 2013). In addition, the 2007 bond issue was paid in full in December 2020. The debt service funds for these bonds have a remaining aggregate balance of \$1.354 million after completion of these transactions. Staff recommends the allocation of \$1.2 million of these funds to complete the District's local match needed to fund the USACE restoration project and requests that \$1.2 million be transferred from the Debt Service fund to the Land Development Levy Fund for such local match purposes. Staff recommends that the remaining \$154,000 of Debt Service Funds be transferred to the Future Grant Matching Funds CIP line item in the Special Projects Fund and be used as matching dollars for future grants or fundraising opportunities.

Projects recommended to be funded or added to the 2023 CIP:

- 1) Grainger Woods Wetland Restoration +\$135,000.00. The Lake County Stormwater Management Commission (SMC) recently issued a call for potential projects that could be funded under SMC's Wetland Restoration Fund. The District submitted the Grainger Woods wetland restoration project for potential funding which was selected for further evaluation. Funding is needed to prepare the project for SMC approval including the completion of a hydrological analysis and wetland delineation. Estimated annual management costs is \$30,000.00.
- 2) Grainger Woods Restoration +\$500,000 (2027) The Grainger Foundation donated \$500,000 to the Preservation Foundation to complete the restoration of Grainger Woods Forest Preserve. This includes 44 acres at the corner of Route 60 and Saint Mary's Road, which is currently under an equestrian facility license agreement, set to conclude in March 2027. By mutual agreement with the licensee, this agreement will not be extended. District staff recommends that the property not be made available to a new licensee. Funds will support a drain tile investigation, soil survey,

and hydrologic study of the entire preserve. When the license agreement is concluded, remaining funds will support restoration, such as clearing any remaining invasive trees and shrubs, possible site work such as berm building, and replanting with native seeds, shrubs, and trees.

As stated above, staff also recommends that the Budget and CIP for the fiscal year 2022 be amended as follows:

- 1) Ryerson Education Improvements (Phase I) - + \$1,020,350.00. Edward L. Ryerson Conservation Area has been a center of environmental education programming and public engagement for the District since the area became a forest preserve in 1972. The new education facility will replace and expand the education programming currently being offered at two existing log cabins which have reached the end of their useable life and do not comply with the current accessibility codes. Due to the current economic conditions, the bids recently received for Phase I construction of the new facility came in significantly over the estimates. To offset the higher than expected bids, additional funding is required to move the project forward. The following additional revenue sources have been identified: (i) additional funding was received from the Illinois Clean Energy Community Foundation (ICECF) in the amount of \$12,866.00, (ii) a donation was received from Medline in the amount of \$50,000.00, (iii) a private donation was received in the amount of \$200,000.00, and (iv) transfers from the following funds, if approved by the Board: (a) transfer of funds from the grant matching fund as an ICECF match in the amount of \$264,391.00, (b) transfer of funds from the Capital Facility Improvement Fund in the amount of \$350,000.00, (c) transfer of funds from the pavement replacement fund in the amount of \$100,000.00 and (d) transfer of funds from the accessibility improvement fund in the amount of \$43,093.00. Collectively, these additional revenue sources will provide an additional \$1,020,350.00 of needed funding to complete the project. It is anticipated that the new environmental education facility will achieve net-zero or net-positive energy performance, setting the example for energy efficient design within the region and for future District infrastructure projects. This project will reduce the District's overall annual operating costs.
- 2) Duck Farm Dog Exercise Area Accessibility - +\$55,000.00. In 2018, an evaluation was completed of all District facilities, preserves, programs and communications to determine the necessary improvements required to enhance compliance with the Americans with Disabilities Act and the Illinois Accessibility Code. Consistent with this evaluation, accessibility improvements are recommended, including a new entrance gate system, fencing, and accessible surfacing to the drinking fountain, restroom and seating area. Due to current economic conditions and recent bidding results, additional funding is needed to complete these improvements. This change will not impact annual operating costs.

**REVIEW BY OTHERS:** Chief Operations Officer, Director of Finance, Director of Planning and Land Preservation, Director of Natural Resources, Corporate Counsel.

STATE OF ILLINOIS )  
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COUNTY OF LAKE )

**BOARD OF COMMISSIONERS  
LAKE COUNTY FOREST PRESERVE DISTRICT  
REGULAR JUNE MEETING  
JUNE 14, 2022**

**MISTER PRESIDENT AND MEMBERS OF THE BOARD OF COMMISSIONERS:**

Your **OPERATIONS COMMITTEE**, **PLANNING COMMITTEE** and **FINANCE COMMITTEE** present herewith “An Ordinance Approving the 10-Year Capital Improvement Plan for the 2023 Fiscal Year Budget, Amending the Budget and 10-Year Capital Improvement Plan for Fiscal Year 2022, and Transferring Surplus Debt Service Funds,” and request its approval.

**OPERATIONS COMMITTEE**

Date: 6-6-2022  Roll Call Vote: Ayes: \_\_\_ Nays: \_\_\_  
 Voice Vote Majority Ayes; Nays: 0

**PLANNING COMMITTEE:**

Date: 6-6-2022  Roll Call Vote: Ayes: \_\_\_ Nays: \_\_\_  
 Voice Vote Majority Ayes; Nays: 0

**FINANCE COMMITTEE**

Date: 6-6-2022  Roll Call Vote: Ayes: \_\_\_ Nays: \_\_\_  
 Voice Vote Majority Ayes; Nays: 0

The attached Ordinance received a positive recommendation from the Finance Committee. It is different than the ordinance that received a positive recommendation from the Operations and Planning Committees. Under Rule III.J.2 of the District’s Rules of Order and Operational Procedures, if two Committees recommend non-identical versions of an ordinance or resolution, the version recommended by the Finance Committee is the version that is posted to the agenda for the Board of Commissioners meeting.

**LAKE COUNTY FOREST PRESERVE DISTRICT  
LAKE COUNTY, ILLINOIS**

**AN ORDINANCE APPROVING THE 10-YEAR CAPITAL IMPROVEMENT PLAN  
FOR THE 2023 FISCAL YEAR BUDGET, AMENDING THE BUDGET AND  
10-YEAR CAPITAL IMPROVEMENT PLAN FOR FISCAL YEAR 2022,  
AND TRANSFERRING SURPLUS DEBT SERVICE FUNDS**

**WHEREAS**, pursuant to the Rules of Order and Operational Procedures of the Lake County Forest Preserve District (the “District”), the District’s Finance Committee is responsible for recommending budget and appropriations ordinances to the District’s Board of Commissioners; and

**WHEREAS**, the District’s Standing Committees have reviewed and recommend approval of the prioritized 10-Year Capital Improvement Plan attached hereto (the “2023 CIP”), which includes a list of capital improvement projects (the “CIP Projects”); and

**WHEREAS**, the CIP Projects meet the criteria for public access and connections, conservation, leadership, organizational sustainability, communication, education and outreach; and

**WHEREAS**, the 2023 CIP will provide an important and useful planning guide for the preparation and approval of the District’s annual budget ordinance; and

**WHEREAS**, on June 8, 2021, the District’s Board of Commissioners (the “Board”), by resolution, approved the District’s 10-Year Capital Improvement Plan for the 2022 Fiscal Year Budget (the “2022 CIP”) and, on October 12, 2021, the Board, by ordinance, approved the District’s 2022 Fiscal Year Budget, incorporating the 2022 CIP (the “2022 Budget”); and

**WHEREAS**, it is in the best interest of the District to amend the 2022 Budget and the 2022 CIP to authorize, in fiscal year 2022 (i) the expenditure of an additional amount not to exceed \$1,020,350.00 for the construction of the Education Improvements at the Edward L. Ryerson Conservation Area, (ii) the expenditure of an additional amount not to exceed \$55,000.00 for the construction of the Dog Exercise Accessibility Improvements at the Duck Farm Forest Preserve, and

**WHEREAS**, the District has paid in full the final principal and interest on the Series 2007A, 2010A, 2010B, and 2013 General Obligation Bonds ; and

**WHEREAS**, the debt service funds for the District's General Obligation Bonds listed above have an aggregate surplus of approximately \$1,354,000.00 from the annual tax levies and interest earned thereon (the “Surplus Debt Service Funds”); and

**WHEREAS**, the Surplus Debt Service Funds resulted from the District acting in good faith to match its debt service needs with the taxes levied and the Surplus Debt Service Fund balance is small relative to the overall size of the levies; and

**WHEREAS**, pursuant to Section 23 of the Downstate Forest Preserve District Act, 70 ILCS 805/23, the District has the power to transfer the interest earned from any moneys of the District

into the respective funds of the District that are most in need of the interest income, as determined by the Board; and

**WHEREAS**, it is in the best interest of the District to (i) transfer \$1,200,000.00 of the Surplus Debt Service Funds from the Debt Service Fund to the Land Development Levy Fund for the purpose of completing the local match requirement for the Army Corps of Engineers proposed \$15,000,000.00 wetland restoration project at Dutch Gap Forest Preserve and (ii) transfer \$154,000 of the Surplus Debt Service Funds from the Debt Service Fund to the Future Grant Matching Funds CIP line item in the Special Projects Fund so that such funds may be used as matching local shares for future grants or fundraising opportunities for future projects (collectively, the “Surplus Debt Service Funds Transfer”);

**NOW, THEREFORE, BE IT ORDAINED** by the Board of Commissioners of the Lake County Forest Preserve District, Lake County, Illinois **THAT**:

**Section 1: Recitals.** The recitals set forth above are incorporated as a part of this Ordinance by this reference.

**Section 2: Approval of 2023 CIP.** The 2023 CIP is hereby approved in the form attached hereto. The Board, Standing Committees, and staff shall use the 2023 CIP as a planning guide for the preparation and approval of the District’s annual budget ordinance.

**Section 3: Amendment of 2022 CIP.** The CIP is hereby amended by:

(i) for the “Ryerson Education Improvements” project (a) at page 210 of the 2022 Budget, amending the project line under “Public Access/Misc. Projects” called “Ryerson Education Improvements”, adding \$1,020,350.00 to the line under column titled “Other Funds” and (b) at page 212 of the 2022 Budget, adding \$1,020,350.00 to the same project line under line item “General & Other Funds”, under the section titled “Source of Funds”, in the column titled “New Funding 2022” and

(ii) for the “Duck Farm Dog Exercise Area Accessibility” project (a) at page 210 of the 2022 Budget, amending the project line under “Public Access/Misc. projects” called “Duck Farm Dog Exercise Area Accessibility”, adding \$55,000.00 to the line under column titled “General Fund” and (b) at page 212 of the 2022 Budget, adding \$55,000.00 to the same project line under line item “General & Other Funds”, under section titled “Source of Funds”, in column titled “New Funding 2022”.

The Executive Director or his designee is hereby authorized and directed to make any further amendments to the 2022 CIP necessary or appropriate to reflect the amendments provided in this Section 3.

**Section 4: Transfer of Surplus Debt Service Funds.** The Surplus Debt Service Funds Transfer is hereby approved. The Executive Director or his designee is hereby authorized and directed to (i) make any further amendments to the 2023 CIP to reflect the same and (ii) prepare (for the Board’s further review) the 2023 Budget and the District’s 2023 appropriations ordinance (the “2023 Appropriations Ordinance”) to reflect the same and, specifically, to cause the Surplus Debt Service Funds to be appropriated in the 2023 Appropriations Ordinance in a manner consistent with the Surplus Debt Service Funds Transfer.



**Section 5: Amendment of 2022 Budget.** The Executive Director or his designee is hereby authorized and directed to make any further amendments to the 2022 Budget necessary or appropriate to reflect the amendments and transfers provided for in Sections 3 and 4 of this Ordinance.

**Section 6: Effective Date.** This Ordinance shall be in full force and effect from and after its passage and approval in the manner provided by law.

PASSED this \_\_\_\_\_ day of \_\_\_\_\_, 2022

AYES:

NAYS:

APPROVED this \_\_\_\_\_ day of \_\_\_\_\_, 2022

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Angelo D. Kyle, President  
Lake County Forest Preserve District

ATTEST:

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Julie Gragnani, Secretary  
Lake County Forest Preserve District

Exhibit No. \_\_\_\_\_



