

AGENDA ITEM SUMMARY SHEET
VILLAGE COUNCIL MEETING
June 27, 2018

Agenda Item:

First Reading of Ordinance 2018-10 – Park Impact Fees

Description:

A countywide study was recently completed by Lee County's consultant, Duncan Associates. The study identified updated fees for community and regional parks.

Regional and community park fees are collected by the Village and used for Village purposes. The Council needs to take action on the recent study. At a workshop on May 23, the Council requested an ordinance be brought forward with the fees at the 100% rate. The staff has prepared an ordinance with the updated fees from the study. The main components of the ordinance are:

- Updated fees
- Regional and community parks are combined into one park fee, similar to recent action by Bonita Springs
- Establishment of one Villagewide impact fee district
- The effective date for fee increases is 90 days. Ninety days from the second reading (July 11th) would be October 9th

Recommended Action:

Pass first reading of Ordinance 2018-10.

Financial Impacts:

Revenue will increase, but is dependent on the number and type of permits. Only certain land use types are required to pay park impact fees.

Attachment:

1. Ordinance 2018-10
2. Park Impact Fee Study for Lee County, Florida, dated January 2018, by Duncan Associates

ATTACHMENT 1

VILLAGE OF ESTERO, FLORIDA

ORDINANCE NO. 2018 - 10

AN ORDINANCE OF THE VILLAGE COUNCIL OF THE VILLAGE OF ESTERO, FLORIDA, AMENDING THE TRANSITIONAL LAND DEVELOPMENT CODE, CHAPTER 2, ARTICLE VI, IMPACT FEES, DIVISIONS 3 AND 4, REGIONAL AND COMMUNITY PARKS IMPACT FEES, BY AMENDING SECTIONS 2-306 AND 2-346 COMPUTATION OF AMOUNT, AND REVISING THE PARKS IMPACT FEE SCHEDULE TO UPDATE THE CALCULATIONS OF THE FULL COSTS; COMBINING REGIONAL AND COMMUNITY PARKS INTO A UNIFIED PARKS IMPACT FEE; AMENDING SECTIONS 2-308 AND 2-348 BENEFIT DISTRICT ESTABLISHED; PROVIDING FOR CONFLICT; PROVIDING FOR SEVERABILITY; AND PROVIDING AN EFFECTIVE DATE.

WHEREAS, Section 163.31801, Florida Statutes “The Florida Impact Fee Act” (the “Act”) finds that impact fees are an important source of revenue for a local government to use in funding the infrastructure necessitated by new growth and further finds that impact fees are an outgrowth of the home rule power of local governments to provide certain services within its jurisdiction; and

WHEREAS, Policy 2.3.2. of the Village of Estero Transitional Comprehensive Plan (“Comprehensive Plan”) provides that the cost for the provision and expansion of services and facilities that benefit new development will be borne primarily by those who benefit and that such funding may include impact fees; and

WHEREAS, Comprehensive Plan Policy 95.3.1. states that impact fees will be set to capture a substantial portion of the full and real cost of the designated facility, and will be reviewed and updated regularly; and

WHEREAS, LDC Chapter 2, Article VI, establishes impact fee base rates and regulations applicable to new development for Roads, Parks, Fire and Emergency Medical Services and Schools; and

WHEREAS, Florida Statutes Section 163.31801 provides that the calculation of the impact fee shall be based on the most recent and localized data; and

WHEREAS, the study provided by Duncan Associates, entitled “Park Impact Fee Study for Lee County, Florida”, dated January 2018, which includes data from Estero and other relevant recent county data, forms the basis of the proposed amendments herein and the findings of such report are hereby adopted by the Council; and

47 **WHEREAS**, the Duncan Associates study findings and revised fee schedule relies on
48 the use of a sophisticated methodology to determine the impacts of development in an effort
49 to establish an appropriate level of impact fees based on most recent localized data; and
50

51 **WHEREAS**, the Planning and Zoning Board, acting as the Local Planning Agency,
52 reviewed the proposed amendments on June 19, 2018 and found them consistent with the
53 Comprehensive Plan.
54

55 **NOW, THEREFORE**, be it ordained by the Village Council of the Village of Estero,
56 Florida:
57

58 **Section 1. Recitals Adopted.**
59

60 That each of the above stated recitals is hereby adopted and confirmed as being true,
61 and the same are hereby incorporated as a part of this Ordinance.
62

63 **Section 2. Amendment to LDC Chapter 2, Article IV.**
64

65 **Sec. 2-306. – Computation of Amount.**
66

67 (a) At the option of the feepayer, the amount of the parks impact fee may be determined
68 by the schedule set forth in this subsection. The reference in the schedule to mobile
69 home/RV park site refers to the number of mobile home or recreational vehicle sites
70 permitted by the applicable final development order.

REGIONAL PARK IMPACT FEE SCHEDULE

Land Use Type	Unit	Regional Parks Impact Fee
Residential		
Single family residence	Dwelling Unit	\$683
Multiple family building, duplex, townhouse, two family attached	Dwelling Unit	\$508
Mobile home/not in mobile home park		\$683
Timeshare	Dwelling Unit	\$508
Hotel/Motel	Room/unit	\$318
Mobile home/RV park site	Pad/Park site	\$474

71 **Sec. 2-308 – Benefit district established.**
72

73 For purposes of this division, there is hereby established a single ~~countywide regional~~
74 Villagewide parks impact fee benefit district.
75
76

77 **Sec. 2-346 – Computation of Amount.**

78

79 (a) At the option of the feepayer, the amount of the parks impact fee may be determined
 80 by the schedule set forth in this subsection. The reference in the schedule to mobile
 81 home/RV park site refers to the number of mobile home or recreational vehicle sites
 82 permitted by the applicable final development order.

COMMUNITY PARK IMPACT FEE SCHEDULE

Land Use Type	Unit	Community Parks Impact Fee
Residential		
Single-family residence	Dwelling Unit	\$780
Multiple-family building, duplex, townhouse, two-family attached	Dwelling Unit	\$581
Mobile home/not in mobile home park		\$780
Timeshare	Dwelling Unit	\$581
Hotel/Motel	Room/unit	\$363
Mobile Home/RV Park site	Pad/park site	\$541

PARK IMPACT FEES

Land Use Type	Unit	Impact Fee (Sum of Regional and Community Parks)
Single-family residence	Dwelling Unit	\$1,535
Multiple-family building, duplex, townhouse, two-family attached, timeshare	Dwelling Unit	\$1,162
Hotel/Motel	Room/unit	\$734
Mobile Home/RV Park site	Pad/park site	\$1,125

Note: Mobile home not in mobile home park is assessed the same as a single-family home

83 **Sec 2-348 – Benefit districts established.**

84

85 There are hereby established five community parks impact fee benefit districts as
 86 shown in Appendix L. Subdistricts may be created by interlocal agreement.

87

88

89 **Section 3. Permit Submittal and Issuance.**

90
91 Permits submitted on or before the close of business on October 8, 2018 must be issued
92 within 3 months in order to realize the rate in effect at the time of the submittal. Permits
93 not issued within 3 months shall be assessed impact fees applicable at the time of permit
94 issuance.

95
96 **Section 4. Conflicts of Law.**

97
98 Whenever the requirements or provisions of this Ordinance are in conflict with the
99 requirements or provisions of any other lawfully adopted Village ordinance or state
100 statute, the most restrictive requirements will apply.

101
102 **Section 5. Severability.**

103
104 If any section, subsection, clause or provision of this ordinance is deemed invalid or
105 unconstitutional by a court of competent jurisdiction, the remainder shall not be
106 affected by such invalidity.

107
108 **Section 6. Effective Date.**

109
110 This ordinance will take effect immediately upon adoption. All increases in impact fee
111 rates will become effective 90 days after adoption of this Ordinance (October 9, 2018).
112 Reductions in impact fee rates will become effective on the effective date of this
113 Ordinance.

114
115 **PASSED** on first reading this 27th day of June, 2018.

116
117 **PASSED AND ADOPTED BY THE VILLAGE COUNCIL** of the Village of Estero,
118 Florida this ___ day of _____, 2018.

119
120 Attest:

VILLAGE OF ESTERO, FLORIDA

121
122 By: _____
123 Kathy Hall, MMC, Village Clerk

By: _____
 James R. Boesch, Mayor

124
125
126 Reviewed for legal sufficiency:

127
128
129 By: _____
130 Nancy Stroud, Esq., Village Land Use Attorney

	Vote:	AYE	NAY
134	Vote:		
135	Mayor Boesch	_____	_____
136	Vice Mayor Ribble	_____	_____
137	Councilmember Batos	_____	_____
138	Councilmember Errington	_____	_____
139	Councilmember Levitan	_____	_____
140	Councilmember McLain	_____	_____
141	Councilmember Wilson	_____	_____



Park Impact Fee Study for Lee County, Florida

prepared by

Duncan Associates

January 2018

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cover photo from Lee County Parks and Recreation Department

prepared by Duncan Associates
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EXECUTIVE SUMMARY

Lee County operates and maintains a wide variety of parks and recreational facilities for the benefit of residents and visitors to the county. The County has charged park impact fees since 1985 to ensure that new development contributes to the cost of capital improvements needed to maintain existing levels of service for parks and recreation facilities.

This study was commissioned by Lee County to update the community and regional park impact fee calculations. The purpose of this study is to determine the share of the capital costs of new park facilities that can be assessed to new development through park impact fees.

The current community and regional park impact fee schedules are based on a study prepared in 2012.¹ The fees were adopted at slightly reduced percentages (98% for community parks and 96% for regional parks) to avoid any increases from the fees that were in place based on a 2005 study.² In 2013, the County Commission approved an ordinance temporarily setting the collection rate at 20% of the adopted amount for two years, followed by a subsequent three-year 45% collection rate that is set to expire on March 16, 2018.

The updated community and regional park impact fees are compared with the fees calculated in the 2012 study in Table 1. The updated community park fees are somewhat higher than the fees calculated in 2012. The updated regional park fees are lower than the 2012 study fees, primarily due to lower costs per acre for large regional park sites. The updated combined community and regional park fees are slightly higher than the 2012 study.

Table 1. Comparison of Current and Updated Park Fees

Land Use	Unit	2012 Study	2018 Study	Change	Percent Change
Community Park Fees					
Single-Family Detached	Dwelling	\$793	\$884	\$91	11%
Multi-Family/Timeshare	Dwelling	\$590	\$669	\$79	13%
Mobile Home/RV Park	Pad	\$550	\$648	\$98	18%
Hotel/Motel	Room	\$369	\$423	\$54	15%
Regional Park Fees					
Single-Family Detached	Dwelling	\$713	\$651	-\$62	-9%
Multi-Family/Timeshare	Dwelling	\$530	\$493	-\$37	-7%
Mobile Home/RV Park	Pad	\$495	\$477	-\$18	-4%
Hotel/Motel	Room	\$332	\$311	-\$21	-6%
Total Park Fees					
Single-Family Detached	Dwelling	\$1,506	\$1,535	\$29	2%
Multi-Family/Timeshare	Dwelling	\$1,120	\$1,162	\$42	4%
Mobile Home/RV Park	Pad	\$1,045	\$1,125	\$80	8%
Hotel/Motel	Room	\$701	\$734	\$33	5%

Source: 2012 study fees from Duncan Associates, *Park Impact Fee Update*, February 2012; updated fees from Table 17.

¹ Duncan Associates, *Park Impact Fee Update*, February 2012

² Duncan Associates, *Addendum to Park and Fire/EMS Impact Fee Studies*, April 2012

In addition to updating the County’s community and regional park impact fees, this study also calculates a separate community park fee for the City of Fort Myers. The City has been collecting community park impact fees since February 2013. The City’s updated community park fees are slightly higher than the County’s.

LEGAL FRAMEWORK

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

Since impact fees were pioneered in states like Florida that lacked specific enabling legislation, such fees have been defended as a legal exercise of local government’s broad “police power” to regulate land development in order to protect the health, safety and welfare of the community. The courts have developed guidelines for constitutionally valid impact fees, based on “rational nexus” standards.³ The standards set by court cases generally require that an impact fee meet a two-part test:

- 1) The fees must be proportional to the need for new facilities created by new development, and
- 2) The expenditure of impact fee revenues must provide benefit to the fee-paying development.

A Florida district court of appeals described the dual rational nexus test in 1983. This language was later quoted and followed by the Florida Supreme Court in the 1991 St. Johns County decision:

In order to satisfy these requirements, the local government must demonstrate a reasonable connection, or rational nexus, between the need for additional capital facilities and the growth in population generated by the subdivision. In addition, the government must show a reasonable connection, or rational nexus, between the expenditures of the funds collected and the benefits accruing to the subdivision. In order to satisfy this latter requirement, the ordinance must specifically earmark the funds collected for use in acquiring capital facilities to benefit the new residents.⁴

The Need Test

The first prong of the dual rational nexus test requires that new development creates the need for additional parks and recreational facilities, and that the fees assessed against that development are proportional to the need for additional facilities. The *Lee Plan* establishes the County’s commitment to specified levels of service for park facilities (see section of this report on Service Units). The county’s growing population creates demands for new park facilities to maintain levels of service. The

³ There are six major Florida cases that have guided the development of impact fees in the state: *Contractors and Builders Association of Pinellas County v. City of Dunedin*, 329 So.2d 314 (Fla. 1976); *Hollywood, Inc. v. Broward County*, 431 So.2d 606 (Fla. 1976); *Home Builders and Contractors Association of Palm Beach County, Inc. v. Board of County Commissioners of Palm Beach County*, 446 So.2d 140 (Fla. 4th DCA 1983); *Seminole County v. City of Casselberry*, 541 So.2d 666 (Fla. 5th DCA 1989); *City of Ormond Beach v. County of Volusia*, 535 So.2d 302 (Fla. 5th DCA 1988); and *St. Johns County v. Northeast Florida Builders Association*, 583 So. 2d 635, 637 (Fla. 1991).

⁴ *Hollywood, Inc. v. Broward County*, 431 So. 2d 606, 611-12 (Fla. 4th DCA), review denied, 440 So. 2d 352 (Fla. 1983), quoted and followed in *St. Johns County v. Northeast Florida Builders Ass'n*, 583 So. 2d 635, 637 (Fla. 1991).

permanent, year-round population of the county grew 32 percent during the 1990s, and, despite the housing crisis of the late 2000s, grew even more rapidly during the last decade. During the first six years of this decade, growth has slowed, increasing only 10% since 2010 (see Table 2). The number of new residents added per year since 2010 was less than during the last decade, but about the same as in the 1990s.

Community parks serve only the unincorporated area. The population of the unincorporated area declined slightly since 2010 due the incorporation of the Village of Estero in 2015. However, most of the growth in Estero over the last six years occurred when it was unincorporated. Even with Estero, however, recent growth in the unincorporated area was slower than in the municipalities. This is a change from the 2000s, when the incorporated and unincorporated areas grew at about the same rate. When areas incorporate or are annexed, the County typically turns over any community parks serving the area to the municipality. Consequently, the developments that paid fees continue to be served by the parks funded in part from those fees.

Table 2. Population Growth, 1990-2016

Jurisdiction	1990	2000	2010	2016	% Increase 2000-2016
Fort Myers	45,206	48,208	62,298	76,108	22.2%
Cape Coral	74,991	102,286	154,305	170,474	10.5%
Bonita Springs	n/a	32,797	43,914	48,388	10.2%
Estero	n/a	n/a	n/a	30,565	n/a
Fort Myers Beach	n/a	6,561	6,277	6,276	0.0%
Sanibel	5,468	6,064	6,469	6,591	1.9%
Subtotal, Incorporated	125,665	195,916	273,263	338,402	23.8%
Subtotal, Unincorporated	209,448	244,972	345,491	342,137	-1.0%
Total, County-Wide	335,113	440,888	618,754	680,539	10.0%
Incorporated w/o Estero	125,665	195,916	273,263	307,837	12.7%
Unincorporated plus Estero	209,448	244,972	345,491	372,702	7.9%

Note: Fort Myers Beach incorporated 12/31/95, Bonita Springs incorporated 12/31/99, and Estero incorporated in 2015

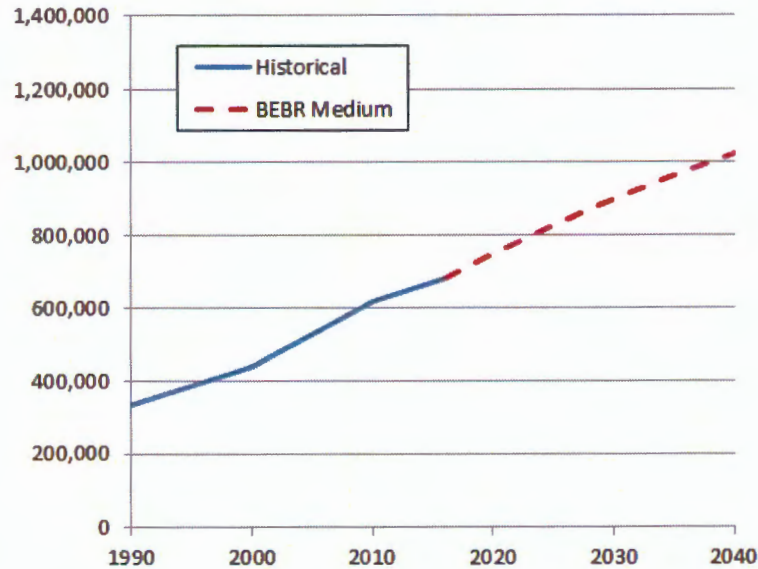
Source: 1990, 2000, and 2010 U.S. Census; 2016 estimate from University of Florida, Bureau of Economic and Business Research, *Projections of Florida Population by County, 2020-2045, with Estimates for 2016*, April 2017.

The Bureau of Economic and Business Research (BEBR) of the University of Florida prepares population estimates and forecasts that are used by the State for revenue sharing and other purposes. Because of uncertainty about future growth, BEBR prepares a low, medium, and high forecast, but believes that its medium growth projection is the most likely to occur.⁵ The medium growth projection shows a continuation of Lee County’s historical growth (illustrated in Figure 1 on the following page) over the next two decades. The medium projection indicates that the population of the county will exceed one million by 2040. Future growth will create growing demands for park facilities.

The community and regional park impact fees are imposed on new residential and hotel/motel development. These new developments will enable the growth of the residential and tourist population in Lee County. The increased population will result in increased demand for parks and recreational facilities. If the County is to maintain its current levels of service for parks facilities, it will have to acquire and develop additional community and regional parks.

⁵ BEBR, *Projections of Florida Population by County, 2020-2045, with Estimates for 2016*, April 2017

Figure 1. County Population Growth, 1990-2040



The Benefit Test

The second prong of the dual rational nexus test requires that new development subject to the fee will benefit from the expenditure of the impact fee funds. One requirement is that the fees be used to fill the need created by the development. The park impact fee ordinances contain provisions requiring that impact fee revenues be spent only on growth-related capital improvements for park facilities (community or regional). For example, the regional park impact fee ordinance states that the “Funds collected from regional parks impact fees must be used for the purpose of capital improvements for regional parks,”⁶ and defines “capital improvement” as:

... land acquisition, site improvement, including landscape plantings and the removal of exotic vegetation, off-site improvements associated with a new or expanded regional park, buildings and equipment. Off-site improvements may also include bikeways that connect to the park facility. Capital improvements do not include maintenance and operations.⁷

These criteria ensure that park impact fee revenues are spent on park improvements that expand the capacity of the park system to accommodate new users, rather than on the maintenance or rehabilitation of existing park facilities.

Another way to ensure that the fees are spent to provide facilities for new growth is to require that the fees be refunded if they have not been used within a reasonable period of time. The Florida District Court of Appeals upheld Palm Beach County’s road impact fee in 1983 in part because the

⁶ Lee County Land Development Code, Sec. 2-310(a)

⁷ Lee County Land Development Code, Sec. 2-304

ordinance included refund provisions for unused fees.⁸ Both of Lee County’s park impact fee ordinances contain provisions requiring that the fees be returned to the fee payer if they have not been spent or encumbered within a fixed period of time from the date of fee payment.

Regional park facilities are either natural resource-based or contain significant athletic facilities that draw users from a wide area and provide benefit to developments throughout the county. Community park facilities, in contrast, provide recreational opportunities for a more limited geographic area.

The unincorporated area of the county, plus Sanibel, is currently divided into five community park benefit districts (see section on Benefit Districts). The community park impact fee ordinance provides that impact fee funds collected from development within a benefit district must be spent within that benefit district or on an improvement outside the district that will benefit that district:

Sec. 2-350. Use of funds.

(a) Funds collected from community parks impact fees must be used for the purpose of capital improvements for community parks. Except as provided in subsection (c) of this section, community parks impact fee collections, including any interest earned thereon, less administrative costs retained pursuant to subsection (d) of this section, must be used exclusively for capital improvements for community parks within or for the benefit of the community parks impact fee benefit district in which the funds were collected. ...

...

(c) Unless prohibited by an appropriate interlocal agreement, monies placed in one community parks impact fee trust fund may be used in an adjacent community parks impact fee district so long as the Board of County Commissioners first determines in a public meeting that the use of the funds will provide a benefit to the adjacent district and the district the funds were collected and the use of the funds in the adjacent district will not disrupt or otherwise alter the timing of provision of capital facilities to the district where the funds were collected. ...⁹

In sum, the ordinance provisions that require the earmarking of funds, refund of unexpended funds to fee payers and restrictions on fee revenues to be spent within the benefit district collected, ensure that fees will be spent to benefit the fee-paying development.

Florida Statutes

Florida law requires that impact fees must “be based on the most recent and localized data.”¹⁰ A variety of recent, local data has been gathered for use in the park impact fee calculations. The major inputs into the formula are level of service, capital cost and revenue credits. The level of service is based on the current inventory of County park and recreation land and amenities and existing residential development. Capital costs are based on the most recent land values based on current appraised values for different types of parks, as well as park amenity costs based on recent construction and insurance replacement values. The revenue credits are based on current outstanding park-related debt and recent grant and outside funding data. This report complies with the substantive requirements of the Florida Impact Fee Act.

⁸ *Home Builders Ass'n v. Board of County Commissioners of Palm Beach County*, 446 So. 2d 140 (Fla. Dist. Ct. App. 1983)

⁹ Lee County Land Development Code, Sec. 2-350

¹⁰ Florida Impact Fee Act, Sec. 163.31801(3)(a), Florida Statutes

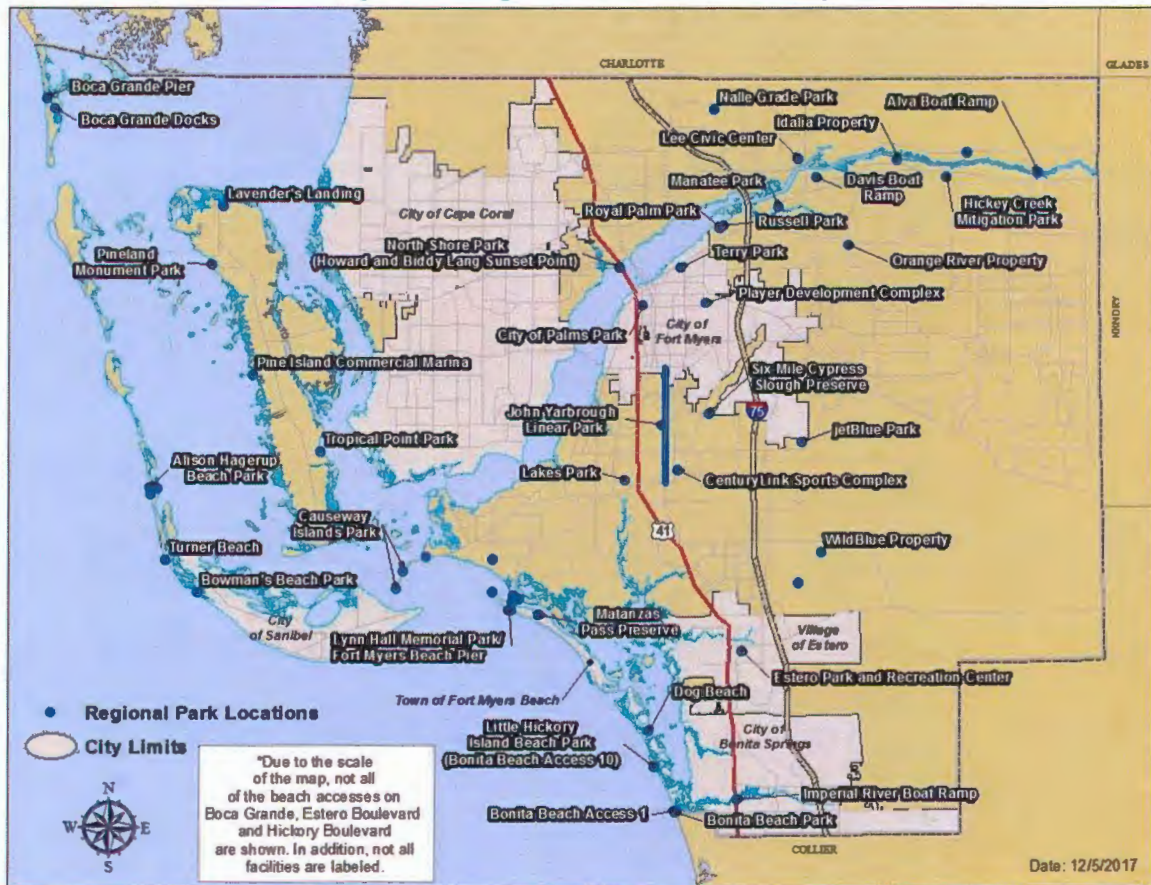
BENEFIT DISTRICTS

There are two kinds of geographic areas in impact fee systems: service areas and benefit districts. A service area, also sometimes called an assessment district, is an area that is served by a defined group of capital facilities and is subject to a uniform impact fee schedule. A benefit district is an area wherein the fees collected are also earmarked to be spent.

Regional Parks

The regional park impact fees are based on the entire population of the county, including residents in the municipalities. The entire county constitutes a single service area and benefit district for regional park impact fees. Therefore, regional park impact fee revenues may be spent anywhere within the county. Municipalities that participate in the county-wide regional fee include Sanibel and Fort Myers. The other municipalities do not participate in the County's regional park fee. The locations of the County's regional parks are illustrated in Figure 2.

Figure 2. Regional Park Location Map



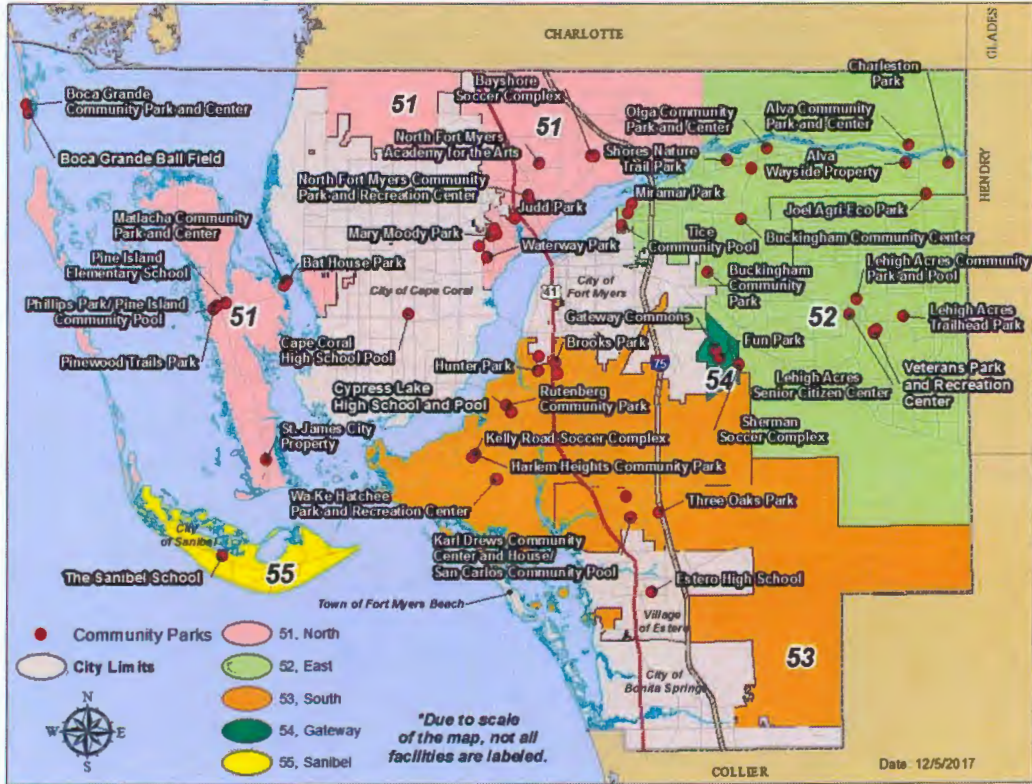
Community Parks

The County’s community park system is primarily designed to serve the unincorporated areas of the county. The County’s community park impact fees are not collected within any of the municipalities except for Sanibel, which collects community park fees pursuant to an intergovernmental agreement. The County’s only community park on Sanibel is at The Sanibel School, which serves both municipal and unincorporated area residents. The service area for community parks is the unincorporated area of the county plus the City of Sanibel.

This study also calculates a separate community park impact fee that could be adopted by the City of Fort Myers and assessed within its city limits.

The community park service area is subdivided into five community park impact fee benefit districts (see Figure 3), which is down from nine districts prior to FY 2015. The benefit district boundaries exclude the incorporated areas of municipalities, except for Sanibel, since the County’s community parks are not intended to provide other than incidental service to municipal residents. The boundaries of the benefit districts adjacent to municipal boundaries use the municipal city limits as a boundary, and if that boundary changes due to annexation, the boundary of the benefit district changes as well. Enclaves of unincorporated areas within municipalities are assigned to an adjacent benefit district. The names of the districts were developed to avoid confusion with the previous districts and conform to the needs of the County’s record-keeping system.

Figure 3. Community Park Benefit Districts



The County's community and regional park impact fee revenues by benefit district for the last two years, during which the fees have been assessed at 45% of the adopted amounts, are summarized in Table 3. Revenues increased last year, indicating that residential development is increasing. All five benefit districts are collecting sufficient revenue to make improvements.

Table 3. Community and Regional Park Impact Fee Revenues

Benefit District	FY 2016	FY 2017	Average
51-North	\$58,695	\$38,894	\$48,795
52-East	\$177,153	\$224,505	\$200,829
53-South	\$214,627	\$369,256	\$291,942
54-Gateway	\$42,922	\$38,549	\$40,736
55-Sanibel	\$129,298	\$0	\$64,649
Subtotal, Community Parks	\$622,695	\$671,204	\$646,950
Regional Parks	\$758,427	\$1,020,524	\$889,475
Total Park Impact Fee Revenue	\$1,381,122	\$1,691,728	\$1,536,425

Source: Revenues by fiscal year (October through September) from Lee County Community Development Department, October 24, 2017.

SERVICE UNITS

Impact fees are based on the actual existing levels of service, rather than adopted or desired levels of service. The adopted level of service standards are better suited for park planning purposes than for calculating appropriate impact fees. The levels of service used in calculating park impact fees rely on the replacement value of existing park land and improvements, rather than on acres, since, for example, an acre of intensively-developed park land is not equivalent to an acre of open space or passive recreation land.

Estimates of existing housing units are more accurate than population estimates, because to estimate population requires additional assumptions about what percentage of units are occupied. The park impact fees can be based more reliably on the number of dwelling units (and hotel/motel rooms). Consequently, the denominator used in the impact fee level of service measure will be housing units (converted into equivalent single-family dwelling units), rather than population.

Disparate types of development must be translated into a common unit of measurement that reflects the impact of new development on the demand for park facilities. This unit of measurement is called a “service unit.” This report recommends the use of a service unit that avoids the need to make assumptions about occupancy rates. This service unit is the “equivalent dwelling unit” or EDU, and represents the impact of a typical single-family dwelling. A typical single-family unit represents one EDU. Other types of units each represent a fraction of an EDU based on relative average household sizes.

The level of service for park facilities is measured in terms of population, because demand for park facilities is proportional to the number of people in a dwelling unit. Consequently, data on average household size for various types of units is a critical component of a park impact fee. The most recent and reliable data on average household size in Lee County is the 5% sample set consisting of 1% samples for the five-year period 2011-2015 collected by the U.S. Census Bureau.

This update uses the average household size for all units rather than the average size of new units. While new units tend to have more residents than average, the fees are not based directly on household size, but on EDUs. The EDUs by housing type will be virtually identical, regardless of whether they are based on average household size of new units or all units.

The relative EDUs associated with different housing types and hotel/motel units are shown in Table 4. Beginning with the 2001 park impact fee update, time-share units have been included with other multi-family units, since the distinction is based on the ownership and operation of the complex, rather than on the type of structure. In addition, mobile home and recreational vehicle parks are included in the same housing category.

Table 4. Park Service Unit Multipliers by Housing Type

Housing Type	Sample Units	Household Population	Occupied Units	Avg. HH Size	EDU Factor
Single-Family Detached	9,209	388,429	155,039	2.51	1.000
Multi-Family	4,316	144,036	75,810	1.90	0.757
Mobile Home	1,298	39,405	21,438	1.84	0.733
Hotel/Motel (room)	n/a	n/a	n/a	1.20	0.478
Total	2,445	571,870	252,287		n/a

Source: Household population and occupied units in Lee County from 2011-2015 5% sample American Community Survey data from the U.S. Census; average household size for hotel/motel rooms is one-half average room occupancy from information provided by property managers in 2004 per Research Data Services, Inc., February 28, 2005 memorandum; EDUs/unit is ratio of average household size to single-family detached average household size.

To determine existing levels of service, it is necessary to estimate the total number of EDUs, both county-wide for the regional park impact fee, and in the unincorporated area (plus Sanibel) for the community park fee. The number of service units is calculated by multiplying the number of existing residential units by the EDUs per unit calculated above based on relative average household sizes. To determine the total EDUs for the purpose of the community park impact fee, the number of existing dwelling units of each housing type in the unincorporated area (plus Sanibel) is multiplied by the appropriate EDUs per unit. The results for all housing types are then summed.

Regional parks serve the entire county, and for this reason the EDUs for regional parks are based on county-wide dwelling unit counts. The County could assess these fees county-wide, but currently assesses them only in the unincorporated area. The municipalities of Fort Myers and Sanibel also collect the regional park fee. Dividing regional park costs by county-wide EDUs ensures that costs are allocated among all residential development in the county, not just development in the unincorporated area.

Total existing park service units by service area is calculated as the number of existing units by housing type times the service units (EDUs) per unit. There are an estimated 175,180 service units (EDUs) in the community park service area (unincorporated area, plus Sanibel), 349,559 service units in the regional park service area (county-wide), and 33,398 service units in the City of Fort Myers (to be used in determining a separate community park fee for the City), as shown in Table 5.

Table 5. Existing Park Service Units

Land Use	Unit	Existing Units	EDUs/Unit	Total EDUs
Single-Family Detached	Dwelling	99,228	1.000	99,228
Multi-Family/Timeshare	Dwelling	64,680	0.757	48,963
Mobile Home/RV Park	Dwelling	30,650	0.733	22,466
Hotel/Motel	Room	9,463	0.478	4,523
Community Park EDUs, Unincorporated Area plus Sanibel				175,180
Single-Family Detached	Dwelling	208,834	1.000	208,834
Multi-Family/Timeshare	Dwelling	137,827	0.757	104,335
Mobile Home/RV Park	Dwelling	39,636	0.733	29,053
Hotel/Motel	Room	15,350	0.478	7,337
Regional Park EDUs, County-Wide				349,559
Single-Family Detached	Dwelling	14,781	1.000	14,781
Multi-Family/Timeshare	Dwelling	22,659	0.757	17,153
Mobile Home/RV Park	Dwelling	746	0.733	547
Hotel/Motel	Room	1,919	0.478	917
Community Park EDUs, City of Fort Myers				33,398

Source: Existing units from Lee County Community Development Department, October 25, 2017; EDUs per unit from Table 4; total EDUs is product of existing units and EDUs/unit.

CAPITAL COSTS

A fundamental principle of impact fee law is that new development should not be charged for a higher level of service than is provided for existing development. The “incremental expansion” methodology used in developing the County’s park impact fees ensures that new development is not charged for a higher level of service. The existing level of service is quantified in terms of the ratio of the value of existing parkland and facilities to existing residential and hotel/motel development. A full inventory of Lee County’s park and recreational facilities utilized in calculating the impact fees for this update is provided in the Appendix.

The consultant retained an appraiser to determine appropriate park land costs for the fee calculations. Park land costs are based on average land costs in Lee County for different classes of land that correspond with the types of land found in the County’s park inventory, consisting of:

- community park sites (typically under 30 acres);
- active regional park sites (typically larger than 30 acres); and
- passive regional park sites (typically large sites with environmental constraints and located away from population centers).¹¹

The County’s Conservation 20/20 land parcels are excluded from the impact fee calculations because until recently they had a separate, dedicated funding source and were not purchased or improved with park impact fees.

In order to develop cost estimates for Lee County’s different park land types, the appraiser identified 24 sales over the last three years in appropriate areas in Lee County that were suitable for park purposes. The appraiser’s current cost opinions are presented in Table 6, along with the previous opinions going back to 2004. Due to the housing crisis, community park land costs had decreased significantly from the pre-bust 2004 analysis until the last one in 2011, but have since rebounded and are now higher than in 2004.

Table 6. Average Park Land Costs per Acre

Park Type	2004	2007	2011	2017	Percent Change	
					From 2005	From 2011
Community Parks	\$65,000	\$60,000	\$40,000	\$75,000	15%	88%
Active Regional Parks	\$65,000	\$60,000	\$40,000	\$25,000	-62%	-38%
Passive Regional Parks	\$6,000	\$8,500	\$7,500	\$8,000	33%	7%

Source: Maxwell-Hendry-Simmons, “Parks & Recreation Impact Fee Study (Land Component),” December 9, 2004, April 6, 2007, August 25, 2011, and October 22, 2017.

The total replacement cost of County’s existing community park facilities, including both land and improvements, is about \$156 million, as summarized in Table 7. Acres of land and recreational improvements for individual community parks are provided in Appendix Table 18. Land costs are based on the appraiser analysis described above. Swimming pool costs are based on County staff

¹¹ Note that the term “passive park” is used in this report as defined here, not as defined in *The Lee Plan*.

estimates of current replacement values or insured values (see Appendix Table 19); community/recreation center building costs are based on insured values (see Appendix Table 20). The costs of other improvements are based on current unit costs. No land costs are included for parks located on land owned by the Lee County School District.

Table 7. County Community Park Cost Summary

Improvement Type	Inventory	Unit Cost	Total Cost
County-Owned Land (acres)	771.20	\$75,000	\$57,840,000
Park Buildings (insured value)*	n/a	n/a	\$17,429,384
Community/Recreation Center (sq. ft.)*	148,852	n/a	\$24,286,800
Swimming Pool	9	n/a	\$1,064,260
Paved Parking/Vehicle Use Area (ac.)	41.8	\$120,032	\$5,017,338
Baseball/Softball Field	46	\$449,200	\$20,663,200
Soccer/Football Field	45	\$437,000	\$19,665,000
Shuffleboard Court	29	\$3,400	\$98,600
Picnic Pavilion	65	\$32,500	\$2,112,500
Bleachers (4-5 tier, outdoor)	78	\$3,000	\$234,000
Boat Ramp (lanes)	1	\$103,800	\$103,800
Racquet Sport Practice Area	6	\$22,500	\$135,000
Entrance Sign	41	\$2,500	\$102,500
Playground	29	\$80,500	\$2,334,500
Splash Pad	1	\$460,000	\$460,000
Tennis Court	63	\$33,700	\$2,123,100
Pickleball Court (outdoor)	10	\$15,600	\$156,000
Paved Trail (miles)	5.4	\$278,300	\$1,502,820
Volleyball Court (outdoor)	7	\$56,100	\$392,700
Basketball Court (outdoor)	20	\$16,800	\$336,000
Total			\$156,057,502

* excluding community/recreation centers

Source: Inventory counts and insured values from Appendix Table 18; swimming pool number and cost from Appendix Table 19; community/recreation center building square feet and insured value from Appendix Table 20; land cost per acre from Table 6; other unit costs from Lee County Parks and Recreation Department, October 30, 2017.

This update also calculates a separate community park impact fee for the City of Fort Myers. The total replacement cost of City’s existing community park facilities, including both land and improvements, is about \$37 million, as summarized in Table 8.

Table 8. City of Fort Myers Community Park Summary

Improvement Type	Inventory	Unit Cost	Total Cost
City-Owned Land (ac.)	191.86	\$75,000	\$14,389,500
Buildings (value)	n/a	n/a	\$9,785,967
Baseball/Softball Field	15	\$449,200	\$6,738,000
Soccer/Football Field	7	\$437,000	\$3,059,000
Picnic Pavilion	8	\$32,500	\$260,000
Playground	19	\$80,500	\$1,529,500
Tennis Court	21	\$33,700	\$707,700
Basketball (outdoor)	15	\$16,800	\$252,000
Total			\$36,721,667

Source: Inventory counts and insured values from Appendix Table 22; land cost per acre from Table 6; other unit costs from Lee County Parks and Recreation Department, October 30, 2017.

The total replacement cost of existing regional park facilities, including both land and improvements, is about \$237 million (see Table 9). Building costs are based on insured values. The costs of other improvements are based on current unit construction or acquisition costs. Land costs are based strictly on County-owned property and land values associated with the park location.

Table 9. Regional Park Cost Summary

Improvement Type	Inventory	Unit Cost	Total Cost
Active Regional Parks (acres)	1,238.63	\$25,000	\$30,965,750
Passive Regional Parks (acres)	1,579.20	\$8,000	\$12,633,600
Park Buildings (value)*	n/a	n/a	\$128,676,916
Regional Recreation Center (sq. ft.)	42,295	n/a	\$6,704,700
Paved Parking/Vehicle Use Area (ac.)	79.6	\$120,032	\$9,554,547
Baseball/Softball Field	28	\$449,200	\$12,577,600
Soccer/Football Field	6	\$437,000	\$2,622,000
Picnic Pavilion	77	\$32,500	\$2,502,500
Bleachers (4-5 tier), Outdoor	32	\$3,000	\$96,000
Boardwalk/Pier/Dock (sq. ft.)	307,219	\$62	\$19,047,578
Boat Ramp (lanes)	13	\$103,800	\$1,349,400
Entrance Sign	42	\$2,500	\$105,000
Playground	9	\$80,500	\$724,500
Splash Pad	2	\$460,000	\$920,000
Seawall (linear feet)	10,430	\$566	\$5,903,380
Paved Trail (miles)	9.5	\$278,300	\$2,643,850
Volleyball Court (outdoor)	8	\$56,100	\$448,800
Total			\$237,476,121

* value from Lee County insured value listing

Source: Inventory from Table 21 in the Appendix; average land cost per acre from Table 6; recreation center cost from Table 20; other unit costs from Lee County Parks and Recreation Department, October 30, 2017.

The final step in calculating capital costs is to account for debt or loans used to construct excess capacity to serve future growth. The County no longer has any debt or loans outstanding for parks, and neither the County nor the City of Fort Myers have any outstanding developer obligations. However, the City of Fort Myers does have some outstanding debt, and intends to use at least some park impact fees to retire some of the debt for past community and regional park improvements. This use of impact fees is legitimate, as long as those costs to be repaid are not included in determining the existing level of service. Since the level of service measure for the park impact fees is capital investment per service unit, and since the outstanding debt will be excluded in determining the existing LOS, the unfunded portion of those facilities represents excess capacity available to serve future development. Since these costs will be paid with impact fees generated by future development, they should not be attributed to the existing level of service. The current outstanding debt amounts for existing excess capacity are shown in Table 10.

Table 10. Park Debt for Excess Capacity

Fleishman Park Slide /Kiddie Pool	\$16,755
Fleishman Sports Complex Slide	\$95,536
Little League Park	\$1,060,811
Lot Acquisition to Expand Parks	\$570,486
Dunbar Walking Path	\$50,000
Shady Oaks Park Restroom/Concession	\$135,000
Athletic Field Improvements	\$1,000,000
Neighborhood Park Improvements	\$38,088
Passive Park on MLK	\$6,566
Skate Park	\$1,502
Total, Ft. Myers Community Park Debt	\$2,974,744
City of Palms Park	\$6,185,308
City of Palms Park Soccer Fields	\$5,800
Centennial Park Sidewalks	\$250,000
N Colonial Park	\$323,992
Riverside Park Floating Dock	\$7,939
Trailhead Park	\$121,583
Total, Ft. Myers Regional Park Debt	\$6,894,622

Source: No County debt or loans per Lee County Parks and Recreation Department, October 21, 2017; City of Fort Myers outstanding debt from City of Fort Myers Public Works Department, November 20, 2017.

Subtracting the outstanding debt principal from the total replacement cost of existing park land and capital improvements yields the net replacement value of facilities serving existing residents. Dividing the net replacement value by the number of existing park service units (or EDUs) yields the cost per EDU to maintain the existing level of service, as summarized in Table 11.

Table 11. Park Costs per Service Unit

	County Community Parks	Fort Myers Community Parks	Regional Parks
Park Replacement Cost	\$156,057,502	\$36,721,667	\$237,476,121
- Debt/Interfund Loans	\$0	-\$2,974,744	-\$6,894,622
Net Replacement Value	\$156,057,502	\$33,746,923	\$230,581,499
÷ Total Existing EDUs	175,180	33,398	349,559
Cost per EDU	\$891	\$1,010	\$660

Source: Park replacement costs from Table 7, Table 8 and Table 9; debt from Table 10; total EDUs from Table 5.

REVENUE CREDITS

New development should not be required to pay for new park facilities through impact fees and also pay for existing park facilities through property tax or other payments used to retire outstanding debt on existing park facilities. Further, credits are provided to account for anticipated State and Federal grants or other outside funding sources. These measures avoid double-charging new development.

Impact fees are the sole source of funding used by Lee County to finance growth-related park improvements. Lee County has no outstanding debt related to community or regional parks, and neither the County nor the City of Fort Myers have any outstanding park-related interfund loans or developer credits to repay. The City does have some outstanding debt, but this has been subtracted from the park replacement value in determining the existing level of service (cost per service unit). Consequently, a revenue credit is only needed for anticipated future grant revenue.

Lee County and the City of Fort Myers have a history of receiving State grants and Federal grants for community park improvements. The City has also programmed some Community Development Block Grant (CDBG) funding for community park capital improvements in recent years. Over the last five years, the County and City have received the following annual average grant amounts for community park improvements, as summarized in Table 12 and Table 13 below.

Table 12. County Community Park Grant Funding, 2012-2016

Grant Agency	Year	Park	Original Amount	Inflation Factor	Current Dollars
US HUD	2012	Charleston Park	\$22,648	1.067	\$24,165
US HUD	2012	Hunter Park	\$41,329	1.067	\$44,098
FDEP	2014	Lehigh Ac. Trailhead Pk	\$126,324	1.028	\$129,861
US HUD	2014	Charleston Park	\$63,400	1.028	\$65,175
US HUD	2016	Hunter Park	\$152,513	1.016	\$154,953
Total Grant Funding 2012-2016			\$406,214		\$418,252
÷ Number of Years					5
Average Annual Grant Funding, 2012-2016					\$83,650

Source: Lee County Parks and Recreation Department, October 10, 2017; inflation factor from US Bureau of Labor Statistics Consumer Price Index (ratio to June 2017).

Table 13. Fort Myers Community Park Grant Funding, 2012-2016

Grant Agency	Year	Park	Original Amount	Inflation Factor	Current Dollars
FDEP	2012-16	Ford St/Shady Oaks	\$800,465	n/a	\$800,465
CDBG	2012-16	Harlem Lake Bball Court	\$85,000	n/a	\$85,000
Total Grant Funding 2012-2016			\$885,465		\$885,465
÷ Number of Years					5
Average Annual Grant Funding, 2012-2016					\$177,093

Source: City of Fort Myers, October 23, 2017.

Lee County has also received grant funding in recent years for regional park facilities from the Tourist Development Council (TDC), U.S. Fish and Wildlife, and Florida Department of Environmental Protection (FDEP). The annual grant funding received by the County over the past five years for regional park improvements is summarized in Table 14.

Table 14. Regional Park Grant Funding, 2013-2017

Grant Agency	Year	Park	Original Amount	Inflation Factor	Current Dollars
FDEP	2013	N Colonial Linear Park	\$24,500	1.049	\$24,500
TDC	2015	Bowman's Beach Park	\$212,283	1.026	\$217,802
US Fish & Wildlife	2016	Alva Boat Ramp	\$38,792	1.016	\$39,413
TDC	2016	Lynn Hall Mem. Park	\$70,000	1.016	\$71,120
TDC	2016	Lynn Hall Mem. Park	\$423,540	1.016	\$430,317
TDC	2017	Matanzas Pass Preserve	\$185,000	1.000	\$185,000
Total Grant Funding 2013-2017			\$38,792		\$943,652
÷ Number of Years					5
Average Annual Grant Funding, 2013-2017					\$188,730

Source: Lee County Parks and Recreation Department, October 10 and November 21, 2017; City of Fort Myers, October 23, 2017; inflation factor from US Bureau of Labor Statistics Consumer Price Index (ratio to June 2017).

Lee County’s park impact fee studies have traditionally given credit for outside funding based on historical patterns of funding. It would be unreasonable to assume that the County will not get any State or Federal grants in the future. The recent past is one of the only available guides to funding patterns of the future.

Assuming that the County continues to receive State and Federal park grants for community and regional parks proportionally to the amount of development it serves, over the typical 20-year bond financing period for capital facilities, the County will receive the equivalent of a current lump-sum contribution of \$7 per service unit for community parks but essentially nothing for regional parks, as shown in Table 15. The City of Fort Myers has received some major grants for community parks over the last five years, resulting in a community park credit considerably higher than the County’s.

Table 15. Park Grant Funding Credits

	Community Parks		Regional Parks
	Unincorp.	Ft. Myers	
Annual Park Capital Funding	\$83,650	\$177,093	\$188,730
÷ Total Existing Park Equivalent Dwelling Units (EDUs)	190,036	24,638	325,353
Annual Park Funding per EDU	\$0.44	\$7.19	\$0.58
x Net Present Value Factor (20 years at 2.50%)	15.59	15.59	15.59
Park Funding Credit per EDU	\$7	\$112	\$9

Source: Annual unincorporated community park and regional park grant funding from Table 12 and Table 14; annual Fort Myers community park funding from Table 13; existing park EDUs from Table 5; net present value factor based on 20 years at 2.50% discount rate, which is the average interest rate on 20-year AAA municipal bonds on October 24, 2017 from fmsbonds.com.

Reducing the park costs per service unit by the grant funding credits per service unit results in the net costs per service unit shown in Table 16.

Table 16. Park Net Costs per Service Unit

	Community Parks		Regional Parks
	Unincorp.	Ft Myers	
Cost per EDU	\$891	\$1,010	\$660
– Grant Funding Credit per EDU	-\$7	-\$112	-\$9
Net Cost per EDU	\$884	\$898	\$651

Source: Costs per EDU from Table 11; grant funding credits from Table 15.

NET COST SCHEDULE

The approach used to calculate the park impact fees is to multiply the number of equivalent dwelling units (EDUs) per unit associated with various housing types by the net cost per EDU of maintaining the existing level of service. These park impact fee calculations are presented in Table 17.

The County's updated community park impact fees would continue to be charged to new development in the unincorporated area and the City of Sanibel. A separate community park impact fee has been calculated for the City of Fort Myers. The updated regional park fee will continue to be charged by the County in the unincorporated area, and may also be collected by other municipalities pursuant to interlocal agreements.

Table 17. Updated Park Impact Fees

Land Use	Unit	EDUs/ Unit	Net Cost per EDU	Net Cost per Unit
Community Parks (Uninc. Area)				
Single-Family Detached	Dwelling	1.000	\$884	\$884
Multi-Family/Timeshare	Dwelling	0.757	\$884	\$669
Mobile Home/RV Park	Pad	0.733	\$884	\$648
Hotel/Motel	Room	0.478	\$884	\$423
Community Parks (Fort Myers)				
Single-Family Detached	Dwelling	1.000	\$898	\$898
Multi-Family/Timeshare	Dwelling	0.757	\$898	\$680
Mobile Home/RV Park	Pad	0.733	\$898	\$658
Hotel/Motel	Room	0.478	\$898	\$429
Regional Parks (County-Wide)				
Single-Family Detached	Dwelling	1.000	\$651	\$651
Multi-Family/Timeshare	Dwelling	0.757	\$651	\$493
Mobile Home/RV Park	Pad	0.733	\$651	\$477
Hotel/Motel	Room	0.478	\$651	\$311

Source: EDUs per unit from Table 4; net cost per EDU from Table 16.

APPENDIX

Table 18. Existing County Community Parks

Facility Name	Acres	Paved Parking (ac)	Baseball/Softball	Soccer/Football	Shuffleboard Court	Picnic Pavilion	Bleachers (4-5 tier)	Boat Ramp (lane)	Racquet Sport Area	Entrance Sign	Playground	Splash Pad	Tennis Court	Pickleball Court	Paved Trail (mi.)	Volleyball Court	Basketball Court	Building Value
Alva Community Park and Center	8.9	0.5	2	0	0	2	2	0	0	1	1	0	2	0	0.0	0	0	\$273,450
Alva Wayside Property	1.6	0.0	0	0	0	0	0	0	0	0	0	0	0	0	0.0	0	0	n/a
Bat House Park	0.2	0.0	0	0	0	0	0	0	0	1	0	0	0	0	0.0	0	0	n/a
Bayshore Elementary School	n/a	0.0	0	4	0	0	0	0	0	0	0	0	0	0	0.0	0	0	\$183,703
Bayshore Soccer Complex	5.1	0.7	0	3	0	1	0	0	0	0	0	0	0	0	0.0	0	0	n/a
Boca Grande Ball Field	29.2	0.0	1	0	0	0	0	0	0	0	0	0	2	0	0.0	0	0	\$29,050
Boca Grande Community Park	3.9	0.3	0	0	0	1	0	0	0	1	1	0	0	0	0.0	1	1	\$1,725,200
Brooks Park	12.8	0.4	2	1	0	1	6	0	0	2	0	0	2	6	0.0	0	0	\$823,630
Buckingham Community Center	5.2	0.0	0	0	0	0	0	0	0	1	1	0	0	0	0.0	0	0	n/a
Buckingham Community Park	136.9	3.6	4	3	0	2	8	0	0	1	1	0	0	0	0.0	0	0	\$1,008,900
Cape Coral High School Pool	n/a	0.0	0	0	0	0	2	0	0	0	0	0	0	0	0.0	0	0	\$86,600
Charleston Park	4.3	0.1	0	0	0	1	0	0	0	0	1	0	0	0	0.0	0	1	\$400,300
Cypress Lake High Field/Pool	n/a	0.0	2	0	0	0	4	0	0	0	0	0	0	0	0.0	0	0	n/a
Estero High School Fields	n/a	0.0	3	3	0	0	3	0	0	0	0	0	0	0	0.0	0	0	\$23,770
Fun Park	2.2	0.2	0	0	0	0	0	0	0	1	1	0	0	0	0.0	1	1	n/a
Gateway Commons	15.5	0.6	0	0	0	0	0	0	0	1	1	0	0	0	0.0	0	0	\$338,400
Harlem Heights Community Park	5.1	0.5	0	0	0	1	0	0	0	1	1	0	0	0	0.0	0	3	\$453,600
Hunter Park	7.9	0.4	0	0	0	1	0	0	0	2	1	0	0	0	0.2	0	1	n/a
J. Colin English Elem Courts	n/a	0.0	0	0	0	0	0	0	0	0	0	0	2	0	0.0	0	2	n/a
Joel Agri-Eco Park	29.5	0.0	0	0	0	0	0	0	0	0	0	0	0	0	0.0	0	0	n/a
Judd Park	9.4	0.9	1	0	0	2	0	0	0	2	1	0	4	0	0.0	0	0	\$27,900
Karl Drews Community Ctr/Pool	4.1	1.0	0	0	0	0	1	0	0	2	1	0	0	0	0.0	0	0	\$433,340
Kelly Road Soccer Complex	37.4	3.2	0	6	0	2	0	0	0	2	0	0	0	0	0.0	0	0	\$414,100
Kurt Donaldson Community Park	18.0	1.8	4	0	0	2	8	0	1	1	1	0	5	0	0.0	0	1	\$427,100
Lehigh Acres Community Park	19.9	2.2	4	2	0	3	8	0	0	1	1	0	2	0	0.0	0	0	\$674,860
Lehigh Acres Middle School	n/a	0.0	0	4	0	1	0	0	0	0	0	0	0	0	0.0	0	0	\$177,500
Lehigh Acres Sr Citizen Center	1.0	0.4	0	0	0	0	0	0	0	0	0	0	0	0	0.0	0	0	\$740,600
Lehigh Acres Trailhead Park	11.2	0.2	0	0	0	3	0	0	0	1	0	0	0	0	0.5	0	0	\$55,800
Lexington Middle School	n/a	0.0	0	1	0	0	0	0	0	0	0	0	0	0	0.0	0	1	n/a
Mary Moody Park	2.5	0.0	0	0	0	1	0	0	0	0	1	0	0	0	0.0	0	0	n/a
Matlacha Community Park	10.8	1.0	0	0	0	11	0	1	0	1	1	0	0	0	0.3	0	1	\$365,600
Miramar Park	0.7	0.0	0	0	0	1	0	0	0	0	0	0	0	0	0.0	0	0	n/a
N Fort Myers Academy Fields	n/a	0.0	0	2	0	0	0	0	0	0	0	0	0	0	0.0	0	0	\$23,900
N Fort Myers Community Park	83.7	5.5	4	3	24	1	8	0	0	2	1	0	0	0	0.0	0	1	\$1,775,020
N Fort Myers Community Pool	3.2	0.9	0	0	0	0	0	0	0	0	0	0	0	0	0.0	0	0	\$160,200
N Fort Myers High Field/Pool	n/a	0.0	1	0	0	0	2	0	0	0	0	0	0	0	0.0	0	0	n/a
Olga Community Park	2.7	0.3	0	0	2	1	0	0	0	1	1	0	1	0	0.0	0	0	\$15,600
Phillips Park and Community Pool	6.0	0.3	2	0	0	2	2	0	0	1	1	0	3	0	0.0	0	0	\$211,400
Pine Island Elementary Field	n/a	0.0	1	0	0	0	0	0	0	0	0	0	0	0	0.0	0	0	n/a

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Table 18. Existing County Community Parks (continued)

Facility Name	Acres	Paved Parking (ac)	Baseball/Softball	Soccer/Football	Shuffleboard Court	Picnic Pavilion	Bleachers (4-5 tier)	Boat Ramp (lane)	Racquet Sport Area	Entrance Sign	Playground	Splash Pad	Tennis Court	Pickleball Court	Paved Trail (mi.)	Volleyball Court	Basketball Court	Building Value
Pinewood Trails Park	30.1	0.0	0	0	0	2	0	0	0	1	0	0	0	0	0.3	0	0	n/a
Riverdale High School and Pool	n/a	0.0	3	0	0	0	3	0	0	0	0	0	6	0	0.0	0	0	\$38,921
Rutenberg Community Park	38.2	3.7	3	1	0	2	6	0	2	2	1	0	8	0	0.0	0	0	\$2,200,700
San Carlos Park Elem Fields	n/a	0.0	2	0	0	0	0	0	0	0	0	0	0	0	0.0	0	0	\$172,100
Schandler Hall Park	10.7	0.8	0	0	1	3	3	0	0	3	1	0	2	0	0.3	1	1	\$1,356,700
Sherman Soccer Complex	30.2	1.8	0	5	0	2	0	0	0	1	1	0	0	0	0.0	0	0	\$382,000
Shores Nature Trail Park	0.9	0.0	0	0	0	0	0	0	0	1	1	0	0	0	0.0	0	0	n/a
St. James City Property	2.0	0.0	0	0	0	0	0	0	0	0	0	0	0	0	0.0	0	0	n/a
Tanglewood Elementary Fields	n/a	0.0	0	2	0	0	4	0	0	0	1	0	0	0	0.0	0	0	\$5,430
The Sanibel School Field	n/a	0.0	1	0	0	0	0	0	0	0	1	0	0	0	0.0	0	0	n/a
Three Oaks Park	44.3	3.9	4	2	0	7	8	0	2	3	1	0	12	0	1.4	2	2	\$978,900
Tice Community Pool	n/a	0.0	0	0	0	0	0	0	0	0	0	0	0	0	0.0	0	0	\$199,200
Veterans Prk Academy Fields/Cts	n/a	0.0	0	1	0	0	0	0	0	0	0	0	2	0	0.0	0	2	n/a
Veterans Park and Rec Center	81.6	4.4	2	0	0	6	0	0	1	2	2	1	4	0	2.0	0	1	\$859,900
Villas Elementary School	n/a	0.0	0	2	0	0	0	0	0	0	0	0	0	0	0.0	0	0	\$5,410
Wa-Ke Hatchee Park/Rec Center	47.9	2.0	0	0	0	2	0	0	0	1	1	0	4	4	0.4	2	0	\$336,400
Waterway Park	6.4	0.2	0	0	2	1	0	0	0	1	1	0	2	0	0.0	0	1	\$44,200
Total:	771.2	41.8	46	45	29	65	78	1	6	41	29	1	63	10	5.4	7	20	\$17,429,384

Source: Lee County Parks and Recreation Department, October 12 and November 20, 2017.

Table 19. Existing County Community Pools

Pool	Est. Value
Cape Coral High School Pool	\$70,000
Cypress Lake High School Pool	\$60,000
Gateway Community Pool	\$401,000
Lehigh Acres Community Pool	\$54,000
North Fort Myers Community Pool	\$81,400
Phillips/Pine Island Community Pool	\$176,000
Riverdale High School Pool	\$54,100
San Carlos Community Pool	\$79,060
Tice Community Pool	\$88,700
Total Pool Value	\$1,064,260

Source: Estimated values are insured values from Lee County Parks and Recreation Department, November 20, 2017 (FGCU Pool excluded because it is a regional facility).

Table 20. Existing County Community/Recreation Centers

Facility	Year	Sq. Ft.	Building Value	Contents Value	Total Value
Alva Community Center	1975	3,569	\$505,900	\$69,300	\$575,200
Boca Grande Community Center	1920	14,323	\$1,790,600	\$278,200	\$2,068,800
Buckingham Community Center	1895	2,556	\$270,200	\$49,600	\$319,800
Karl Drews Community Center	1982	4,740	\$443,400	\$82,800	\$526,200
Matlacha Community Center	1974	4,700	\$459,200	\$91,300	\$550,500
North Fort Myers Community Center	2013	33,000	\$4,882,300	\$1,000,000	\$5,882,300
Olga Community Center	1964	3,820	\$521,000	\$74,200	\$595,200
Veterans Park Recreation Center	2005	29,300	\$4,342,200	\$569,000	\$4,911,200
Wa-Ke Hatchee Recreation Center	2008	52,844	\$7,831,400	\$1,026,200	\$8,857,600
Total, Community		148,852	\$21,046,200	\$3,240,600	\$24,286,800
Estero Recreation Center	2008	42,295	\$5,927,900	\$776,800	\$6,704,700
Total, Regional		42,295	\$5,927,900	\$776,800	\$6,704,700

Source: Lee County Parks and Recreation Department, September 5, 2017.

Table 21. Existing Regional Parks

Regional Parks	Acres	Paved Parking (ac)	Baseball/Softball	Soccer/Football	Picnic Pavilion	Bleachers (4-5 tier)	Brdwlk/Pier/Dock (sf)	Boat Ramp (lane)	Entrance Sign	Playground	Splash Pads	Seawall (ft.)	Paved Trail (mi.)	Volleyball Court	Building Value
Alison Hagerup Beach Park	0.1	0.0	0	0	0	0	0	0	0	0	0	0	0.0	0	n/a
Alva Boat Ramp	1.5	0.4	0	0	0	0	315	1	1	0	0	0	0.0	0	n/a
Andy Rosse Lane Accesses	0.3	0.0	0	0	0	0	0	0	0	0	0	0	0.0	0	n/a
Boca Grande Beach Accesses	8.5	0.0	0	0	0	0	580	0	0	0	0	730	0.0	0	n/a
Boca Grande Docks	n/a	0.0	0	0	0	0	900	0	0	0	0	0	0.0	0	n/a
Boca Grande Pier	0.1	0.0	0	0	0	0	415	0	0	0	0	0	0.0	0	n/a
Bonita Beach Access 1	1.0	0.2	0	0	3	0	1,000	0	0	0	0	0	0.0	0	n/a
Bonita Beach Accesses 2-9	2.5	0.2	0	0	0	0	2,500	0	0	0	0	0	0.0	0	n/a
Bonita Beach Park	4.3	0.8	0	0	8	0	3,200	0	1	1	0	0	0.0	1	\$146,700
Bowditch Point Park	17.9	0.9	0	0	10	0	9,300	0	2	0	0	0	0.0	0	\$451,500
Bowman's Beach Park	176.8	0.0	0	0	2	0	3,100	0	1	0	0	0	0.0	0	\$31,948
Centennial Park*	11.97	0.00	0	0	0	0	0	0	0	1	0	0	0	0	\$843,747
CenturyLink Sports Complex	93.4	7.2	10	0	0	2	0	0	3	1	0	0	0.0	0	\$26,695,670
City of Palms Park**	13.3	0.9	2	0	0	1	0	0	0	0	0	0	0.0	0	\$16,276,700
Crescent Beach Family Park	2.2	0.1	0	0	3	0	600	0	1	0	0	375	0.0	2	n/a
Davis Boat Ramp	0.8	0.3	0	0	0	0	0	1	1	0	0	310	0.0	0	n/a
Dog Beach	11.5	0.0	0	0	0	0	0	0	1	0	0	0	0.0	0	n/a
Estero Park and Recreation Center	63.0	6.0	0	3	10	0	0	0	2	1	0	0	0.3	3	\$1,296,900
FGCU/Lee Co Aquatics Center	n/a	0.0	0	0	0	0	0	0	0	0	0	0	0.0	0	n/a
Frizzell Kontinos Boat Ramp	11.0	2.9	0	0	0	0	2,920	4	1	0	0	1,200	0.0	0	\$69,100
Ft Myers Bch Accesses 37-43	n/a	0.0	0	0	0	0	1,375	0	0	0	0	0	0.0	0	n/a
Idalia Property	14.8	0.0	0	0	0	0	0	0	0	0	0	0	0.0	0	\$35,800
Imperial River Boat Ramp	8.2	1.2	0	0	0	0	4,200	4	1	0	0	90	0.0	0	\$40,668,800
JetBlue Park	106.1	7.3	7	3	0	14	0	0	3	0	0	0	0.0	0	n/a
John Yarbrough Linear Park	55.9	0.0	0	0	9	0	0	0	5	0	0	0	4.8	0	\$1,406,788
Lakes Park	331.1	6.8	0	0	12	0	50,500	0	1	2	2	0	2.4	2	\$928,700
Lavender's Landing	2.1	0.7	0	0	0	0	1,650	1	1	0	0	240	0.0	0	\$18,040,635
Lee Civic Center	98.9	28.8	0	0	0	0	0	0	1	0	0	0	0.0	0	\$4,515,000
Little Hickory Island Beach Park	1.8	0.4	0	0	2	0	1,000	0	1	0	0	0	0.0	0	\$25,400
Lynn Hall Pk/Ft Myers Bch Pier	5.0	1.2	0	0	2	0	11,500	0	1	0	0	0	0.0	0	\$230,100
Main Street Parking Lot	0.9	0.6	0	0	0	0	0	0	0	0	0	0	0.0	0	n/a
Manatee Park	n/a	1.1	0	0	4	0	2,600	0	1	1	0	1,061	2.0	0	\$165,600
Matanzas Bridge Fishing Pier	0.2	0.0	0	0	0	0	1750	0	0	0	0	80	0.0	0	n/a
North Colonial Linear Park*	63.00	0.00	0	0	0	0	0	0	0	0	0	0	0	0	\$0
North Shore Park	n/a	0.6	0	0	4	0	2,000	0	1	0	0	0	0.0	0	n/a
Orange River Property	2.3	0.0	0	0	0	0	0	0	0	0	0	0	0.0	0	n/a
Pine Island Commercial Marina	15.0	0.0	0	0	0	0	1,794	1	0	0	0	755	0.0	0	n/a
Pineland Monument Park	0.1	0.0	0	0	0	0	0	0	0	0	0	0	0.0	0	n/a
Player Development Complex	57.9	1.2	5	0	0	5	0	0	2	0	0	0	0.0	0	\$3,726,700

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Table 21. Existing Regional Parks (continued)

Facility Name	Acres	Paved Parking (ac)	Baseball/Softball	Soccer/Football	Picnic Pavilion	Bleachers (4-5 tier)	Brdwlk/Pier/Dock (sf)	Boat Ramp (lane)	Entrance Sign	Playground	Splash Pads	Seawall (ft.)	Paved Trail (mi.)	Volleyball Court	Building Value
Riverside Park*	4.00	0.00	0	0	0	0	0	0	0	1	0	0	0	0	\$2,327,300
Royal Palm Park	0.9	0.1	0	0	0	0	900	0	0	0	0	0	0.0	0	n/a
Russell Park	0.2	0.0	0	0	0	0	0	0	0	0	0	90	0.0	0	n/a
San Carlos Bay Bunche Bch Prv	2.9	0.5	0	0	0	0	7,300	0	0	0	0	0	0.0	0	\$125,000
San Carlos Is Maritime Property	5.8	0.4	0	0	0	0	6,160	1	0	0	0	185	0.0	0	n/a
Seafarer Property	0.7	0.0	0	0	0	0	0	0	0	0	0	0	0.0	0	n/a
Terry Park	35.3	3.9	4	0	1	10	0	0	1	0	0	0	0.0	0	\$9,227,018
Trailhead Park*	3.26	0.00	0	0	0	0	0	0	0	1	0	0	0	0	\$83,210
Tropical Point Park	0.9	0.0	0	0	0	0	0	0	0	0	0	0	0.0	0	n/a
Turner Beach	1.2	0.0	0	0	0	0	0	0	0	0	0	0	0.0	0	\$31,400
Subtotal, Active	1,238.6	74.7	28	6	70	32	117,559	13	33	9	2	5,116	9.5	8	\$127,349,716
Caloosahatchee Regional Park	n/a	2.8	0	0	2	0	3,700	0	3	0	0	0	0.0	0	\$198,600
Causeway Islands Park	53.2	0.0	0	0	1	0	0	0	2	0	0	5,314	0.0	0	n/a
Hickey Creek Mitigation Park	780.0	0.7	0	0	2	0	2,960	0	1	0	0	0	0.0	0	\$196,000
Matanzas Pass Preserve	58.0	0.0	0	0	0	0	60,000	0	2	0	0	0	0.0	0	n/a
Nalle Grade Park	75.9	0.0	0	0	1	0	0	0	0	0	0	0	0.0	0	n/a
Six Mi Cypress Slough Prsrv	124.7	1.4	0	0	1	0	123,000	0	1	0	0	0	0.0	0	\$932,600
WildBlue Property	487.4	0.0	0	0	0	0	0	0	0	0	0	0	0.0	0	n/a
Subtotal, Passive	1,579.2	4.9	0	0	7	0	189,660	0	9	0	0	5,314	0.0	0	\$1,327,200
Total Regional Parks	2,817.8	79.6	28	6	77	32	307,219	13	42	9	2	###	9.5	8	\$128,676,916

* owned by City of Fort Myers

** maintained by Lee County, debt service paid by City of Fort Myers

Source: Lee County Parks and Recreation Department, October 12, 2017; City of Fort Myers, November 21, 2017.

Table 22. Existing City of Fort Myers Community Parks

Facility Name	Acres	Baseball/Softball	Soccer/Football	Picnic Pavilion	Tennis Court	Swimming Pool	Basketball Court	Volleyball Court	Playground	Building Value
41 Causeway/Edison Br	2.00	0	0	0	0	0	0	0	0	\$0
41 Cwy/Caloosahatchee	5.00	0	0	0	0	0	0	0	0	\$0
Allen Park	0.78	0	0	0	2	0	0	0	0	\$0
Bennett-Hart Park	1.10	0	0	0	0	0	0	0	0	\$0
Billy Bowlegs Park	10.76	1	1	0	0	0	2	0	1	\$336,000
Billy B. Filter Marsh Park	55.70	0	0	0	0	0	0	0	0	\$0
Bowling Green Park	4.41	0	0	0	0	0	0	0	1	\$0
Coronado	0.98	0	0	1	0	0	0	0	1	\$0
Dunbar Park	3.46	1	1	0	0	0	2	0	1	\$120,600
Dubree/Aztec Park	1.00	0	0	1	0	0	1	0	1	\$0
E Riverside Dr Pavilion/Pier	n/a	0	0	0	0	0	0	0	0	\$201,770
Forum Park	5.60	0	1	0	0	0	0	0	1	\$0
Freemont Park	0.90	0	0	1	0	0	0	0	1	\$0
Golf View Park	1.97	0	0	2	2	1	0	1	1	\$211,420
Harlem Lake Park	0.63	0	0	0	0	0	2	0	1	\$0
Highlands Park	7.63	0	0	0	0	0	0	0	0	\$0
Jefferson Park	0.50	0	0	0	0	0	0	0	1	\$0
Kennon (Caloosa) Park	0.21	0	0	0	0	0	0	0	0	\$0
Lions Park	6.00	1	1	1	2	0	1	0	1	\$144,530
Manor Park	1.90	0	0	0	0	0	0	0	0	\$0
Manuel's Branch N'hood Park	1.00	0	0	1	0	0	0	0	1	\$0
Miller Griffin Mem (Kiwanis) Park	0.36	0	0	0	0	0	0	0	0	\$0
McCutcheon Park	1.10	0	0	0	0	0	0	0	3	\$0
Orangewood Park	0.44	0	0	0	2	0	0	0	0	\$0
Park of Palms	0.25	0	0	0	0	0	0	0	0	\$0
Roberto Clemente Park	9.09	0	0	0	1	0	1	0	1	\$875,100
Sam Fleishman Park	11.50	6	0	0	10	1	1	0	0	\$1,235,270
Seminole Park	2.10	0	0	0	0	0	0	0	0	\$0
Shady Oaks	32.18	2	2	0	0	0	1	0	1	\$2,103,047
Snell Family Park	0.27	0	0	0	0	0	0	0	0	\$0
STARS Complex	20.00	4	1	0	2	1	4	0	0	\$4,078,980
Tarpon Street Pier	0.68	0	0	0	0	0	0	0	0	\$479,250
Velasco Village Park	0.30	0	0	0	0	0	0	0	0	\$0
Wes Nott Park	0.70	0	0	0	0	0	0	0	0	\$0
Winkler Park	1.00	0	0	1	0	0	0	0	1	\$0
Yawkey Park	0.36	0	0	0	0	0	0	0	1	\$0
Total	191.86	15	7	8	21	3	15	19	19	\$9,785,967

Source: City of Fort Myers, October 17, November 21 and November 27, 2017.