

Park Impact Fee Update for Lee County, Florida

prepared by



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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 in order 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 the 2005 impact fee study. A subsequent study was prepared in 2007, but was not implemented. Two new categories of regional parks were proposed to be added in the 2007 study: canal/bay access sites and inland water access sites (these will be collectively referred to as "water access" sites). The addition of the water access categories was intended to reflect the County's commitment to maintain public water access in the form of boat ramps and other types of water access. Because waterfront sites are costly, their inclusion does have the effect of increasing the regional park impact fee. Two alternative regional park fees are calculated in this report to provide the County with the option to include or exclude this component. The updated community and regional park impact fees are compared with the County's current park fees in Table 1. The table also shows the fees that were calculated but not adopted in 2007.

Table 1. Comparison of Current and Updated Park Fees

	-	Current			Percent (Change
		Fee	2007	Updated	From	From
Land Use	Unit	(2005)	Study	Fee	2005	2007
Community Park Fees (Uninc	. Area)					
Single-Family Detached	Dwelling	\$788	\$1,143	\$793	1%	-31%
Multi-Family/Timeshare	Dwelling	\$591	\$861	\$590	0%	-31%
Mobile Home/RV Park	Pad	\$576	\$839	\$550	-5%	-34%
Hotel/Motel	Room	\$363	\$529	\$369	2%	-30%
Regional Park Fees (Option 1:	with Water Acc	cess)				
Single-Family Detached	Dwelling	\$691	\$1,007	\$774	12%	-23%
Multi-Family/Timeshare	Dwelling	\$518	\$758	\$576	11%	-24%
Mobile Home/RV Park	Pad	\$504	\$739	\$537	7%	-27%
Hotel/Motel	Room	\$318	\$466	\$360	13%	-23%
Regional Park Fees (Option 2:	without Water	Access)				
Single-Family Detached	Dwelling	\$691	n/a	\$713	3%	n/a
Multi-Family/Timeshare	Dwelling	\$518	n/a	\$530	2%	n/a
Mobile Home/RV Park	Pad	\$504	n/a	\$495	-2%	n/a
Hotel/Motel	Room	\$318	n/a	\$332	4%	n/a

Source: Current fees from Lee County Land Development Code, Ch. 2. Art. VI: Impact Fees; 2007 fees from Duncan Associates, Park Impact Fee Update, July 2007; updated fees from Table 19.

¹ Duncan Associates, Park Impact Fee Update, May 2005

² Duncan Associates, Park Impact Fee Update, July 2007

The updated community park fees are virtually the same as the current fees, although they are about one-third lower than the fees calculated in 2007. The property appraiser retained to study land costs as part of this study concluded that the cost per acre for community parks has declined 38% since 2005, from \$65,000 to \$40,000 per acre. The reasons why this did not translate into lower community park impact fees are:

- Land costs were only about one-third of total park facility costs in 2005. If the County added parkland at the same rate as population growth, and other costs grew at the same rate, reduced land costs would only have been expected to reduce fees by about 13% (one-third of 38%). However, community park acres increased faster than population, so the net effect was somewhat less (about 10%).
- Non-land costs, which account for two-thirds of 2005 costs, grew significantly faster than population. This was not due to an increase in unit costs, which have remained stable or declined since the 2005 study. Rather, the increase in non-land costs was the result of a more comprehensive inventory of existing facilities and the County's reevaluation of insured values in 2006. Previous insured values had significantly understated the replacement cost of existing facilities. The resulting increase in non-land costs per service unit counter-balanced the decline in land costs.

The updated regional park fees, including the water access costs first introduced in the 2007 study, are about 12% higher than the current fees based on the 2005 study (although they are about 20% lower than the fees calculated in 2007). The inclusion of water access costs accounts for almost half of the potential increase. Even without the water access costs, the updated fees are about 3% higher than current fees. The reasons the decrease in land costs per acre did not translate into reduced regional park impact fees are:

- The decline in land costs was not as sharp for regional parks as for community parks. This is because beach frontage land costs did not decline as much as regular park land costs. The weighted average cost per acre declined by about 21% from 2005, but the number of acres increased by 24% (part of the increased acreage resulted from the inclusion of regional park facilities owned by the City of Fort Myers that were not included in previous studies). The result was virtually no change in land costs. Due to population growth, the land cost per service unit declined by about 17%. Since land costs accounted for just over 50% of total regional park costs in 2005, one would expect that lower land costs would reduce fees by about 9% if other costs grew at the rate of population growth.
- As with community parks, however, non-land costs grew significantly faster than population. Again, this was not due to an increase in unit costs, which were stable or declined from the 2005 study. Instead, non-land costs increased due to a more comprehensive inventory of existing facilities and the County's reevaluation of its insured values in 2006. The resulting increase in non-land costs per service unit overwhelmed the decline in land costs.

The County can adopt the updated fees at any percentage up to 100%. If the County does not wish to increase park impact fees from current levels, it would be preferable to adopt updated fees at a reduced percentage rather than to leave the current fee schedule in place. The current fees are based on a 7-year-old study. The age of the study may render the fees vulnerable to challenge because they are not based on the most current available data as required by State law. If the County desires to

avoid any fee increases, the Board of County Commissioners should adopt fees based on the percentages of the updated fees shown in Table 2. The percentages are based on the ratio of the current to updated fee for a hotel/motel room, which would increase the most if the updated fees were adopted at 100%.

Table 2. Adoption Percentages to Avoid Any Fee Increases

		Current	Updated	Adoption	Revised	Percent
Land Use	Unit	Fee	Fee	Percent.	Fee	Change
Community Park Fees (U	Jninc. Area)					
Single-Family Detached	Dwelling	\$788	\$793	98.4%	\$780	-1%
Multi-Family/Timeshare	Dwelling	\$591	\$590	98.4%	\$581	-2%
Mobile Home/RV Park	Pad	\$576	\$550	98.4%	\$541	-6%
Hotel/Motel	Room	\$363	\$369	98.4%	\$363	0%
Regional Park Fees (Opti	on 2: withou	ıt Water A	ccess)			
Single-Family Detached	Dwelling	\$691	\$713	95.8%	\$683	-1%
Multi-Family/Timeshare	Dwelling	\$518	\$530	95.8%	\$508	-2%
Mobile Home/RV Park	Pad	\$504	\$495	95.8%	\$474	-6%
Hotel/Motel	Room	\$318	\$332	95.8%	\$318	0%

Source: Current fees from Lee County Land Development Code, Ch. 2. Art. VI: Impact Fees; updated fees from Table 19; adoption percentage is ratio of current to updated hotel/motel fee; revised fee is product of updated fee and adoption percentage; percent change is change of revised fee from current fee

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. This has been done because the City has expressed an interest in possibly adopting community park impact fees. Because the City has a somewhat higher level of service, and thus higher potential fees, than the County, a separate fee calculation for the City was performed to ensure that the County's community park fees would not be affected.

In summary, the County has the following reasonable options, among others:

- Adopt the updated fees at 100%, *including* the water access component of the regional park fees. The total community and regional park fee for a single-family unit would increase from \$1,479 to \$1,567, or by \$88 (6%).
- Adopt the updated fees at 100%, *excluding* the water access component of the regional park fees. The total community and regional park fee for a single-family unit would increase from \$1,479 to \$1,506, or by \$27 (2%).
- Adopt the updated fees at the percentages shown in Table 2, which will retain the current level of hotel/motel fees. Fees for single-family, multi-family and mobile home units would decrease slightly.

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.

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).

The 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 (see Table 3).

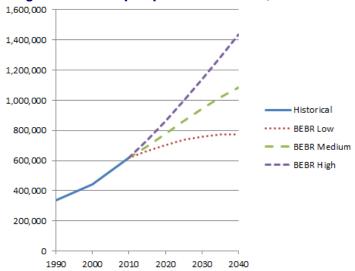
Table 3. Population Growth, 1990-2010

	_			Percent	Growth
Jurisdiction	1990	2000	2010	1990-00	2000-10
Fort Myers	45,206	48,208	62,298	6.6%	29.2%
Cape Coral	74,991	102,286	154,305	36.4%	50.9%
Sanibel	5,468	6,064	6,469	10.9%	6.7%
Fort Myers Beach	n/a	6,561	6,277	n/a	-4.3%
Bonita Springs	n/a	32,797	43,914	n/a	33.9%
Subtotal, Incorporated	125,665	195,916	273,263	55.9%	39.5%
Subtotal, Unincorporated*	209,448	244,972	345,491	17.0%	41.0%
Total, County-Wide	335,113	440,888	618,754	31.6%	40.3%

^{* 1990} figure includes area that is now Fort Myers Beach and Bonita Springs Source: U.S. Census Bureau (Fort Myers Beach incorporated 12/31/95, Bonita Springs incorporated 12/31/99)

The Bureau of Economic and Business Research (BEBR) of the University of Florida acknowledges that there is currently great uncertainty about future growth, as indicated by the range of its most recent projections. However, it believes that its medium growth projection is the most likely to occur.⁵ The medium growth projection shows a slight tapering off of Lee County's historical growth (illustrated in Figure 1). The projection indicates that the population of the county will exceed one million by 2040. Future growth, both residential and nonresidential, will create growing demands for park facilities.

Figure 1. County Population Growth, 1990-2040



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, 2010-2040, June 2011

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," 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 ordinance included refund provisions for unused fees. 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 nine 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. ...

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

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

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

(c) Unless prohibited by an appropriate interlocal agreement, monies placed in one community parks impact fee trust fund may be borrowed and placed in another community parks impact fee trust fund so long as the Board of County Commissioners first determines in a public meeting that the loans will not disrupt or otherwise alter the timing of provision of capital facilities to the lending district and will be repaid from specifically identified revenue sources within two years, either from the borrowing district or from some other source, with interest at a rate established by the board at the time it authorizes the loan ... 9

Modest changes to the community park impact fee benefit district boundaries were made in 2005 in order to strengthen the relationship between impact and benefit. No further changes to the impact fee benefit district boundaries are recommended at this time.

The ordinance provisions that require the earmarking of funds, refund of unexpended funds to feepayers 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." The County's impact fee ordinance mandates that the community and regional park fees be updated every three years to ensure compliance with this requirement. 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.

The Florida Impact Fee Act requires 90 days' notice be provided before a new or increased impact fee may go into effect. However, no waiting period is required to decrease, suspend or eliminate an impact fee. The updated community park fees for single-family housing and hotel/motels are higher than the existing fees, and the updated regional park fees are higher than existing fees for all housing types. Adopting only the multi-family and mobile home decreases for community parks, while leaving the other existing fees in place, could be done immediately but is not really defensible, since some of the fees would be based on a 7-year-old study and others would be based on the current study. The more defensible options are to adopt all fees at full cost, and wait 90 days for them to go into effect, or to adopt the update fees at an across-the-board percentage for all housing types that will result in no fee increases, which would allow the new fees to be effective immediately.

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

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

¹¹ Lee County Land Development Code, Sec. 2-346(h)

¹² Florida Impact Fee Act, Sec. 163.31801(3)(d), 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. Prior to the 2001 update, Fort Myers and Sanibel collected the County's regional park impact fee pursuant to interlocal agreements. Since the 2001 update, Fort Myers no longer collects regional park impact fees, since the amount of credit for the Red Sox Stadium was determined to be more than the fee. Fort Myers could resume charging regional park impact fees based on this update. The other three municipalities—Fort Myers Beach, Bonita Springs and Cape Coral—assess their own park impact fees and do not participate in the County's regional park fee. The locations of the County's regional parks are illustrated in Figure 2.

Community Parks

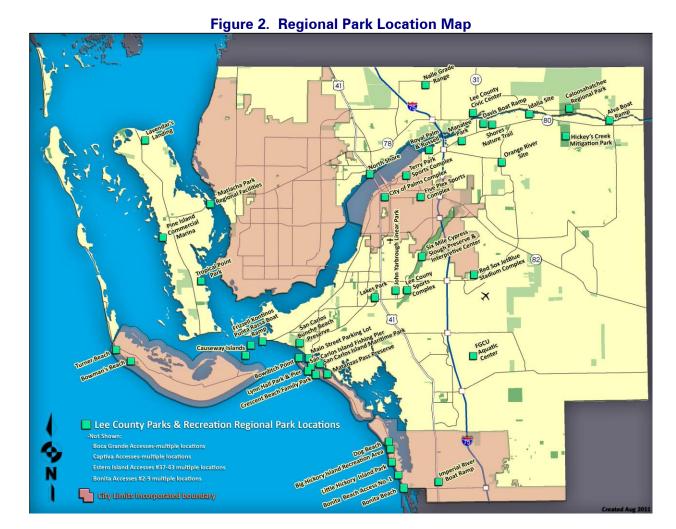
The County's community park system is primarily designed to serve the unincorporated areas of the county. The County's community park impact fees are not collected within any of the municipalities except for Sanibel, which collects community park fees pursuant to an intergovernmental agreement. The County's only community park on Sanibel or Captiva island is at Sanibel Elementary 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 nine community park impact fee benefit districts (see Figure 3). 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.

The County's community and regional park impact fee revenues by benefit district for the last five years are summarized in Table 4.

As part of this update, staff and the consultant considered possible revisions to the community park benefit district boundaries to provide greater flexibility through reduction in the number of districts. However, the scale of changes necessary to improve flexibility would also make it more challenging to demonstrate the requisite nexus between fee payment and benefit. Consequently, it is recommended that the current district configuration should be retained.



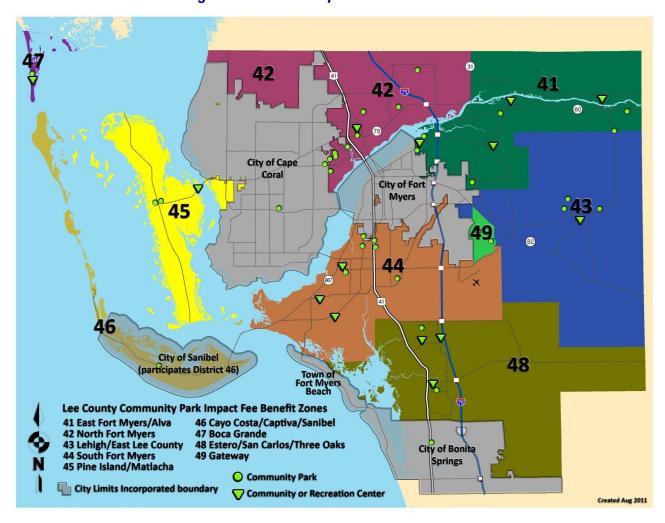


Figure 3. Community Park Benefit Districts

Table 4. Community and Regional Park Impact Fee Revenues

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Benefit District	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011
41-East Fort Myers/Alva	\$287,515	\$121,323	\$20,094	\$32,899	\$19,064
42-North Fort Myers	\$139,321	-\$1,783	\$21,583	\$49,287	\$27,550
43-Lehigh/East Lee County	\$1,998,394	\$36,509	\$8,668	\$1,970	\$2,364
44-South Fort Myers	\$449,482	\$154,954	\$93,796	\$40,582	\$59,494
45-Pine Island/Matlacha	\$34,302	\$10,091	\$5,304	\$4,728	\$6,304
46-Cayo Costa/Captiva/Sanibel	\$3,940	\$7,092	\$3,152	\$1,576	\$2,167
47-Boca Grande	\$4,728	\$6,304	\$3,152	\$1,576	\$3,152
48-Estero/San Carlos/Three Oaks	\$391,794	\$148,101	\$161,540	\$168,002	\$166,898
49-Gateway	\$35,484	\$2,758	\$0	\$13,396	\$22,852
Subtotal, Community Parks	\$3,344,961	\$485,349	\$317,289	\$314,015	\$309,845
Regional Parks	\$2,948,778	\$425,043	\$299,217	\$302,613	\$294,836
Total Park Impact Fee Revenue	\$6,293,739	\$910,392	\$616,506	\$616,628	\$604,682

Source: Revenues by fiscal year (October through September) from Lee County Community Development Department, November 8, 2011 (figures include both cash payments received and credits used).

SERVICE UNITS

The Lee Plan specifies level-of-service standards for various types of parks and recreational facilities. However, impact fees are typically based on the actual existing levels of service, rather than adopted or desired levels of service. In Lee County's case, the existing level of service falls between the regulatory standard and the desired standard. Consequently, using one of the adopted standards would result in impact fees that were lower or higher than the actual existing level of service. In addition, the adopted level of service standards, which are expressed in terms of acres per thousand persons, 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.

While the County's adopted level of service standards for community parks are based on permanent, year-round residents, tourists and visitors use community parks as well as regional parks.¹³ For this reason, it is recommended that the community park fees continue to be assessed on hotel and motel units. The fees for community and regional parks are based on peak season conditions.

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 2006-2010 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.

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¹³ In a survey taken on September 15, 2004 for the Lee County Parks and Recreation Department of users in five community parks, 1.3 percent of park users described themselves as a tourist or visitor and another 1.3 percent described themselves as a seasonal resident. By comparison, hotels and motels account for 3.0% percent of community park equivalent dwelling units (see Table 6).

The relative EDUs associated with different housing types and hotel/motel units are shown in Table 5. 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 5. Park Service Unit Multipliers by Housing Type

			•	<i>,</i> .
	Household	Occupied	Avg. HH	EDU
Housing Type	Population	Units	Size	Factor
Single-Family Detached	382,301	148,057	2.58	1.000
Multi-Family	140,176	73,007	1.92	0.744
Mobile Home	43,074	24,056	1.79	0.694
Hotel/Motel (room)	n/a	n/a	1.20	0.465

Source: Household population and occupied units in Lee County from 2006-2010 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.

In order 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 counts. The County could assess these fees county-wide, but currently assesses them only in the unincorporated area. Until the 2001 impact fee update, the City of Fort Myers assessed the regional fee pursuant to an interlocal agreement with the County. The County could renew the agreement with the City of Fort Myers and could also enter into similar agreements with other cities. 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.

Table 6 demonstrates there are 190,036 park service units (EDUs) in the unincorporated parts of the county plus Sanibel, 325,353 park service units county-wide, and 24,638 in the City of Fort Myers.

Table 6. Existing Park Service Units

		Existing	EDUs/	Total
Land Use	Unit	Units	Unit	EDUs
Single-Family Detached	Dwelling	107,759	1.000	107,759
Multi-Family/Timeshare	Dwelling	75,888	0.744	56,461
Mobile Home/RV Park	Dwelling	29,079	0.694	20,181
Hotel/Motel	Room	12,118	0.465	5,635
Community Park EDUs, Unincorporate	orated Area p	lus Sanibel		190,036
Single-Family Detached	Dwelling	199,710	1.000	199,710
Multi-Family/Timeshare	Dwelling	127,426	0.744	94,805
Mobile Home/RV Park	Dwelling	33,438	0.694	23,206
Hotel/Motel	Room	16,413	0.465	7,632
Regional Park EDUs, County-Wide	e			325,353
Single-Family Detached	Dwelling	12,563	1.000	12,563
Multi-Family/Timeshare	Dwelling	12,004	0.744	8,931
Mobile Home/RV Park	Dwelling	4,050	0.694	2,811
Hotel/Motel	Room	717	0.465	333
Community Park EDUs, City of Fo	rt Myers	•		24,638

Source: Existing units from Lee County Community Development Department, September 1, 2011; EDUs per unit from Table 5.

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 fee for this update is shown in the Appendix.

The County 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 five different classes of land that correspond with the types of land found in the County's park inventory. These land types differ from the County's park classification categories in that they are primarily based on land characteristics rather than park use. The categories include:

active community and regional park sites;
large regional parks without intensive development;
beach parks;
water-oriented parks with secondary access (canals/back bays); and
inland waterfront parks (river/back bay frontage without boat access)

The County's 2020 conservation land parcels are excluded from the impact fee calculation because they have a separate, dedicated funding source.

In order to develop cost estimates for Lee County's different park land types, the appraiser identified 36 sales throughout Lee County over the last three years that were comparable to the five park types. Given the recent decline in market values, the appraiser adjusted sales prices downward by 1% per month through December 2010. Due to recent market conditions, there were insufficient comparables in some categories to rely entirely on statistical analysis. In his report, the appraiser notes "As market data was either unavailable or not present in sufficient number to statistically analyze, some benchmark sales and general opinions (based on past experience and knowledge) of the appraiser was utilized to establish average values in the various categories. For example, sufficient data was not available in the waterfront and inland/river categories to fully utilize statistical information only. In these cases, benchmark sales or the appraiser's experience in these properties types was utilized."

The appraiser's opinions are presented in Table 7. Not surprisingly, land costs have decreased dramatically since the last study in 2007.

Table 7. Average Park Land Costs per Acre

				Percent	Change
				From	From
Park Type	2005	2007	2011	2005	2007
Active Community/Regional Parks	\$65,000	\$60,000	\$40,000	-38%	-33%
Passive Regional Parks	\$6,000	\$8,500	\$7,500	25%	-12%
Bay/Inland River Sites	n/a	\$375,000	\$75,000	n/a	-80%
Canal/Secondary Water Access Sites	n/a	\$2,613,600	\$1,306,800	n/a	-50%
Small Beach Parks	\$2,616,300	\$3,267,000	\$2,178,000	-17%	-33%

Source: Duncan Associates, Park Impact Fee Update, May 2005; W. Michael Maxwell, Maxwell & Hendry Valuation Services, Inc, Lee County Park and Recreation Impact Fee Study (Land Component), April 23, 2007 and August 25, 2011

The total replacement cost of County's existing community park facilities, including both land and improvements, is about \$159 million, as summarized in Table 8. Acres of land and recreational improvements for individual community parks are provided in Appendix Table 20. Land costs are based on the appraiser analysis described above. Swimming pool costs are based on County staff estimates of current replacement values (see Appendix Table 21); recreation center building costs are based on insured values (see Appendix Table 22). 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. Several community parks that are now located within the incorporated areas of the county and no longer primarily used by residents of the unincorporated areas of the county have been excluded from the impact fee calculation.

Table 8. County Community Park Cost Summary

Table 6. County Co	illillullity Fai	k Cost Suii	iiiiai y
Improvement Type	Inventory	Unit Cost	Total Cost
County-Owned Land (acres)	898.72	\$40,000	\$35,948,800
Buildings (insured value)*	n/a	n/a	\$11,976,536
Recreation Center (sq. feet)	204,648	n/a	\$28,033,533
Swimming Pool	10	n/a	\$6,969,270
Parking (acres)	58.37	\$166,000	\$9,689,420
Baseball	53	\$460,000	\$24,380,000
Soccer/Football	58.5	\$409,500	\$23,955,750
Shuffleboard Court	57	\$8,200	\$467,400
Picnic Pavilion	58	\$42,300	\$2,453,400
Bleachers (4-5 tier)	141	\$8,400	\$1,184,400
Handball/Racquetball	15	\$17,600	\$264,000
Parking/Information Kiosk	30	\$16,500	\$495,000
Playground	50	\$48,500	\$2,425,000
Tennis Court	80	\$65,800	\$5,264,000
Trail, Paved (miles)	8.25	\$365,000	\$3,011,250
Volleyball (sand)	9	\$10,300	\$92,700
Basketball (outdoor)	44	\$65,100	\$2,864,400
Total	_		\$159,474,859

^{*} excluding recreation centers and pools

Source: Inventory counts and insured values from Appendix Table 20; swimming pool number and replacement value from Appendix Table 21; recreation center building square feet and insured value from Appendix Table 22; land cost per acre from Table 7; other unit costs from Lee County Parks and Recreation Department, August 30, 2011.

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 \$24 million, as summarized in Table 9.

Table 9. City of Fort Myers Community Park Summary

	, , ,					
Improvement Type	Inventory	Unit Cost	Total Cost			
City-Owned Land (ac.)	132.46	\$40,000	\$5,298,400			
Buildings (value)	n/a	n/a	\$15,075,175			
Baseball	3	\$460,000	\$1,380,000			
Soccer/Football	3	\$409,500	\$1,228,500			
Picnic Pavilion	8	\$42,300	\$338,400			
Handball/Racquetball	2	\$17,600	\$35,200			
Tennis Court	6	\$65,800	\$394,800			
Basketball (outdoor)	9	\$65,100	\$585,900			
Total			\$24,336,375			

Source: Inventory counts and insured values from Appendix Table 24; land cost per acre from Table 7; other unit costs from Lee County Parks and Recreation Department, August 30, 2011.

While in general this impact fee update bases the fees on the existing level of service, expensive shoreline sites are a special case. Given the limited availability of shoreline land and its high cost, it is not reasonable to expect that the County will be able to continue to maintain its current ratio of shoreline park acres to service units as the county grows. However, the County is committed to maintaining reasonable access to the shoreline. Consequently, the fee calculations for regional parks are based on the assumption that the County will be able to maintain the existing ratio of shoreline access (areas of up to three acres to accommodate parking, restrooms and in some cases boat ramps or docks) acres to service units. This concept is implemented by valuing only the portion of shoreline parks up to three acres at shoreline land replacement costs (beyond three acres is valued at the same value as active regional park land). This approach is reasonable, as demonstrated in Table 10. Based on the current provision of shoreline access utilized in this study, the existing ratio is 0.179 shoreline access acres per 1,000 EDUs. Since 2002, the County has acquired seven shoreline park properties that added 0.201 acres per 1,000 new EDUs. Thus, based on past experience it is reasonable to assume that the County will continue to maintain the existing ratio of shoreline access acres to service units.

Table 10. Shoreline Park Land Summary

Gulf Beach	31.65
Bayfront	15.30
Inland Waterway	11.44
Total Shoreline Access Acres	58.39
Existing Regional Park EDUs, 2011	325,353
Existing Shoreline Access Acres/1,000 EDUs	0.179
	_
Fisherman's Co-Op (Pine Is. Comm. Marina)	10.00
Matlacha	0.68
Barrancas Boat Ramp	2.00
Idalia Paddling Center	0.26
Bunche Beach	1.43
Snook Inn Bridge DOT Acquisition (Bay Access)	0.14
Sea Holly, Pine Island Kayak Launch Site (Canal)	1.95
Total Shoreline Purchases, 2002-2011	16.46
New EDUs, 2001-2011	82,007
New Shoreline Acres/1,000 EDUs	0.201

Source: Shoreline access acres from Appendix Table 23; existing regional park EDUs from Table 6; recent shoreline park purchases from Lee County Parks and Recreation Department, August 18, 2011; new EDUs from 2002 to 2011 based on estimate of 33.7% population increase based on U.S. Census estimate for 2002 and University of Florida BBER 2010-2015 population projections from June 2011.

The regional facilities utilized in the regional park impact fee include several facilities owned by the City of Fort Myers. This is appropriate, since the City participates in the County's regional impact fee via interlocal agreement, and the fees are calculated based on the existing level of service, which includes residents within the municipalities as well as within unincorporated areas.

The total replacement cost of existing regional park facilities, including both land and improvements, is about \$273 million (see Table 11). 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 11. Regional Park Cost Summary

Improvement Type	Inventory	Unit Cost	Total Cost
Active Regional Parks (acres)	522.40	\$40,000	\$20,896,000
Other Regional Parks (acres)	1,624.43	\$7,500	\$12,183,225
Boat Access-Inland Sites (acres)*	11.44	\$75,000	\$858,000
Boat Access–Secondary (acres)*	15.30	\$1,306,800	\$19,994,040
Beach Access (acres)*	31.65	\$2,178,000	\$68,933,700
Buildings (value)**	n/a	n/a	\$92,753,494
Parking (acres)	87.85	\$166,000	\$14,583,100
Baseball	17	\$460,000	\$7,820,000
Soccer/Football	2	\$409,500	\$819,000
Picnic Pavilion	80	\$42,300	\$3,384,000
Bleachers (4-5 tier)	42	\$8,400	\$352,800
Boardwalk (sq. ft.)	306,095	\$55	\$16,835,225
Boat Ramp	9	\$774,800	\$6,973,200
Campsite, Campground	30	\$4,200	\$126,000
Parking/Information Kiosk	26	\$16,500	\$429,000
Playground	15	\$48,500	\$727,500
Seawall (linear feet)	3,505	\$275	\$963,875
Trail, Paved (miles)	13	\$365,000	\$4,745,000
Volleyball (sand)	3	\$10,300	\$30,900
Total			\$273,408,059
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^{*} access portion limited to three acres (any additional acreage classified as active parkland)

The final step in calculating capital costs is to account for interfund loans and debt used to construct excess capacity to serve future growth. The County has occasionally used non-impact fee revenue to fund park facilities in advance of development. In addition, the City of Fort Myers intends to use regional park impact fees to help retire the debt that it holds on the City of Palms Park/Red Sox Stadium and Riverside Park, and to use community park fees to repay some debt on community parks. These uses of impact fees are 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/interfund loans 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 balances of interfund loans and debt for excess capacity are shown in Table 12.

^{**} value from Lee County insured value listing, excludes recreation center values Source: Inventory from Table 23; average land cost per acre from Table 7; other unit costs from Lee County Parks and Recreation Department, August 30, 2011.

Table 12. Park Debt/Loans for Excess Capacity

Estero Recreation Center	\$5,012,158
North Fort Myers Fields & Center	\$427,945
Total, Unincorp. Community Park Interfund Loans	\$5,440,103
Little League Park	\$2,952,293
Lions Park Renovations	\$182,443
Total, Ft. Myers Community Park Debt	\$3,134,736
Red Sox Stadium (City of Fort Myers)	\$16,202,529
Riverside Park (City of Fort Myers)	\$2,138,239
Pine Island Commercial Marina	\$743,945
Total, Regional Park Debt/Interfund Loans	\$19,084,713

Source: Lee County Parks and Recreation Department, September 13, 2011; City of Fort Myers, October 7, 2011.

Subtracting the debt/interfund loan amounts 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 13.

Table 13. Park Costs per Service Unit

	County	Fort Myers	Region	al Parks
	Community	Community	w/Water	w/o Water
	Parks	Parks	Access	Access
Park Replacement Cost	\$159,474,859	\$24,336,375	\$273,408,059	\$253,625,619
Interfund Loans	-\$5,440,103	-\$3,134,736	-\$19,084,713	-\$19,084,713
Net Replacement Value	\$154,034,756	\$21,201,639	\$254,323,346	\$234,540,906
÷ Total Existing EDUs	190,036	24,638	325,353	325,353
Cost per EDU	\$811	\$861	\$782	\$721

Source: Park replacement costs from Table 8, Table 9 and Table 11; County interfund loans from Table 12; total EDUs from Table 6.

REVENUE CREDITS

New development is 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.

Lee County uses only impact fee funds to finance growth-related park improvements. Lee County taxpayers are repaying two bond issues that were wholly or partially used to fund community or regional park improvements. These bond issues will be repaid in full over the next two years. The net present value of future debt service payments per equivalent dwelling unit is presented in Table 14

Table 14. Community and Regional Park Debt Service Credit

	Com	Community Parks Regional Par								
Year	Debt Service	EDUs	Credit/EDU	Debt Service	EDUs	Credit/EDU				
2011	\$411,131	190,036	\$2.16	\$1,040,618	325,353	\$3.20				
2012	\$120,519	194,464	\$0.62	\$226,691	332,934	\$0.68				
Total	\$531,650		\$2.78	\$1,267,309		\$3.88				
Net Pr	esent Value		\$3.00			\$4.00				

Source: Debt service attributable to community and regional parks derived from Lee County Debt Manual, FY 1999 & FY 2002; EDUs based on existing EDUs from Table 6 and annual 2110-2015 population growth rate of 2.33% from University of Florida Bureau of Economic and Business Research, Florida Population Studies, Projections of Florida Population by County, 2010-2040, June 2011; net present value based on 3.95% discount rate, which was the average interest rate on state and local bonds in December 2011 from the U.S. Federal Reserve at http://www.federalreserve.gov/datadownload/Build.aspx?rel=H15.

Lee County has a history of receiving State grants and Federal grants for community park improvements. The County has also programmed some Community Development Block Grant (CDBG) funding on community park capital improvements. Finally, the City of Fort Myers received a grant from the Florida Recreation Development Assistance Program (FRDAP) for North Colonial/Trailhead Park, which is included in the regional park inventory. Over the last ten years, the County has received an average of \$213,535 annually in such outside funding for community park improvements, as summarized in Table 15.

Table 15. Community Park Grant Funding, 2001-2011

			Original	Inflation	Current
Grant	Year	Description	Amount	Factor	Dollars
LWCF	FY 2000-01	Schandler Hall Park	\$100,000	1.277	\$127,700
FRDAP	FY 2000-01	Buckingham Park	\$132,000	1.277	\$168,564
FRDAP	FY 2001-02	Schandler Hall Park	\$200,000	1.247	\$249,400
FRDAP	FY 2002-03	Veteran's Park	\$200,000	1.224	\$244,800
FRDAP	FY 2003-04	Schandler Hall Park	\$200,000	1.186	\$237,200
CDBG	FY 2004-05	Charleston Park	\$388,644	1.147	\$445,775
CDBG	FY 2004-05	Harlem Hts/Kelly Road	\$250,256	1.147	\$287,044
FL Dept. of State	FY 2005-06	Olga Community Center	\$14,000	1.118	\$15,652
FRDAP	FY 2005-06	Veterans Park	\$200,000	1.118	\$223,600
FRDAP	FY 2008-11	Three Oaks Comm Park	\$135,611	1.000	\$135,611
Total Grant Funding	2001-2011		\$1,820,511		\$2,135,346
Average Annual Gra	ant Funding				\$213,535

Source: Duncan Associates, Lee County Park Impact Fee Update, 2007, Table 15, and Lee County Parks and Recreation Department, August 24, 2011; inflation factor from US Bureau of Labor Statistics Consumer Price Index, December 2011.

Lee County has also received grant funding in recent years for regional park facilities. Funds from the Florida Communities Trust have been used for open space preservation and have not been used for regional parks. Over the past ten years, the County and the City of Fort Myers have received an average of \$97,095 annually in grant funding for regional park improvements, as summarized in Table 16.

Table 16. Regional Park Grant Funding, 2001-2011

			Original	Inflation	Current				
Grant	Year	Description	Amount	Factor	Dollars				
None	FY 2000-01	_	\$0	1.297	\$0				
None	FY 2001-02	_	\$0	1.277	\$0				
WHIP	FY 2002-03	Caloosahatchee Park	\$19,991	1.247	\$24,929				
WHIP	FY 2003-04	Caloosahatchee Park	\$19,998	1.224	\$24,478				
WHIP	FY 2004-05	Caloosahatchee Park	\$19,275	1.186	\$22,860				
US Dept. of Interior	FY 2005-06	Caloosahatchee Park	\$10,000	1.147	\$11,470				
WHIP	FY 2005-06	Caloosahatchee Park	\$19,998	1.147	\$22,938				
WHIP III	FY 2005-06	Caloosahatchee Park	\$19,275	1.147	\$22,108				
US Dept. of Env. Prot.	FY 2005-06	Caloosahatchee Park	\$150,400	1.147	\$172,509				
FDOT	FY 2005-06	Caloosahatchee Park	\$114,296	1.147	\$131,098				
US Dept. of Interior	FY 2005-06	Caloosahatchee Park	\$25,000	1.147	\$28,675				
FRDAP	FY 2005-06	North Colonial/Trailhead Park	\$257,444	1.147	\$295,288				
FRDAP	FY 2007-10	San Carlos Bay-Bunche Bch	\$200,000	1.073	\$214,600				
Total Grant Funding 20	01-2011		\$855,677		\$970,953				
Average Annual Grant Funding \$									
		D / / / / / 0007 T / /	1= 1 0						

Source: Duncan Associates, Lee County Park Impact Fee Update, 2007, Table 15; Lee County Parks and Recreation Department, August 24, 2011 and City of Fort Myers, October 7, 2011; inflation factor from US Bureau of Labor Statistics Consumer Price Index, December 2011.

Lee County's park impact fee studies have traditionally given credit for outside funding based on historical patterns of funding. A case could be made that credit does not need to be given for CDBG funds, because the County has discretion over how to spend CDBG money. The same logic does not apply to State park grants and certain other Federal grants, which are earmarked for specific park capital improvements. 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 and spend CDBG funds on 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 \$15 per service unit for community parks and \$4 per service unit for regional parks, as shown in Table 17. The City of Fort Myers has received one grant for community parks over the last five years, resulting in a community park credit identical to the County's.

Table 17. Park Grant Funding Credits

	Commu	Community Parks			
	Unincorp.	Ft. Myers	Parks		
Annual Park Capital Funding	\$213,535	\$27,122	\$97,095		
÷ Total Existing Park Equivalent Dwelling Units (EDUs)	190,036	24,638	325,353		
Annual Park Funding per EDU	\$1.12	\$1.10	\$0.30		
x Net Present Value Factor (20 years at 3.95%)	13.65	13.65	13.65		
Park Funding Credit per EDU	\$15	\$15	\$4		

Source: Annual unincorporated community park and regional park grant funding from Table 15 and Table 16; annual Fort Myers community park funding from City of Fort Myers, October 7, 2011; existing park EDUs from Table 6; net present value factor based on 20 years at 3.95% discount rate, which is the average interest rate on state and local bonds in December 2011 from the U.S. Federal Reserve at http://www.federalreserve.gov/datadownload/Build.aspx?rel=H15.

The Conservation 2020 mill levy is a county-wide property tax that generates about \$30 million annually in revenue dedicated to acquiring land for preservation. The primary function of the conservation lands purchased with these funds is conservation, rather than recreation; for this reason, 2020 properties are not included in the regional park inventory used in the impact fee calculation. Since none of the land acquired with Conservation 2020 funding has been included in the existing level of service on which the regional park impact fees are calculated, no impact fee credit is warranted for this revenue source.

The County uses Tourist Development Council (TDC) funding exclusively for the operation and maintenance of the County's beach parks. Since none of the money is spent on capital improvements, no impact fee credit is warranted for this revenue source.

Reducing the park costs per service unit by the park service credits and grant funding credits per service unit results in the net costs per service unit shown in Table 18.

Table 18. Park Net Costs per Service Unit

	Commur	nity Parks	Region	ıal Parks
	Unin- Fort		w/Water	w/o Water
	corp.	Myers	Access	Access
Cost per EDU	\$811	\$861	\$782	\$721
 Debt Service Credit per EDU 	-\$3	-\$3	-\$4	-\$4
 Grant Funding Credit per EDU 	-\$15	-\$15	-\$4	-\$4
Net Cost per EDU	\$793	\$843	\$774	\$713

Source: Costs per EDU from Table 13; debt credits from Table 14; grant funding credits from Table 17.

FEE SCHEDULE

The approach used to calculate 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 19.

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, which the City can choose to adopt and implement.

Two alternative updates to the regional park impact fees have been calculated. The higher fee would cover the cost of continuing to expand the number of non-beach water access sites to keep up with population growth. This cost was included in the 2007 update, but the updated fees schedule was not implemented by the Board of County Commissioners because they voted not to increase impact fees at that time. The lower fee reflected in the table excludes the non-beach water access component, consistent with the 2005 study on which the current fees are based.

Table 19. Updated Park Impact Fees

Table 13.	Opuateu r	ark iiiibe	ICL I CC3	
		EDUs/	Net Cost	Net Cost
Land Use	Unit	Unit	per EDU	per Unit
Community Park Fees (Un	inc. Area)			
Single-Family Detached	Dwelling	1.000	\$793	\$793
Multi-Family/Timeshare	Dwelling	0.744	\$793	\$590
Mobile Home/RV Park	Pad	0.694	\$793	\$550
Hotel/Motel	Room	0.465	\$793	\$369
Community Park Fees (For	t Myers)			
Single-Family Detached	Dwelling	1.000	\$843	\$843
Multi-Family/Timeshare	Dwelling	0.744	\$843	\$627
Mobile Home/RV Park	Pad	0.694	\$843	\$585
Hotel/Motel	Room	0.465	\$843	\$392
Regional Park Fees (Count	y-Wide, with	Water Acc	ess)	_
Single-Family Detached	Dwelling	1.000	\$774	\$774
Multi-Family/Timeshare	Dwelling	0.744	\$774	\$576
Mobile Home/RV Park	Pad	0.694	\$774	\$537
Hotel/Motel	Room	0.465	\$774	\$360
Regional Park Fees (Count	y-Wide, witho	ut Water A	Access)	
Single-Family Detached	Dwelling	1.000	\$713	\$713
Multi-Family/Timeshare	Dwelling	0.744	\$713	\$530
Mobile Home/RV Park	Pad	0.694	\$713	\$495
Hotel/Motel	Room	0.465	\$713	\$332

Source: EDUs per unit from Table 5; net cost per EDU from Table 18.

APPENDIX

Table 20. Existing County Community Parks

	ible 20.		,	9						, -		_				
Community Parks	Park Acres	Parking (ac)	Baseball/Softball	Soccer/Football	Shuffleboard Court	Picnic Pavilion	Bleachers (4 tier)	Hand/Racquetball	Kiosk/Entrance Sign	Playground	Tennis	Trail, Paved (mi.)	Swimming Pool	Volleyball	Basketball	Building Value
Alva Park & Center	10.00	0.52	2	0	0	2	4	0	1	1	2	0.00	0	0	0.5	\$259,240
Alva Wayside Park (undev.)	1.00	0.00	0	0	0	0	0	0	0	0	0	0.00	0	0	0	\$0
Bayshore Elementary School	n/a	0.00	0	4	0	0	7	0	0	1	2	0.00	0	0	1	\$0
Bayshore Soccer Complex	5.00	0.72	0	4	0	1	0	0	1	0	0	0.00	0	0	0	\$86,887
Boca Grande Center	4.00	0.02	0	0	0	1	0	0	1	1	0	0.00	0	1	1	\$2,667,812
Boca Grande Ball Field	30.50	0.22	1	0	0	0	0	0	1	0	2	0.00	0	0	0	\$51,150
Buckingham Center	5.10	0.27	0	0	0	0	0	0	1	1	0	0.00	0	0	0	\$0
Buckingham Park	135.00	3.00	4	3	0	1	8	0	1	1	0	0.00	0	0	0	\$817,535
Charleston Park	4.25	0.12	0	0	0	1	0	0	1	2	0	0.00	0	0	3	\$243,080
Cypress Lake School and Pool	2.00	0.00	2	0	0	0	4	0	0	0	0	0.00	1	0	0	\$0
Estero Park	65.00	6.12	0	1	16	2	0	0	1	2	0	1.00	0	3	0	\$562,057
Estero High School	n/a	3.50	3	3	0	0	3	6	0	0	8	0.00	0	0	4	\$0
Gateway Community Pool	16.00	0.85	0	0	0	0	0	0	0	1	0	0.00	1	0	0	\$0
Gateway Park	31.00	2.85	0	5	0	2	0	0	0	1	0	0.00	0	0	0	\$0
Hancock Park	19.80	1.95	4	1	0	2	8	1	1	1	5	0.00	0	0	1.5	\$701,050
Hunter Park	7.85	0.37	0	1	0	1	1	0	2	1	0	0.25	0	1	1	\$0
J. Colin English Elem School	n/a	0.00	0	0	0	0	0	0	0	1	2	0.00	0	0	2	\$0
Jerry Brooks Park	10.00	0.92	2	0	0	1	7	0	1	0	4	0.00	0	0	0	\$603,300
Judd Park	22.00	0.87	1	0	0	2	0	0	2	2	4	0.00	0	0	0	\$19,605
Karl J. Drews Com. Ctr & House	3.00	0.50	0	0	2	0	2	0	1	3	0	0.00	0	0	0	\$0
Kelly Road Park/Harlem Heights	47.00	4.05	1	7	0	3	11	0	2	2	0	0.00	0	0	3	\$538,082
Lee Co Sports Cmplex (part)***	30.00	0.00	4	1	0	0	8	0	0	1	0	0.00	0	0	0	\$676,992
Lehigh Acres Community Park	20.00	1.75	4	2	0	3	8	0	1	2	2	0.00	1	0	0	\$363,469
Lehigh Acres Middle School	n/a	0.00	0	4	0	1	4	4	0	0	2	0.00	0	0	2	\$0
Lehigh Acres Senior Center	3.00	0.35	0	0	4	0	0	0	0	0	0	0.00	0	0	0	\$0
Lexington Middle School	n/a	2.27	0	1	0	0	0	0	0	0	0	0.00	0	0	3	\$0
Mary Moody Park	3.00	0.00	0	0	0	1	0	0	0	1	0	0.00	0	0	0	\$0
Matlacha Park	7.65	1.45	0	0	0	9	0	0	1	1	0	0.00	0	0	1	\$301,347
Miramar Avocado Park	0.63	0.00	0	0	0	1	0	0	0	0	0	0.00	0	0	0	\$0
Nalle Grade Community Park	50.00	0.00	0	0	0	1	0	0	0	0	0	0.00	0	0	0	\$0
N. Fort Myers Academy	n/a	0.00	0	2	0	1	0	0	0	1	0	0.00	0	0	4	\$0 \$0
North Fort Myers Senior Center	1.45	0.60	0	0	4	0	0	0	0	0	1	0.00	0	0	0	\$0 \$0
N Fort Myers Park & Rec Center	85.00	3.40	4	3	26	1	10	0	2	2	0	0.00	0	0	0	\$492,382
North Fort Myers H.S. & Pool	n/a	0.00	2	1	0	0	3	0	0	0	0	0.00	1	0	0	\$492,362 \$0
North Community Center Pool	1.60	0.62	0	0	0	1	0	0	0	0	0	0.00	1	0	0	\$0 \$0
Olga Center Park	3.00	0.35	0	0	2	1	0	0	1	2	1	0.00	0	0	0	\$5,322
Phillips Park and Pool	7.19	0.58	2	0	0	2	4	0	2	2	3	0.00	1	0	0	\$55,502
Pine Island Elem School	7.19 n/a	0.00	1	0	0	0	3	0	0	1	0	0.00	0	0	4	\$55,502 \$0
Pine Island, Phase II (undev)	40.00	0.00		0	0	0	0	0	0	0	0		0	0	0	\$0 \$0

Table 20. Continued

Community Parks	Park Acres	Parking (ac)	Baseball/Softball	Soccer/Football	Shuffleboard Court	Picnic Pavilion	Bleachers (4 tier)	Hand/Racquetball	Kiosk/Entrance Sign	Playground	Tennis	Trail, Paved (mi.)	Swimming Pool	Volleyball	Basketball	Building Value
Riverdale High School & Pool	n/a	0.00	3	2	0	0	3	0	0	0	6	0.00	1	0	1	\$79,485
Rutenburg Park	40.00	3.70	4	1.5	0	2	15	2	1	1	8	0.00	0	0	0	\$970,000
San Carlos Pool	1.10	0.50	0	0	0	0	0	0	0	0	0	0.00	1	0	0	\$0
San Carlos Elem School	n/a	1.00	2	1	0	1	1	0	0	1	0	0.00	0	0	3	\$0
Sanibel Elem School	n/a	1.25	1	2	0	0	8	0	0	1	4	0.00	1	0	0	\$0
Schandler Hall Park	10.60	1.08	0	1	1	4	3	0	2	2	2	2.00	0	1	2	\$222,817
Tanglewood Elem School	n/a	0.00	0	2	0	0	0	0	0	2	0	0.00	0	0	1	\$0
Three Oaks Community Park	43.60	4.15	4	2	0	6	8	2	3	2	12	2.00	0	2	2	\$516,712
Tice Elem School and Pool	n/a	0.35	0	0	0	0	0	0	0	0	2	0.00	1	0	0	\$0
Veterans Park & Rec Center	82.00	5.00	2	1	0	3	4	0	0	2	4	2.00	0	1	3	\$1,453,000
Villas Elem School	n/a	0.00	0	2	0	0	4	0	0	3	0	0.00	0	0	1	\$0
Wa-Ke Hatchee Park & Rec Ctr	44.00	2.90	0	1	0	0	0	0	0	1	4	1.00	0	0	0	\$250,000
Waterway Estates	6.40	0.22	0	0	2	1	0	0	0	1	0	0.00	0	0	0	\$39,710
Total:	898.72	58.37	53	58.5	57	58	141	15	30	50	80	8.25	10	9	44	\$11,976,536

Source: Lee County Parks and Recreation Department, September 12, 2011.

Table 21. Existing County Community Pools

Pool	Est. Value
Cape Coral High School Pool	\$648,300
Cypress Lake High School Pool	\$536,170
Gateway Community Pool	\$774,360
Lehigh Acres Community Pool	\$889,500
North Fort Myers Community Pool	\$669,500
Phillips/Pine Island Community Pool	\$885,270
Riverdale High School Pool	\$586,170
San Carlos Community Pool	\$1,078,000
Tice Community Pool	\$902,000
Total Pool Value	\$6,969,270

Source: Estimated replacement values from Lee County Parks and Recreation Department, September 9, 2011 (estimated replacement value of Gateway Community Pool based on average cost for County pools); FGCU Pool excluded because it is a regional facility.

Table 22. Existing County Community Recreation Centers

Facility	Year	Sq. Ft.	Insured Value
Alva Community Center	1975	3,784	\$353,016
Boca Grande Community Center	1929	20,500	\$2,107,118
Buckingham Community Center	1895	2,840	\$224,688
Estero Recreation Center	2006	40,111	\$7,097,530
Harlem Heights	1990	2,400	\$240,996
Karl J. Drews Community Center & House	1981	7,650	\$1,063,609
Lehigh Acres Senior Center	1965	14,053	\$1,581,200
Matlacha Community Center	1974	5,060	\$368,746
North Ft. Myers Senior Center	1994	10,175	\$2,086,688
North Ft. Myers Recreation Center	1994	10,664	\$1,270,954
Olga Community Center	1964	3,939	\$513,554
Rutenberg Community Resource Center	1988	7338	\$1,359,605
Schandler Hall Community Center	1980	3,120	\$307,545
Three Oaks	1994	2,620	\$307,064
Veteran's Park Recreation Center	2004	35,394	\$4,601,220
Wa-Ke Hatchee Recreation Center	2005	35,000	\$4,550,000
Total		204,648	\$28,033,533

Source: Year built and insured values from Lee County Parks and Recreation Department, September 9, 2011; square feet from Lee County Property Appraiser, September 24, 2011.

Table 23. Existing Regional Parks

Table 23. Existing Regional Parks															
Regional Parks	Park Acres	Parking (ac)	Baseball	Soccer/Football	Picnic Pavilion	Bleachers	Brdwlk/Pier/Dock (sf)	Boat Ramp	Campsites	Kiosk/Entrance Sign	Playground	Seawall (ft.)	Trail, Paved (Mi.)	Volleyball	Building Value
Boston Red Sox 5-Plex	57.70	1.09	5	0	0	9	0	0	0	0	0	0	0	0	\$3,156,249
Bowditch Point Park (part)	15.00	0.44	0	0	10	0	9,300	0	0	0	0	0	0	0	\$583,425
Centennial Park	10.50	0.00	0	0	0	0	0,000	0	0	0	0	0	0	0	\$605,620
City of Palms Stadium	13.30	0.90	2	0	0	2	0	0	0	0	0	0	0	0	\$14,243,715
Dog Beach Park (part)	25.00	0.00	0	0	0	0	0	0	0	0	0	0	0	0	\$0
FGCU Pool	2.00	0.00	0	0	0	0	0	0	0	0	0	0	2	0	\$6,000,000
Fort Myers Skatium	na	0.00	0	0	0	0	0	0	0	0	0	0	0	0	\$10,319,275
Idalia Park (part)	10.00	0.00	0	0	0	0	0	0	0	0	0	0	0	0	\$0
Imperial River Boat Ramp (part)	5.00	0.00	0	0	0	0	0	0	0	0	0	0	0	0	\$12,596
Lee County Civic Center	97.00	31.60	0	0	0	17	0	0	0	0	0	0	0	0	\$15,845,918
Lee Co Sports Cmplex (part)***	50.00	11.00	6	0	1	8	0	0	0	0	0	0	0	0	\$21,633,980
Lynn Hall Memorial Park (part)	2.00	0.00	0	0	0	0	0	0	0	0	0	0	0	0	\$359,404
Main Street Parking Lot	0.90	0.70	0	0	0	0	0	0	0	1	0	0	0	0	\$0
North Colonial Linear Park	63.00	0.00	0	0	0	0	0	0	0	0	0	0	0	0	\$0
Pine Is Comm. Marina (part)	7.00	0.00	0	0	0	0	0	0	0	0	0	0	0	0	\$5,500
Punta Rassa Boat Ramp (part)	8.00	3.40	0	0	0	0	0	0	0	0	0	0	0	0	\$112,500
Riverside Park	4.00	0.00	0	0	2	0	0	0	0	0	6	0	0	0	\$2,202,000
Shores Nature Trail Park (part)	4.00	0.18	0	0	0	0	1,300	0	0	0	1	0	0	0	\$0
Ten Mile Linear Park	107.00	0.00	0	0	9	0	0	0	0	0	0	0	6	0	\$0
Terry Park	36.00	4.00	4	1	1	6	0	0	0	0	1	0	0	0	\$7,410,234
Trailhead Park	5.00	0.00	0	0	0	0	0	0	0	0	0	0	0	0	\$937,116
Subtotal, Active Parks	522.40	53.31	17	1	23	42	10,600	0	0	1	8	0	8	0	\$83,427,532
Bowman Beach Park (part)	184.00	2.25	0	0	2	0	3,100	0	0	1	0	0	0	0	\$24,508
Calusa Nature Center	105.00	0.00	0	0	0	0	0	0	0	0	0	0	0	0	\$0
Hickey Creek Mitigation Park*	780.00	0.50	0	0	2	0	2,960	0	0	0	0	0	0	0	\$165,711
Lakes Regional Park	331.00	5.00	0	1	21	0	50,500	0	0	7	2	0	3	2	\$1,129,000
Matanzas Pass Park (part)	56.00	0.07	0	0	0	0	45,000	0	0	0	0	0	0	0	\$470,120
Nalle Grade Archery Area	25.00	0.00	0	0	1	0	0	0	0	0	0	0	0	0	\$64,505
San Carlos/Bunche Beach (part)	13.43	0.00	0	0	0	0	0	0	0	2	0	0	0	0	\$1,124,333
Sanibel Causeway Islands (part)		10.00	0	0	1	0	0	0	0	0	0	0	0	0	\$112,500
Six Mile Cypress Center	91.00	0.96	0	0	1		123,000	0	0	1	0	0	0	0	\$3,417,130
Subtotal, Other Regional Parks	1,624.43	18.78	0	1	28	0	224,560	0	0	11	2	0	3	2	\$6,507,807

Table 23. Continued

Table 23. Continued															
Regional Parks	Park Acres	Parking (ac)	Baseball	Soccer/Football	Picnic Pavilion	Bleachers	Brdwlk/Pier/Dock (sf)	Boat Ramp	Campsites	Kiosk/Entrance Sign	Playground	Seawall (ft.)	Trail, Paved (Mi.)	Volleyball	Building Value
Big Hickory Island Preserve (part	3.00	0.00	0	0	0	0	0	0	0	0	0	0	0	0	\$0
Bonita Beach Access #1	1.00	0.22	0	0	3	0	1,000	0	0	1	0	0	0	0	\$75,000
Bonita Beach Access #2-9	2.40	0.45	0	0	0	0	2,500	0	0	0	0	0	0	0	\$0
Bonita Beach Park	3.00	1.00	0	0	10	0	3,200	0	0	2	1	0	0	1	\$140,898
Bowditch Point Park (part)	3.00	0.00	0	0	0	0	0	0	0	0	0	0	0	0	\$0
Bowman Beach Park (part)	3.00	0.00	0	0	0	0	0	0	0	0	0	0	0	0	\$0
Captiva Beach Access	0.50	0.28	0	0	0	0	0	0	0	1	0	0	0	0	\$0
Crescent Beach Family Park	2.20	0.10	0	0	0	0	600	0	0	0	0	0	0	0	\$25,000
Dog Beach Park (part)	3.00	0.00	0	0	0	0	0	0	0	0	0	0	0	0	\$0
Estero Is. Beach Access #37-43	0.40	0.00	0	0	0	0	1,000	0	0	0	0	0	0	0	\$0
Little Hickory Island Park	1.80	0.50	0	0	2	0	1,000	0	0	1	0	0	0	0	\$0
Lynn Hall Memorial Park (part)	3.00	1.20	0	0	3	0	11,500	0	0	4	1	0	0	0	\$746,962
San Carlos/Bunche Beach (part)	0.60	0.60	0	0	0	0	7,300	0	0	0	0	0	0	0	\$0
Sanibel Causeway Islands (part)	3.00	1.50	0	0	0	0	0	0	0	0	0	0	0	0	\$0
Turner Beach Park	1.75	0.23	0	0	0	0	0	0	0	1	0	0	0	0	\$24,508
Subtotal, Gulf Beach Access	31.65	6.08	0	0	18	0	28,100	0	0	10	2	0	0	1	\$1,012,368
Lavender's Landing	2.00	0.80	0	0	0	0	1,650	1	0	0	0	240	0	0	\$802,478
Matanzas Pass Park (part)	3.00	0.00	0	0	0	0	15,000	0	0	0	0	0	0	0	\$0
Matlacha Boat Ramp and Pier	3.00	0.45	0	0	0	0	4,850	1	0	1	0	225	0	0	\$0
North Shore Park Pier	n/a	0.62	0	0	4	0	2,000	0	0	0	0	0	0	0	\$63,750
Pine Is Comm. Marina (part)	3.00	3.00	0	0	0	0	1,450	1	0	0	0	755	0	0	\$0
Pine Island Monument	0.15	0.03	0	0	0	0	0	0	0	0	0	0	0	0	\$0
Punta Rassa Boat Ramp (part)	3.00	0.00	0	0	0	0	2,920	2	0	2	0	1,200	0	0	\$0
San Carlos/Matanzas Bridge Pier	0.20	0.15	0	0	0	0	1,750	0	0	0	0	80	0	0	\$0
Tropical Point Park	0.95	0.10	0	0	0	0	0	0	0	0	0	0	0	0	\$0
Subtotal, Bay/Canal Access	15.30	5.15	0	0	4	0	29,620	5	0	3	0	2,500	0	0	\$866,228
Alva Boat Ramp	1.35	0.60	0	0	0	0	315	1	0	0	0	140	0	0	\$0
Caloosahatchee Park (leased)	n/a	0.74	0	0	3	0	3,700	0	30	0	1	0	0	0	\$626,920
Davis Blvd Boat Ramp	0.85	0.32	0	0	0	0	0	1	0	0	0	310	0	0	\$0
Idalia Paddling Center (part)	3.00	0.00	0	0	0	0	600	0	0	0	0	0	0	0	\$0
Imperial River Boat Ramp (part)	3.00	1.62	0	0	0	0	4,200	2	0	1	0	90	0	0	. \$0
Manatee Park (leased)	n/a	1.10	0	0	4	0	2,600	0	0	0	2	375	2	0	\$312,639
Orange River	2.39	0.00	0	0	0	0	0	0	0	0	0	0	0	0	\$0
Royal Palm Park	0.85	0.15	0	0	0	0	900	0	0	0	0	0	0	0	\$0
Russell Park Launch	n/a	0.00	0	0	0	0	900	0	0	0	0	90	0	0	\$0
Subtotal, Inland Water Access	11.44	4.53	0	0	7	0	13,215	4	30	1	3	1,005	2	0	\$939,559
Total, Regional Parks	2,205.22	87.85	17	2	80	42	306,095	9	30	26	15	3,505	13	3	\$92,753,494

Source: Lee County Parks and Recreation Department, September 16, 2011; building values for San Carlos/Bunche Beach Park and Lee County Civic Center are based on construction costs, FGCU Pool based on estimated replacement cost, others on insured values; information on City of Fort Myers facilities (Calusa Nature Center, Centennial Park, Fort Myers Skatium, North Colonial Linear Park, Riverside Park and Trailhead Park) from City of Fort Myers, September 15, 2011.

Table 24. Existing City of Fort Myers Community Parks

	ng only			,,,				-, .	
Community Parks	Park Acres	Baseball/Softball	Soccer/Football	Picnic Pavilion	Hand/Racquetball	Tennis	Swimming Pool	Basketball	Building Value*
41 Causeway/Edison Br	2.00								
41 Cwy/Caloosahatchee	5.00								
Billy Bowlegs Park	5.00	1	1					2	\$203,660
Bowling Green Park	4.00								\$0
Caloosa Park	0.21								\$0
Clemente Park	3.75				2	2		2	\$815,555
Cook Lake	1.50								
Coronado	0.50			1					\$0
Dunbar Park	3.46	1						3	\$89,190
Dubree/Aztec Park	1.00			1				1	\$0
Fleishman Park	14.30								\$1,562,940
Fort Myers Skate Park	3.50								\$181,000
Forum Park	5.00		1						\$0
Freemont Park	0.50			1					\$0
Friendship Park	1.10								\$0
Golfview Park	1.50			2		2	1		\$257,330
Habitat Park	1.60								\$0
Henley Riverview	0.20								
Imaginarium	7.36								\$5,994,200
Jefferson Park	0.50								
Kiwanis Park	0.25								
Lions Park	6.00	1	1	1		2		1	\$131,200
Manor Lake	1.42								
Manuel's Branch Park	1.00			1					
Park of Palms	0.25								
Project Play/McCutcheon	1.10								
Seminole Park	3.06								
Shady Oaks	35.00								\$1,983,240
Stars Complex	20.00								\$3,856,860
Tarpon Street Pier	0.04								
Twin Parks	0.30								
Wes Nott Park	0.70								
Winkler Park	1.00			1					
Yawkey Park	0.36								
Total	132.46	3	3	8	2	6	1	9	\$15,075,175
Course Clatting Indiana City	of Cort Muse	_	lea (1 () n o n (Cuata	Λ 1	otor D	

Source: Glatting Jackson, City of Fort Myers Parks & Open Space System Master Plan, November 2006; insured building values from City of Fort Myers, September 15, 2011; additional acreage data from City of Fort Myers, September 19, 2011.