

Parks Master Plan

Phase IV

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1.0 EXECUTIVE SUMMARY

Summary of Background

The population of Osceola County is expected to increase by 73 percent over the next 25 years. This growth, combined with the tourism draw of Central Florida, will continue to drive the demand for parks and recreation opportunities. In anticipation of that demand, the County began a four-phase parks master plan in 2015. Phases I through III identified a need for additional park facilities within the County. This need requires appropriate funding for the development of future community parks.

This document is the report of Phase IV of the parks master planning process. Phase IV identifies financial resources for provision of adequate park facilities to meet anticipated demand. Creative financial resources are needed to provide improvements to existing parks and to pay for operations, maintenance, and personnel required for new park facilities.

The Phase IV report includes the following sections: Executive Summary, Background, Park Impact Fees & Funding in Other Jurisdictions, Park Impact Fee Methodology, Fee Implementation in the Joint Planning Area, Impact of Mixed-Use Development, and New Funding Sources & Impact Fee Recommendations.

Summary of Park Impact Fees and Funding in Other Jurisdictions

This section compares Osceola County park impact fees, as well as other sources of parks and recreation funding, to neighboring counties and cities. These other jurisdictions include Brevard, Lake, Orange, Polk, Pasco, and Seminole counties, as well as the cities of Kissimmee, St. Cloud, and Orlando (for a total of 10 jurisdictions including Osceola County).

Neither Brevard nor Seminole County currently collect park impact fees. Currently, eight of the ten analyzed jurisdictions collect park impact fees for single-family homes. Osceola County has the 5th highest fee for this land use type, the City of St. Cloud has the highest, and Polk County has the lowest fee. Eight of the ten analyzed jurisdictions collect park impact fees for multi-family homes. Osceola County has the 5th highest fee for this land use type, St. Cloud has the highest, and Polk County has the lowest. Six of the ten analyzed jurisdictions collect park impact fees for mobile homes. Osceola County has the 3rd highest fee for this land use type, Orange County has the highest, and Polk County has the lowest. Two of the ten analyzed jurisdictions collect park impact fees for retirement/age-restricted communities: Orange County has the highest and Lake County has the lowest. Orange County is the only jurisdiction out of the ten analyzed to collect a park impact fee for accessory dwelling units.

Upon comparison of the funding sources of the adjacent jurisdictions, there are some similarities found in the way these communities fund their parks and recreation facilities. Seven of the nine analyzed jurisdictions use park impact fees to fund their facilities. The next most common funding sources, used by six out of the nine analyzed adjacent jurisdictions, are the General Fund and some sort of grant funding. Five jurisdictions use Municipal Services Taxing Unit (MSTU), and two use special revenue funds to help fund their facilities.

Summary of Park Impact Fee Methodology

This section evaluates Osceola County's current and proposed impact fee methodology for funding park facilities and considers potential changes or updates to this methodology. The County's most recent Park Impact Fee Study was conducted in June of 2006. All calculations in the June 2006 Park Impact Fee Study



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were based on three different park classifications: countywide parks, community parks, and recreational facilities. The June 2006 Park Impact Fee Study followed the methodology of first finding the cost per person. This was found by taking the quantity of existing inventory and multiplying it by the value per unit, then dividing that by the population. Next, the average person per dwelling unit was found by dividing the population in each dwelling unit type by the number of dwelling units. Next the cost per dwelling unit was found by multiplying the cost per person by the average persons per dwelling unit. Finally, the cost per dwelling unit was found by subtracting a credit to account for funding sources other than impact fees for park capital expansion from the cost per dwelling unit.

For this Phase IV report, Osceola County's park impact fee was calculated using two different methodologies for comparison. The first methodology is a capacity-based methodology. The capacity-based methodology assumes that each residential land use type will consume a proportion of that capacity; therefore, the cost of each new park is allocated per person based on the anticipated level-of-service. The second methodology is a program-based methodology. The program-based methodology is applied so that the programmed cost of new facilities is allocated per person using the projected population increase from the current year to the year 2040. In general, the capacity-based methodology results in an overall lower impact fee per unit than the program-based methodology. Using either of the proposed methodologies or average cost inputs, Osceola County's single-family residential impact would need to be increased by more than \$1,000 to pay for the parks demand toward 2040. Similarly, the impact fees for multi-family and mobile home would need to be increased by approximately \$500 and \$1,000, respectively.

Given the planning horizon spans 20 years, it is important to also consider the index by which annual impact fee adjustments may be supported. The U.S. Bureau of Labor Statistics regularly publishes a Consumer Price Index (CPI) that may be used to support annual adjustments to the park impact fee. Regarding fee collection, Osceola County currently maintains five impact fee districts and one countywide district for park impact fee collection. In review of these districts, it is feasible to reduce the number of districts to three to better align with the projected demand for parks toward 2040 that was identified during Phases I-III of the Parks Master Plan. These three districts would include one district on each side of the Florida Turnpike, and a third district corresponding to the St. Cloud Joint Planning Area (JPA).

Summary of Fee Implementation in the Joint Planning Area

This section explores the application and collection of impact fees as contemplated in the Joint Planning Area Interlocal Agreement between Osceola County and the City of St. Cloud (JPA). The City of St. Cloud FY2016 Impact Fee Study is based on the City's current level of service for parks and recreation and are therefore updated to reflect the actual cost of the City's parks and recreation system. The recommendation of the FY2016 Impact Fee Study by Burton & Associates is that the park impact fees adopted by the City of St. Cloud should be collected by Osceola County within the JPA, per the agreement with the City. The Study's justification for the application of St. Cloud's park impact fees in this area is the assumption made by the agreement of an enhanced level of service expected of municipal parks above and beyond that which is expected of county parks. Since the time of the JPA, Osceola County has completed the Parks Master Plan. It is recommended that the County's impact fee ordinance should enable the transfer of fees; however, any transfer will be based on the ability to demonstrate a comparable level of service between the two jurisdictions.



Summary of Impact of Residential and Mixed Use Development

This section reviews the effects of mixed-use type developments within Osceola County and their contributions and impacts on the County's parks system. Osceola County has a variety of developments, ranging from large mixed-use developments of regional impact such as Celebration and Harmony, to smaller but still significant projects. Each of these large-scale developments is required to provide, and accordingly plans for, parks within their communities. Because these types of developments include parks as part of their master planning, design, and construction process, impact fees are typically credited back to the developer if certain acreage provisions are met. In contrast, small-scale residential developments with fewer dwelling units are required to provide recreation, but may not be required to provide onsite community parks acreage. In such cases, the impact fee may be imposed so the County can acquire park acreage to meet the new need.

Summary of Funding Sources and Impact Fee Recommendations

The parks system is managed by Osceola County's Community Development Department and has seven primary funding sources: General Fund, Environmental Land Acquisition Fund, Environmental Maintenance Fund, Tourist Development Tax Fund, Boating Improvement Fund, Parks Impact Fee Fund, and Local Option Sales Tax Fund. Community Development Block Grants (CDBG), and other grants, have also been used for parks funding.

In addition to these seven funding sources, Osceola County maintains partnerships with the private sector (for-profit and non-profit) and other local governments for some operation and maintenance activities. Because of these partnerships, Osceola County provides recreational facilities and maintenance, but does not provide recreational programming at its parks or community centers.

This section provides an overview of new or other creative funding sources for the County's park system for potential implementation. These funding sources include, but are not limited to, user fees, sales taxes, grants, municipal service taxing districts (which Osceola County currently uses for maintenance, replacement, and repair of park areas and recreation equipment), and public-private partnerships.

An effective funding strategy will be based on a multi-faceted approach. The strategy should not rely on only one revenue source but include the wide variety of funding tools available. Through a mix of property taxes, impact fees, user fees, agreements, and public-private partnerships, Osceola County will be able to meet the needs of this growing community more effectively. In practice, the County will need to make a policy decision regarding its commitment to maintaining and enhancing parks and recreation opportunities within the County and decide upon an appropriate funding level somewhere between the status quo and the optimal level identified within this Parks Master Plan.

This section also presents overall funding recommendations, including those related to implementation of the park impact fee. In review of the methodologies for development of the updated parks impact fee, the average cost capacity-based calculation is recommended for adoption by Osceola County. The impact fee districts are recommended to change to three districts: one on each side of the Florida Turnpike, and the third corresponding to the St. Cloud JPA. It is also recommended that the County use the U.S. Bureau of Labor Statistics CPI-U, published annually in July, to establish the maximum annual increase to the impact fee. In addition, within the St. Cloud JPA, it is recommended the County enable the transfer of the parks and recreation impact fee as supported by the needs analyses and level of service studies of both jurisdictions.



2.0 BACKGROUND

2.1 *Overview of the Parks Master Plan*

Population in Osceola County is projected to increase steadily over the next 25 years. MetroPlan Orlando's Long-Range Transportation Plan (LRTP) projects the County's population to increase by 73 percent between 2015 and 2040 (see **Table 1**).

Table 1. Osceola County Population, Total 2015 to 2040

	2015	2020	2025	2030	2035	2040	% Change 25-Years
Population	350,552	412,465	474,286	507,973	558,502	609,032	73%

Source: Osceola County Parks Master Plan, Phases II and III, January 4, 2018, MetroPlan Orlando Long Range Transportation Plan (LRTP), Population and Employment Control Totals for 2040, Final Adopted Plan published January 2016.

In addition, Osceola County is strongly impacted by the global tourism market drawn to the Central Florida region. Together, population growth and tourism are strong drivers of parks and recreation demand.

The County completed a previous parks master planning effort in 1999 and an update in 2005; however, both plans were completed under much different economic and regulatory conditions than exist today. In response, in January 2015, the County embarked on a four-phased parks master plan approach:

- Phase I: Assessment of the existing parks and recreation inventory and financial condition;
- Phase II: Parks and recreation level of service analysis and needs analysis;
- Phase III: Amendments to the County's comprehensive plan and land development code related to the findings of the first two phases; and
- Phase IV: Development of funding mechanisms to meet existing park and recreation needs as well as future needs.

This report covers Phase IV of the parks master planning process.

2.2 *Summary of Previous Phases*

Phase I of the Parks Master Plan was completed in 2015. Phase I consisted of an inventory and assessment of existing parks, benchmarking of park level of service standards, and evaluation of operation and maintenance costs and funding. Phases II and III, completed in 2018, consisted of a public involvement process to identify park user needs and existing park deficits, as well as calculation of future park needs toward 2040 (including type, number, and distribution). Additionally, Phases II and III developed park prototypes with general cost estimates and a corresponding capital improvement plan to meet the identified future needs. Phases II and III also recommend changes to policies in the County's Comprehensive Plan to be adopted as part of the County's regular amendment process.

2.3 *Phase IV Plan Preview*

The following provides a short description of the subsequent sections of this Plan:

1. Summary of Park Impact Fees & Funding in Other Jurisdictions

This section provides a review and analysis of park impact fees, as well as other sources of parks and recreation funding, used by neighboring counties and cities. These other jurisdictions include



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Orange County, Brevard County, Lake County, Polk County, Pasco County, Seminole County, City of Kissimmee, City of St. Cloud, and City of Orlando.

2. Park Impact Fee Methodology

This section evaluates Osceola County's current methodology of funding park and recreation facilities, both existing and new, and considers potential changes or updates to this methodology.

3. Fee Implementation in the Joint Planning Area

This section explores the application and collection of impact fees regarding the implementation of the Joint Planning Area Interlocal Agreement between Osceola County and the City of St. Cloud.

4. Impact of Residential and Mixed Use Development

This section reviews the effects development within Osceola County and their contributions and impacts on the County's parks and recreation system.

5. Funding Sources & Impact Fee Recommendations

This section provides an overview of existing or potential funding sources for the County's park and recreation system for implementation. These include, but are not limited to, user fees, sales taxes, grants, municipal service taxing districts, and public-private partnerships. This section also presents overall funding recommendations, including those related to the implementation of the park impact fee.



3.0 PARK IMPACT FEES & FUNDING IN OTHER JURISDICTIONS

3.1 Overview of Impact Fees in Florida

3.1.1 Applicability

Impact fees are a common source of funding for capital improvements in Florida. Such funds are considered user fees, in that they are not levied as a jurisdiction-wide tax but are assessed only on new developments that warrant the construction of new facilities and infrastructure (such as parks, schools, roads, or utilities). Because the new developments will be the primary user of such facilities and infrastructure, they should pay for the corresponding cost of construction. However, impact fees can only cover the capital cost of that investment and cannot be used to cover the related and ongoing operations and maintenance costs.

3.1.2 Limitations

Impact fees are subject to Section 163.31801 Florida Statutes (F.S.) and Florida case law. As found in several Florida cases surrounding the assessment of impact fees, impact fees must be proportional to the impact of the development (i.e., demonstrate Fair Share) and must be spent to benefit the payers of the impact fee (i.e., prove Nexus of Benefit). Therefore, a study to support the assessment of impact fees must at minimum show the impact fee is fair and beneficial to the new development. It is important to note although a study of impact fees can justify the maximum impact fee to be assessed, the jurisdiction may adopt a reduced fee if it chooses.

3.2 Osceola County Park Impact Fees

3.2.1 Current Park Impact Fee Schedule (Adopted 2006)

Osceola County assesses park impact fees for three land use types: residential single-family home, residential multi-family home, and residential mobile home. These fees are listed below:

<i>Land Use Type</i>	<i>Impact Fee (Per Dwelling Unit)</i>
<i>Single Family Home</i>	<i>\$923.72</i>
<i>Multi-Family Home</i>	<i>\$678.91</i>
<i>Mobile Home</i>	<i>\$667.39</i>

The County currently has five park impact fee districts and one countywide district. Fees collected can only be used to construct new parks and recreation facilities within the district in which the park impact fee was collected, thus demonstrating a direct benefit to the payer.

3.3 Impact Fees in Neighboring Counties

3.3.1 Orange County (Adopted May 1, 2018)

Orange County assesses park impact fees for five residential land use types: single-family home, accessory single-family home, multi-family home, mobile home, and retirement/age restricted communities. Orange County's current park impact fees are listed below:



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<i>Land Use Type</i>	<i>Impact Fee (Per Dwelling Unit)</i>
<i>Single Family Home</i>	<i>\$1,544.00</i>
<i>Accessory Single Family Home</i>	<i>\$1,044.00</i>
<i>Multi-Family Home</i>	<i>\$1,044.00</i>
<i>Mobile Home</i>	<i>\$1,150.00</i>
<i>Retirement/Age Restricted Communities</i>	<i>\$827.00</i>

Orange County's methodology for calculating their park impact fee is consumption-based (also known as level-of-service- or capacity-based), meaning that park impact fees are calculated on the expected cost of maintaining a certain level of park service per population.

Orange County utilizes multiple funding sources to maintain their parks and recreation facilities. These sources include a Parks and Recreation Fund, which is a sub-fund of the County's General Fund, Park and Recreation Impact Fees, Municipal Services Districts Fund, Boat Improvement Fund, and Federal and State Grants.

3.3.2 Brevard County

Brevard County does not currently collect park impact fees. Instead, Brevard County uses the following funding sources to maintain their parks and recreation facilities: Recreation D1 MSTU, User Fees, General Fund, Balances Forward, North Brevard Special Rec District, PSJ/Canaveral Groves MSTU, Merritt Island MSTU, D4 Special District, South Special District Ad Valorem Taxes, Bond Proceeds, and TNC Grant.

3.3.3 Lake County (Adopted January 11, 2016)

Lake County assesses park impact fees for four residential land use types: single-family home, multi-family home, mobile home, and active adult community. These fees are listed below:

<i>Land Use Type</i>	<i>Impact Fee (Per Dwelling Unit)</i>
<i>Single Family Home</i>	<i>\$344.00</i>
<i>Multi-Family Home</i>	<i>\$257.00</i>
<i>Mobile Home</i>	<i>\$268.00</i>
<i>Active Adult Community</i>	<i>\$184.00</i>

Lake County's methodology for calculating their park impact fee is consumption-based (also known as level-of-service- or capacity-based), meaning that park impact fees are calculated on the expected cost of maintaining a certain level of park service per population.

Lake County uses multiple funding sources to maintain their parks and recreation facilities. These sources include a Park Impact Fee Trust, Fish Conservation Fund, MSTU, Community Development Block Grant, Parks Capital Projects Fund, Second Renewal Sales Tax Capital Projects Fund, and Public Capital Program Fund.

3.3.4 Polk County (Adopted March 17, 2018)

Polk County assesses park impact fees for three residential land use types: single-family home, multi-family home, and mobile home. These fees are listed below:



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<i>Land Use Type</i>	<i>Impact Fee (Per Dwelling Unit)</i>
<i>Single Family Home</i>	<i>\$178.00</i>
<i>Multi-Family Home</i>	<i>\$126.00</i>
<i>Mobile Home</i>	<i>\$134.00</i>

Polk County uses the following funding sources to maintain their parks and recreation facilities: Lake and River Enhancement Trust Funds; Impact Fees; Leisure Services MSTU Funds; Land Management Nonexpendable Trust Funds; Environmental Land Acquisition Funds

3.3.5 Pasco County (Adopted January 1, 2018)

Pasco County assesses park impact fees for three residential land use types: single-family home, multi-family home, and mobile home. These fees are listed below:

<i>Land Use Type</i>	<i>Impact Fee (Per Dwelling Unit)</i>
<i>Single Family Home</i>	<i>\$891.82</i>
<i>Multi-Family Home</i>	<i>\$627.00</i>
<i>Mobile Home</i>	<i>\$627.00</i>

Pasco County has three park impact fee districts. Fees collected can only be used to construct new parks and recreation facilities within the district in which the park impact fee was collected, thus demonstrating a direct benefit to the payer.

Pasco County utilizes multiple funding sources to maintain their parks and recreation facilities. These sources include a General Fund, Municipal Service Fund, Restore Act Fund, Grant Fund, Department of Environmental Protection Fund, Environmental Lands Management Fund, Florida Boating Improvement Fund, and Park Impact Fee Fund (West, Central, East Districts).

3.3.6 Seminole County

Seminole County does not currently collect park impact fees. Instead, Seminole County uses the following funding sources to maintain their parks and recreation facilities: General Revenue Debt; Sports Complex/Soldier's Creek Project Fund; Natural Land Endowment Fund; Boating Improvement Fund; Fleet Replacement Fund; Tourist Development Fund; 2014 Infrastructure Sales Tax; and Natural Lands/Trails.

3.4 Impact Fees in Neighboring Cities

3.4.1 City of Kissimmee

The City of Kissimmee assesses park impact fees for three residential land use types: single-family home, multi-family home, and mobile home. These fees are listed below:

<i>Land Use Type</i>	<i>Impact Fee (Per Dwelling Unit)</i>
<i>Single Family Home</i>	<i>\$1,200.00</i>
<i>Multi-Family Home</i>	<i>\$985.29</i>
<i>Mobile Home</i>	<i>\$867.06</i>

The City of Kissimmee utilizes multiple funding sources to maintain their park and recreation facilities. These sources include a General Fund for Parks & Recreation, Recreation Impact Fee Fund, and Local Option Sales Tax Fund.



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3.4.2 City of St. Cloud (Adopted January 1, 2018)

The City of St. Cloud assesses park impact fees for two residential land use types: single-family home and multi-family home. These fees are listed below:

<i>Land Use Type</i>	<i>Impact Fee (Per Dwelling Unit)</i>
<i>Single Family Home</i>	<i>\$1,838.47</i>
<i>Multi-Family Home</i>	<i>\$1,482.02</i>

Additionally, the City of St. Cloud uses General Fund, Recreation Impact Fee Fund, and Boat Basin Fees to maintain their parks and recreation facilities.

3.4.3 City of Orlando (Adopted March 1, 2017)

The City of Orlando assesses park impact fees for two land use types: residential single-family home and residential multi-family home. These fees are listed below:

<i>Land Use Type</i>	<i>Impact Fee (Per Dwelling Unit)</i>
<i>Single Family Home</i>	<i>\$966.00</i>
<i>Multi-Family Home</i>	<i>\$825.00</i>

The City's methodology for calculating their park impact fee is consumption-based (also known as level-of-service- or capacity-based), meaning that park impact fees are calculated on the expected cost of maintaining a certain level of park service per population.

The City uses the following funding sources to maintain their parks and recreation facilities: General Fund; After School All Stars (ASAS); Street Tree Trust Fund; Project Grants; Grant Fund; and Park Impact Fee.



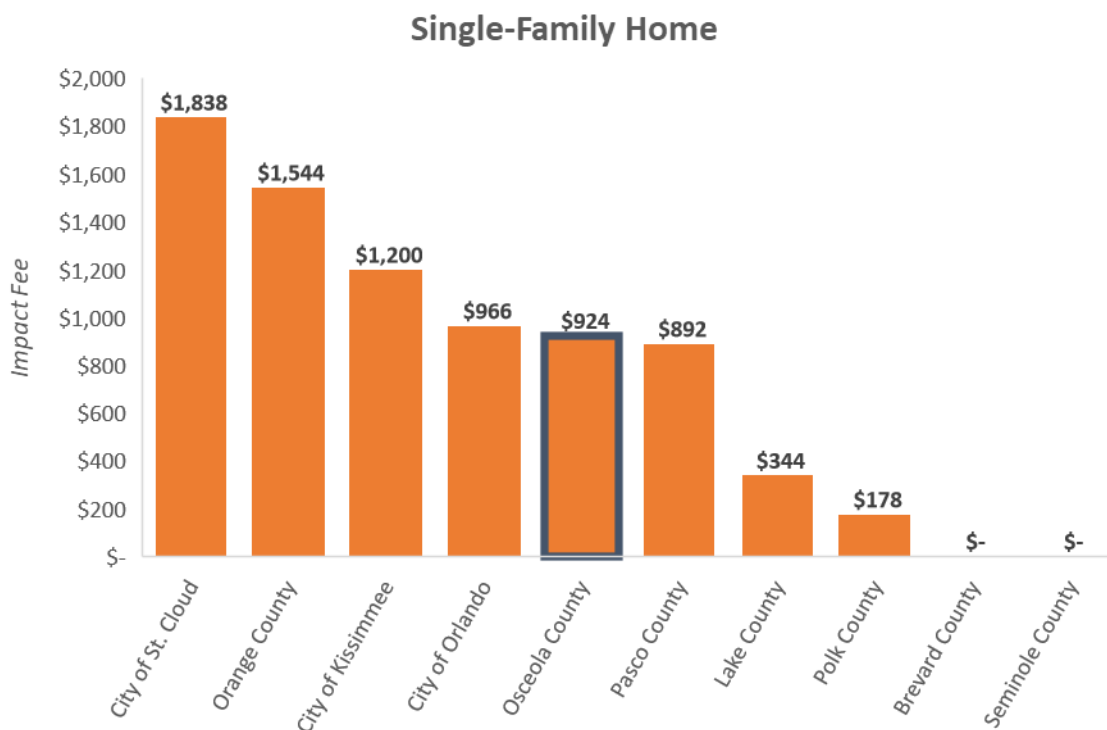
3.5 *Fee Benchmarking with Osceola County*

3.5.1 *Comparing Other Jurisdictions to Osceola County*

Park Impact Fees for Single Family Homes

Currently, eight of the ten analyzed jurisdictions collect park impact fees for single-family homes (see **Figure 1**). Osceola County's impact fee for single-family homes is \$923.73, which is the fifth highest fee for this land use type. The City of St. Cloud has the highest fee for the single-family home land use type at \$1,838.47, which is \$914.74 higher than Osceola County's fee. This is almost double Osceola County's park impact fee. Polk County has the lowest fee (\$178) for the single-family home land use type, which is \$745.73 lower than Osceola County's fee. The City of Orlando, Osceola County, and Pasco County all have similar fees with the average of these three jurisdictions' fees being \$927.18.

Figure 1: Comparison of Park Impact Fees for Single-Family Residential



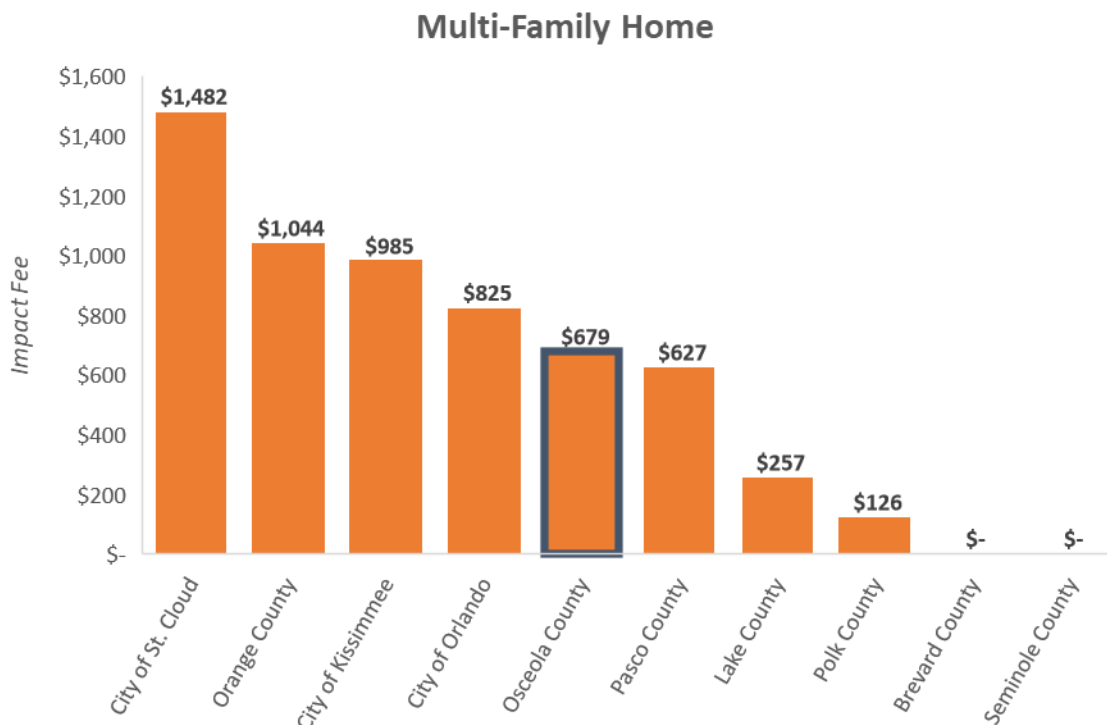


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Park Impact Fees for Multi-Family Homes

Currently, eight of the ten analyzed jurisdictions collect park impact fees for multi-family homes (see **Figure 2**). Osceola County's impact fee for multi-family homes is \$678.97, which is the fifth highest fee for this land use type. The City of St. Cloud has the highest fee for multi-family homes at \$1,482.02, which is \$803.05 higher than Osceola County's fee. This is more than double Osceola County's park impact fee. Polk County has the lowest fee (\$126) for this land use type, which is \$552.97 lower than Osceola County's fee. Osceola County and Pasco County both have similar fees, with the average of these two jurisdictions' fees being \$652.99.

Figure 2: Comparison of Park Impact Fees for Multi-Family Homes

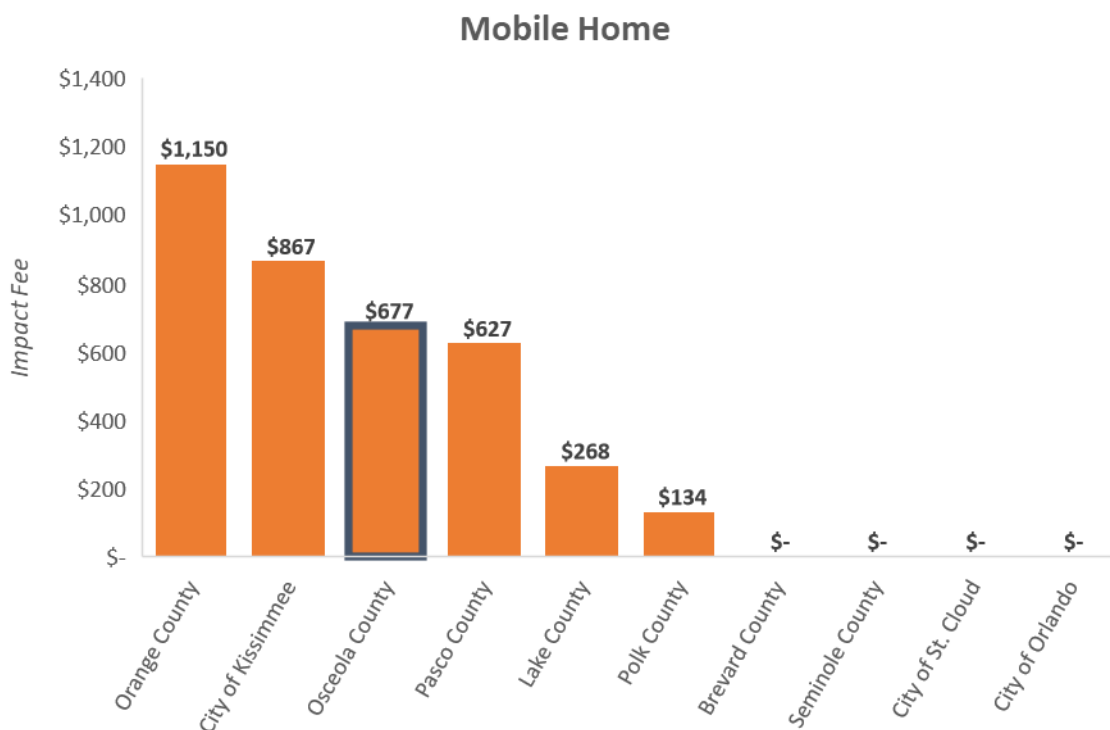




Park Impact Fees for Mobile Homes

Currently, six of the ten analyzed jurisdictions collect park impact fees for mobile homes (see Figure 3). Osceola County's impact fee for mobile homes is \$677.39, which is the third highest fee for this land use type. Orange County has the highest impact fee for mobile homes at \$1,150, which is \$472.61 higher than Osceola County's fee. Polk County has the lowest fee (\$134) for this land use type, which is \$543.39 lower than Osceola County's fee. Osceola County and Pasco County both have similar fees, with the average of these two jurisdictions' fees being \$652.19.

Figure 3: Comparison of Park Impact Fees for Mobile Homes



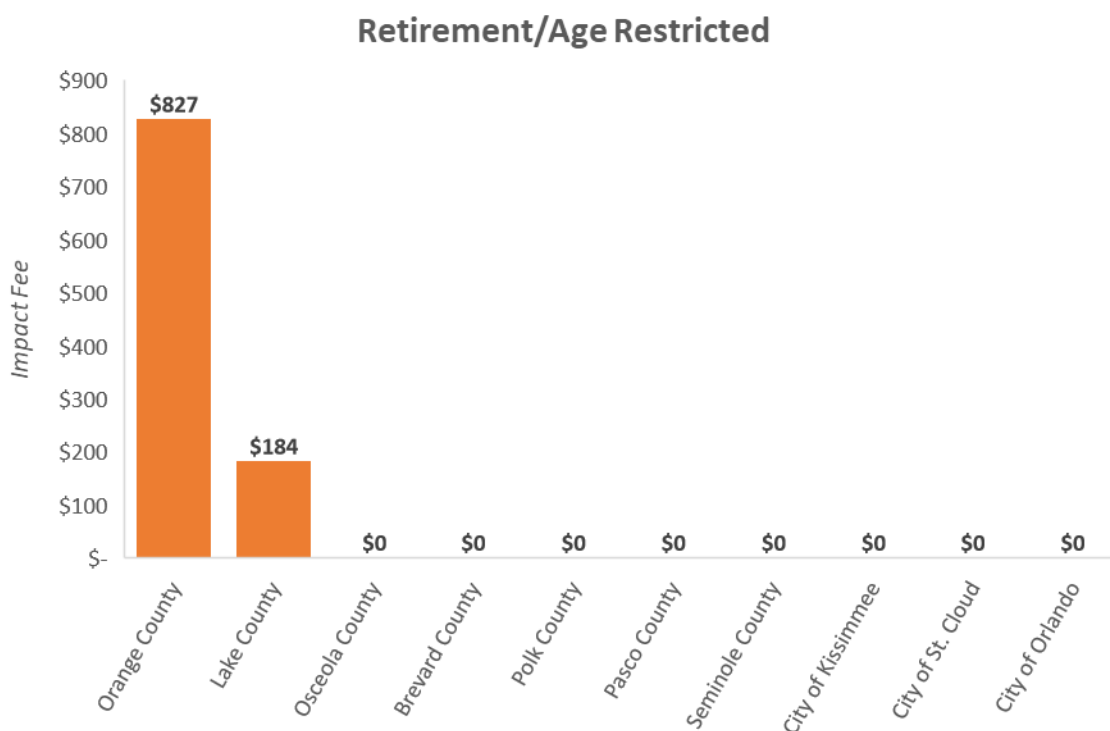


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Park Impact Fees for Retirement/Age-Restricted Communities

Currently, two of the ten analyzed jurisdictions collect park impact fees for retirement/adult communities: Orange County (\$827) and Lake County (\$184). See **Figure 4**. Osceola County does not currently collect a park impact fee for this specific land use type but does collect a park impact fee as part of the County's single-family, multi-family, or mobile home park impact fees.

Figure 4: Comparison of Park Impact Fees for Retirement/Age Restricted Communities

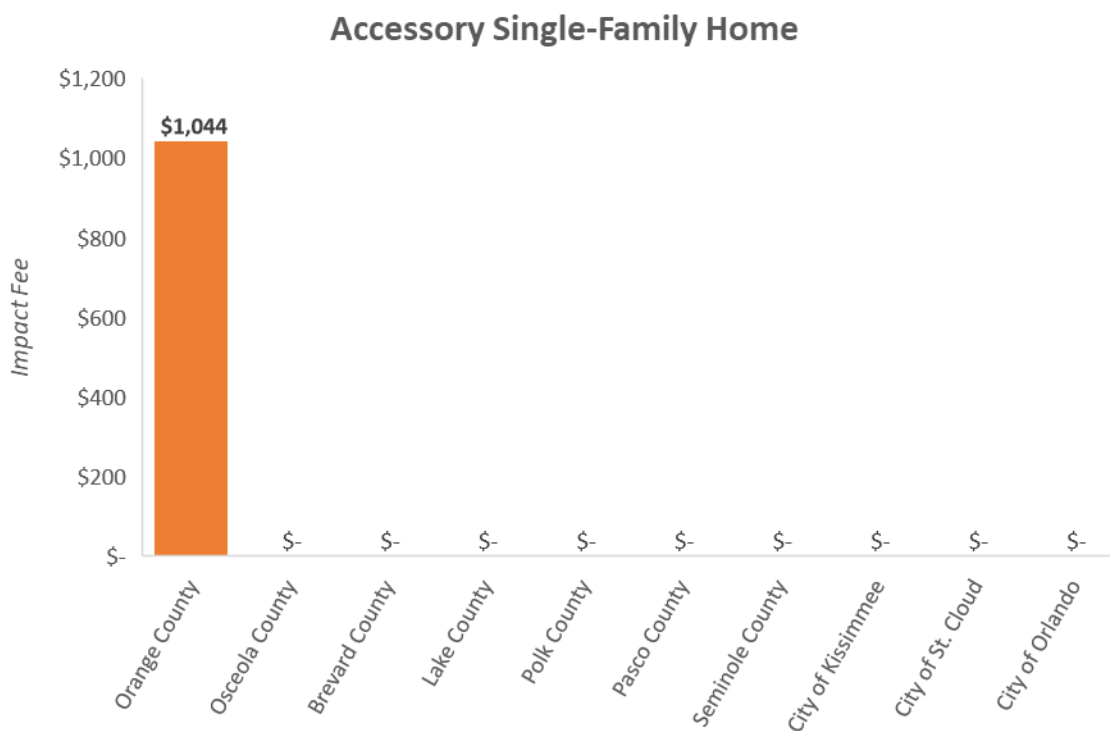




Parks Master Plan – Phase IV

Currently, Orange County is the only jurisdiction, out of the ten analyzed, to collect a park impact fee for accessory dwelling units (see **Figure 5**). Their park impact fee is \$1,044. Osceola County does not currently collect a park impact fee for this land use type.

Figure 5: Comparison of Park Impact Fees for Accessory Dwelling Units



4.0 PARK IMPACT FEE METHODOLOGY

4.1 Current Methodology of Funding Parks

4.1.1 Existing Funding Sources

The parks system is managed by Osceola County's Community Development Department using seven primary funding sources: General Fund, Environmental Land Acquisition Fund, Environmental Maintenance Fund, Tourist Development Tax Fund, Boating Improvement Fund, Parks Impact Fee Fund, and Local Option Sales Tax Fund. Nearly half (46 percent) of the system's funding comes from the Tourist Development Tax Fund for major athletic and special-purpose parks. Over one-fifth (22 percent) of the system's funding is devoted to expenditures for environmentally sensitive land and shoreline access that offers passive recreation. Approximately eight percent of the system's funding is devoted to neighborhood- and community-level parks, which is reflected in their assessment ratings for function and maintenance.

In addition to these seven funding sources, Osceola County maintains partnerships with the private sector (for-profit and non-profit) and other local governments for some operation and maintenance activities. Because of these partnerships, Osceola County provides and maintains facilities, but does not provide recreational programming at its parks or community centers. Additionally, the County has entered into an agreement with the City of St. Cloud to transfer park ownership and maintenance responsibility of most parks upon annexation.

As part of Phase I, Osceola County's operational characteristics were compared to nine similar communities: Brevard, Lake, Orange, Pasco, Polk, and Seminole counties and the cities of Kissimmee, Orlando, and St. Cloud. Osceola County is one of the bottom counties in terms of budgeted operational cost (e.g. cost per acre or cost per capita); moreover, Osceola County is one of the bottom counties in terms of budgeted employees (e.g. acres per employee or employees per 1,000 population).

4.1.2 Current Impact Fee Methodology

Osceola County's most recent Park Impact Fee Study was conducted in June of 2006. In the study, the per capita value was found by taking the quantity of the County's existing inventory and multiplying that by the value per dwelling unit and dividing it by the County's population. These calculations were based on three different park classifications: countywide parks, community parks, and recreational facilities.

The cost per dwelling unit was calculated, but first the average number of persons per type of dwelling unit had to be determined. This was done by taking the population countywide and breaking it down into housing types. Once the population was found for each different type of dwelling unit, it was then divided by the number of dwelling units per type to find the average persons per dwelling unit. Once the average persons per type of dwelling unit was determined, the cost per dwelling unit by was then found by multiplying the average persons per type of dwelling unit by the per capita value."

The net impact fee was then calculated by subtracting a 10% credit from the cost per dwelling unit. Ultimately the County decided to adopt a lower fee than the maximum justified fee.

4.2 Funding Future Parks

4.2.1 Population Projections Toward 2040

In previous phases of the Parks Master Plan, population estimates and projections were sourced from MetroPlan Orlando's Long-Range Transportation Plan (LRTP), which included population data by Traffic Analysis Zone (TAZ). For consistency with previous phases of the Parks Master Plan and Osceola County's Mobility Impact Fee Study (2015), MetroPlan Orlando LRTP TAZ population data was also used for this Parks Impact Fee study. This data is shown in **Table 2** below. The MetroPlan Orlando LRTP projected that by 2040, unincorporated Osceola County will have a total population of 395,871, which is a 58% increase from the current year (2018) population of 250,645. Over the next 22 years, Osceola County's population is expected to grow by 145,226 people.

Table 2. 25-Year Population Projections

Year	Total	City of St. Cloud (13%)	City of Kissimmee (22%)	Unincorporated Osceola County
Current	350,552	45,572	77,121	227,859
2025	474,286	61,657	104,343	308,286
2040	609,032	79,174	133,987	395,871

Source: MetroPlan Orlando, Population Projections by Traffic Analysis Zones (TAZs)

Although the LRTP presents projected population and total number of dwelling units to 2040, the published dwelling unit count is only broken down into single-family and multi-family type units and does not differentiate mobile homes. In review of the technical documents for the LRTP, the count of mobile homes is combined with that of single-family homes. To identify the share of mobile homes as well as the number of persons per dwelling unit type, the U. S. Census Bureau American Community Survey (ACS) database was consulted. **Table 3** shows the population and number of dwelling units in Osceola County estimated by the 2012-2016 (5-Year) American Community Survey. This data provides a basis for estimating the current number of persons per dwelling unit in Osceola County. This number can then be compared to the number of persons per dwelling unit used in the County's previous 2006 impact fee study.

Table 3. Estimated Number of Persons Per Dwelling Unit

Dwelling Unit Type	2016 ACS Population	2016 ACS Dwelling Units	2016 ACS Persons/DU	2006 Impact Fee Study
Single Family	237,659	87,902	2.70	2.62
Multi-Family	49,081	35,656	1.38	2.02
Mobile Home	22,594	11,381	1.99	1.89

Source: U. S. Census Bureau, 2012-2016 American Community Survey (ACS), Five-Year Estimates: Dataset B25033 (Total Population in Occupied Housing Units by Tenure); Dataset DP04 (Selected Housing Characteristics).

Based on the most recent available ACS data, the estimated number of persons per single family unit is 2.70. This number is higher than the estimated number of persons per multi-family unit (1.38) and per mobile home (1.99). While the estimated number of persons per single-family unit

and mobile homes increased over the last 10 years, the number of persons per multi-family unit decreased. The estimates shown in **Table 3** are inputs to the new impact fee calculations for 2018. These inputs are used only for calculating the number of persons per unit, as the ACS estimates are significantly less than what is projected in the MetroPlan Orlando LRTP.

4.2.2 Future Park Needs

Phases II and III of the Parks Master Plan identified new park needs and the corresponding capital costs associated with meeting those needs toward the year 2040. Osceola County has done an exceptional job of providing passive recreation such as public open spaces and conservation lands. During Phases II and III, however, it was revealed that the County currently lacks sufficient active parks with facilities such as ballfields and courts, community centers, and other amenities. Therefore, Phases II and III emphasized a capital program based on the provision of community parks with facilities. Moreover, two types of community parks were considered in the Phases II and III park prototypes: fields-based (e.g. typical athletic park with ballfields and courts) and facility-based (e.g. community center and specialty amenities such as a pool or other unique feature). Cost estimates from Phases II and III are shown below:

<i>Cost of Single New Community Park (Phases II and III)</i>	
<i>Community Park Low (Fields-Based)</i>	<i>\$7,160,092</i>
<i>Community Park High (Facility-Based)</i>	<i>\$18,528,400</i>
<i>Cost of Total 2040 New Park Program (Phases II and III)</i>	
<i>Community Park Low (Fields-Based)</i>	<i>\$93,081,196</i>
<i>Community Park High (Facility-Based)</i>	<i>\$240,869,200</i>

4.2.3 Credits for Non-Impact Fee Revenues

To avoid overcharging new development for the capital cost of providing community parks, a review of the capital funding program for community parks was completed. The purpose of this review was to identify non-impact fee revenues that may be spent on community park capital expansion projects. Since 2014, the County has allocated \$9,582,924.01 in park impact fees to community park capital expansion projects. However, during the same time period, the County has spent \$4,015,573 from non-impact fee funding sources for community park capital expansion projects. A large percentage of the \$4 million is from an agreement between the County and the Association of Poinciana Villages (APV) for over \$3 million to fund the construction of a pool at Vance Harmon Park. The future revenue amounts for non-impact fee funding are projected based on a review of non-impact fee revenues that have been used within the last five years for the expansion of capital facilities, land, and equipment for County community parks. These non-impact fee revenues included ad valorem, special funds (i.e. agreement with the Association of Poinciana Villages [APV]), and Federal community development block grant funds (CDBG). As shown in **Table 4**, the credit per person from non-impact fee funding of capital improvements to community parks is \$2.68.

Table 4. Credit Calculation

Project	Funding Amount	Notes
Vance Harmon Park Pool	\$3,200,000.00	Special Fund (Agreement with APV)
Robert Guevara Electronic Message Board	\$24,900.00	General Fund
Vance Harmon Park Equipment	\$186,648.00	CDBG Funding
Poinciana Community Center	\$604,025.00	CDBG Funding
Total Funding	\$4,015,573.00	
Average Funding per Year	\$803,114.60	Total funding/5 years
2040 Projected Average Funding per Year	\$1,632,566.63	Funding projected at 3% per year increase of average funding to 2040
Credit per Person	\$2.68	Projected 2040 average funding/2040 population

Source: Osceola County

4.2.4 Implications for the Park Impact Fee

Wade Trim proposes two new park impact fee methodology options for consideration in Phase IV of the Parks Master Plan. The first is a Capacity Based calculation, whereas the second is a Program-Based calculation. The following provides a summary of these different methodologies.

Capacity Based Calculation

The level of service used to determine the County's new park needs in Phases II and III of the Osceola County Parks Master Plan is one park per 15,000 persons. To calculate a park impact fee based on capacity, it is assumed that each residential land use type will consume a proportion of that capacity; therefore, the cost of each new park is allocated per person based on the anticipated level of service (i.e., one park per 15,000 persons). Thus, a capacity-based impact fee formula is:

$$\text{Impact Fee} = [(\text{Cost of Single Park} / 15,000) \times \text{Number of Persons per Unit}] - \text{Credit}$$

Table 5 shows the cost per person for a new park in Osceola County, using a level of service of one park per 15,000 persons and the low (fields-based) or high (facility-based) cost estimates shown in the preceding section (see Section 4.2.2). As shown in **Table 5**, the cost per person would be \$474.66 for a field-based park and \$1,232.55 for a facility-based park, resulting in an average cost of \$853.60 per person.

Table 5. Cost Per Person for One New Park

	Low Cost (Fields-Based)	High Cost (Facility-Based)	Average
Community Park	\$7,160,092	\$18,528,400	\$12,844,246
Cost Per Person	\$477.34	\$1,235.23	\$856.28
Less Credit	\$2.68	\$2.68	\$2.68
Net Cost Per Person	\$474.66	\$1,232.55	\$853.60

Source: Osceola County Parks Master Plan, Phases II and III, estimates for typical park prototypes. Cost per person assumes level of service of one park per 15,000 persons.

For the capacity-based calculation, the cost per person for one new park shown in **Table 5** is then multiplied by the number of persons per dwelling unit to determine the gross impact fee for the unit type (e.g. single-family, multi-family, and mobile home). **Tables 6** through **8** show the capacity-based calculations using this methodology with inputs from Phases II and III of the Parks Master Plan.

Table 6. Capacity Based Calculations – Low Cost (Fields-Based)

Dwelling Unit Type	Persons/DU	Cost/Person	Capacity Based Impact Fee	Current Impact Fee	% Change
Single-Family	2.70	\$474.66	\$1,281.58	\$923.73	38.74%
Multi-Family	1.38	\$474.66	\$655.03	\$678.97	-3.53%
Mobile Home	1.99	\$474.66	\$944.57	\$677.39	39.44%

Sources: Osceola County Parks Master Plan, Phases II and III, estimates for typical park prototypes. Cost per person assumes level of service of one park per 15,000 persons. Persons per dwelling unit by type sourced from U.S. Census Bureau, 2012-2016 American Community Survey (ACS), Five-Year Estimates

Table 7. Capacity Based Calculations – High Cost (Facility-Based)

Dwelling Unit Type	Persons/DU	Cost/Person	Capacity Based Impact Fee	Current Impact Fee	% Change
Single-Family	2.70	\$1,232.55	\$3,327.86	\$923.73	260%
Multi-Family	1.38	\$1,232.55	\$1,700.92	\$678.97	151%
Mobile Home	1.99	\$1,232.55	\$2,452.77	\$677.39	262%

Sources: Osceola County Parks Master Plan, Phases II and III, estimates for typical park prototypes. Cost per person assumes level of service of one park per 15,000 persons. Persons per dwelling unit by type sourced from U.S. Census Bureau, 2012-2016 American Community Survey (ACS), Five-Year Estimates.

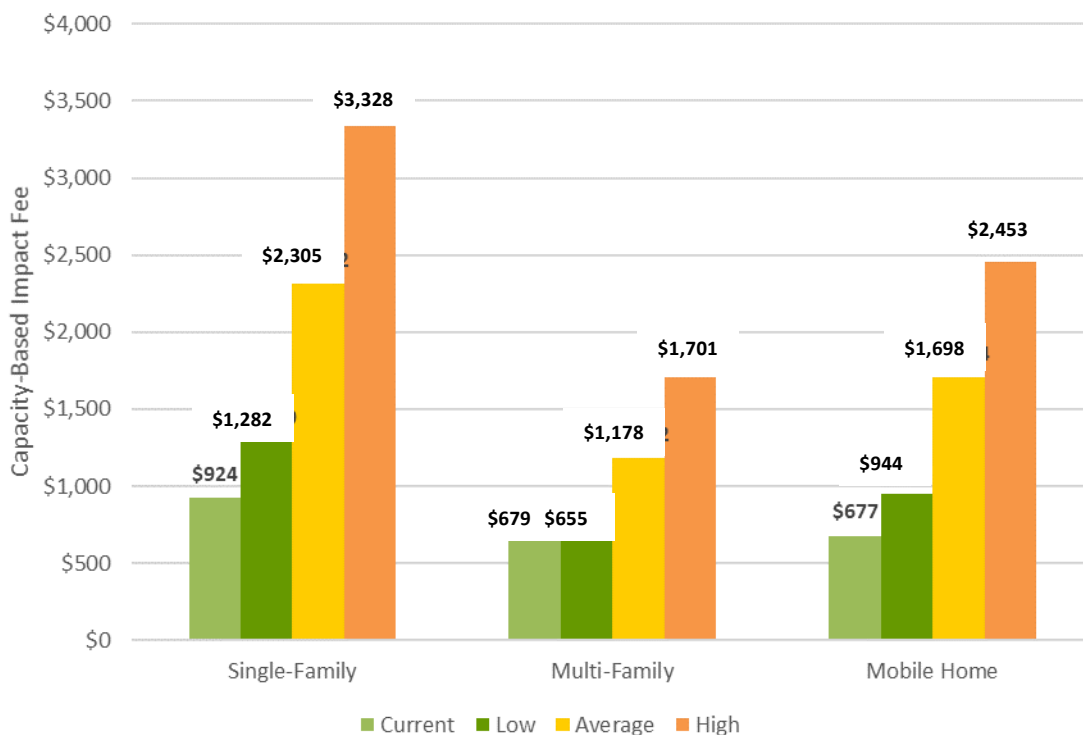
Table 8. Capacity Based Calculations – Average

Dwelling Unit Type	Persons/DU	Cost/Person	Capacity Based Impact Fee	Current Impact Fee	% Change
Single-Family	2.70	\$853.60	\$2,304.72	\$923.73	150%
Multi-Family	1.38	\$853.60	\$1,177.97	\$678.97	73%
Mobile Home	1.99	\$853.60	\$1,698.66	\$677.39	151%

Sources: Osceola County Parks Master Plan, Phases II and III, estimates for typical park prototypes. Cost per person assumes level of service of one park per 15,000 persons. Persons per dwelling unit by type sourced from U.S. Census Bureau, 2012-2016 American Community Survey (ACS), Five-Year Estimates.

Figure 6 shows a comparison of the capacity-based calculations for single-family, multi-family, and mobile home dwelling unit types.

Figure 6: Capacity Based Calculation by Dwelling Unit Type



Program-Based Calculation

In Phases II and III of the Osceola County Parks Master Plan, the future park needs and programmed cost to meet those needs toward 2040 is identified. To calculate a park impact fee, the programmed cost of new facilities is allocated per person using the projected population increase from the current year to the year 2040. Thus, a program-based impact fee formula is:

$$\text{Impact Fee} = [(\text{Cost of All Programmed New Facilities} / \text{Total Number of New Persons to 2040}) \times \text{Number of Persons per Unit}] - \text{Credit}$$

Table 2 shows the countywide change in population from 2018 to 2040, using TAZ data compiled for the MetroPlan Orlando LRTP. As shown in **Table 2**, approximately 145,226 new persons are expected by the year 2040 for a population increase of 58% percent.

Table 9 shows the programmed cost to meet all future park needs toward 2040. These costs are based on the low (fields-based) or high (facility-based) cost estimates shown in the preceding section (see Section 4.2.2). **Table 9** also includes a reduction of \$6,400,000 to account for park land that the County currently owns that may be used to meet the future community park needs. As shown in **Table 9**, the net cost per person would be \$596.87 for a field-based park and \$1,056.68 for a facility-based park, resulting in an average cost of \$722.81 per person.

Table 9. Cost Per Person for 2040 Park Program

	Low Cost (Fields-Based)	High Cost (Facility-Based)	Average
New Parks by 2025	\$28,640,368	\$74,113,600	\$51,376,984
New Parks by 2040	\$64,440,828	\$166,755,600	\$115,598,214
Total CIP	\$93,081,196	\$240,869,200	\$166,975,198
Less Land Credit	\$6,400,000	\$6,400,000	\$6,400,000
Net CIP	\$86,681,196	\$234,469,200	\$160,575,198
Cost Per Person	\$596.87	\$1,614.51	\$1,105.69
Less Credit	\$2.68	\$2.68	\$2.68
Net Cost Per Person	\$594.19	\$1,611.83	\$1,103.01

Source: Osceola County Parks Master Plan, Phases II and III, programmed cost to meet all future park needs by 2040. Cost per person assumes 221,332 new persons between 2018 and 2040 based on MetroPlan Orlando TAZ data. The estimated year (2018) population is based on the annual increase over the five-year period from 2015 and 2020.

For the program-based calculation, the net cost per person for the total 2040 park program shown in **Table 9** is then multiplied by the number of persons per unit to determine the gross impact fee for the unit type (e.g. single-family, multi-family, and mobile home). **Tables 10** through **12** show the program-based calculations using this methodology with inputs from Phases II and III of the Parks Master Plan.

Table 10. Program-Based Calculations – Low Cost (Fields-Based)

Dwelling Unit Type	Persons/DU	Cost/Person	Program Based Impact Fee	Current Impact Fee	% Change
Single-Family	2.70	\$594.19	\$1,604.31	\$923.73	74%
Multi-Family	1.38	\$594.19	\$819.98	\$678.97	21%
Mobile Home	1.99	\$594.19	\$1182.43	\$677.39	75%

Sources: Osceola County Parks Master Plan, Phases II and III, programmed cost to meet all future park needs by 2040. Cost per person assumes 221,332 new persons between 2018 and 2040 based on MetroPlan Orlando TAZ data. The current year (2018) population is projected based on the annual increase over the five-year period from 2015 and 2020. Persons per dwelling unit by type sourced from U.S. Census Bureau, 2012-2016 American Community Survey (ACS), Five-Year Estimates.

Table 11. Program-Based Calculations – High Cost (Facility-Based)

Dwelling Unit Type	Persons/DU	Cost/Person	Program Based Impact Fee	Current Impact Fee	% Change
Single-Family	2.70	\$1,611.83	\$4,351.94	\$923.73	371%
Multi-Family	1.38	\$1,611.83	\$2,224.33	\$678.97	227%
Mobile Home	1.99	\$1,611.83	\$3,207.54	\$677.39	373%

Sources: Osceola County Parks Master Plan, Phases II and III, programmed cost to meet all future park needs by 2040. Cost per person assumes 221,332 new persons between 2018 and 2040 based on MetroPlan Orlando TAZ data. The current year (2018) population is projected based on the annual increase over the five-year period from 2015 and 2020. Persons per dwelling unit by type sourced from U.S. Census Bureau, 2012-2016 American Community Survey (ACS), Five-Year Estimates.

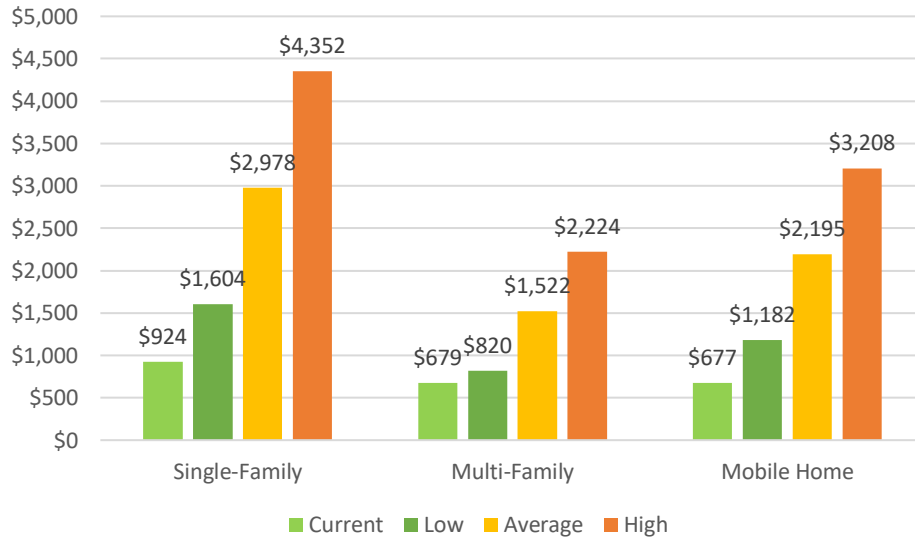
Table 12. Program-Based Calculations – Average

Dwelling Unit Type	Persons/DU	Cost/Person	Program Based Impact Fee	Current Impact Fee	% Change
Single-Family	2.70	\$1,103.01	\$2,978.12	\$923.73	222%
Multi-Family	1.38	\$1,103.01	\$1,522.15	\$678.97	124%
Mobile Home	1.99	\$1,103.01	\$2,194.99	\$677.39	224%

Sources: Osceola County Parks Master Plan, Phases II and III, programmed cost to meet all future park needs by 2040. Cost per person assumes 221,332 new persons between 2018 and 2040 based on MetroPlan Orlando TAZ data. The current year (2018) population is projected based on the annual increase over the five-year period from 2015 and 2020. Persons per dwelling unit by type sourced from U.S. Census Bureau, 2012-2016 American Community Survey (ACS), Five-Year Estimates.

Figure 7 shows a comparison of the program-based calculations for single-family, multi-family, and mobile home dwelling unit types.

Figure 7: Program-Based Calculation by Dwelling Unit Type



Figures 8 through 10 show a comparison of the current impact fee and capacity based and program-based calculations for single-family, multi-family, and mobile home dwelling unit types.

Figure 8: Comparison of Impact Fee Methodologies (Low Cost Inputs)

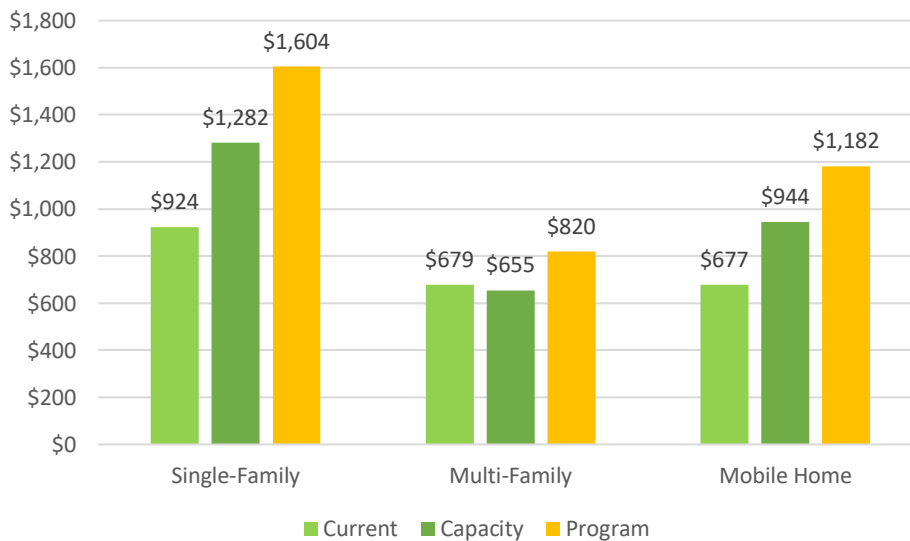


Figure 9: Comparison of Impact Fee Methodologies (Average Cost Inputs)

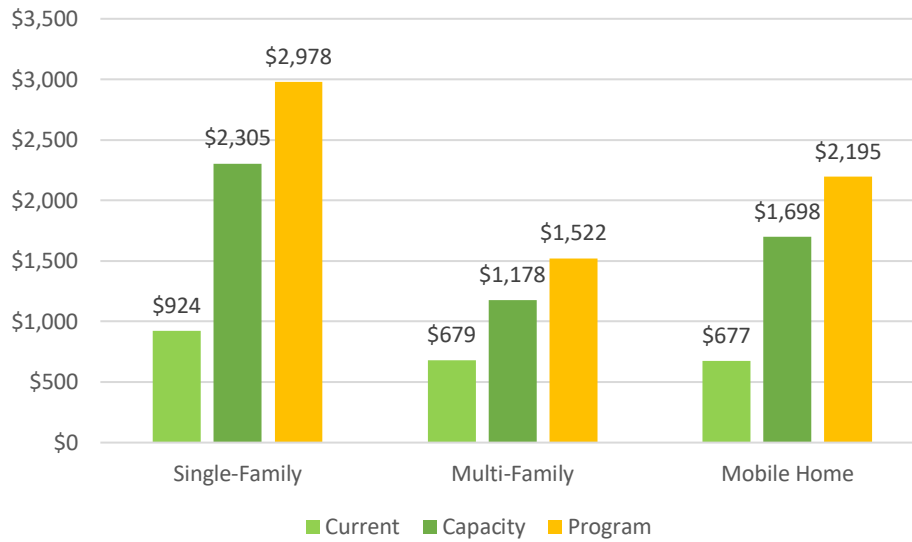
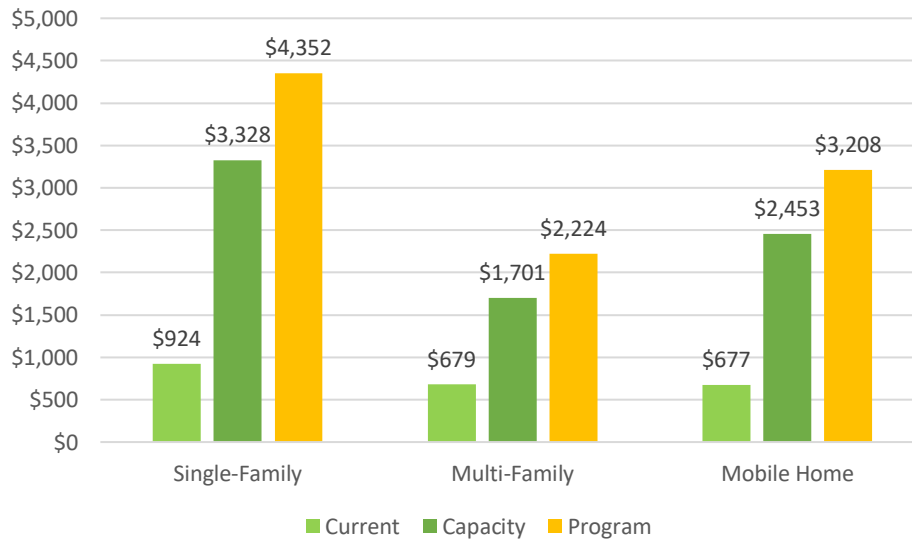


Figure 10: Comparison of Impact Fee Methodologies (High Cost Inputs)



In general, the capacity-based methodology results in an overall lower impact fee per unit than the program-based methodology. If average cost inputs are considered, the capacity-based methodology results in a single-family residential impact fee of \$2,304.72, which is \$1,380.99 higher than the current impact fee. In contrast, the program-based methodology results in a single-family residential impact fee of \$2,978.12, which is \$2,054.39 higher than the current impact fee. Using either methodology and average cost inputs, Osceola County's single-family residential impact fee would need to be increased by more than \$1,000 to pay for the parks demand toward 2040. Similarly, the impact fees for multi-family and mobile home would need to be increased by approximately \$500 and \$1,000 respectively.

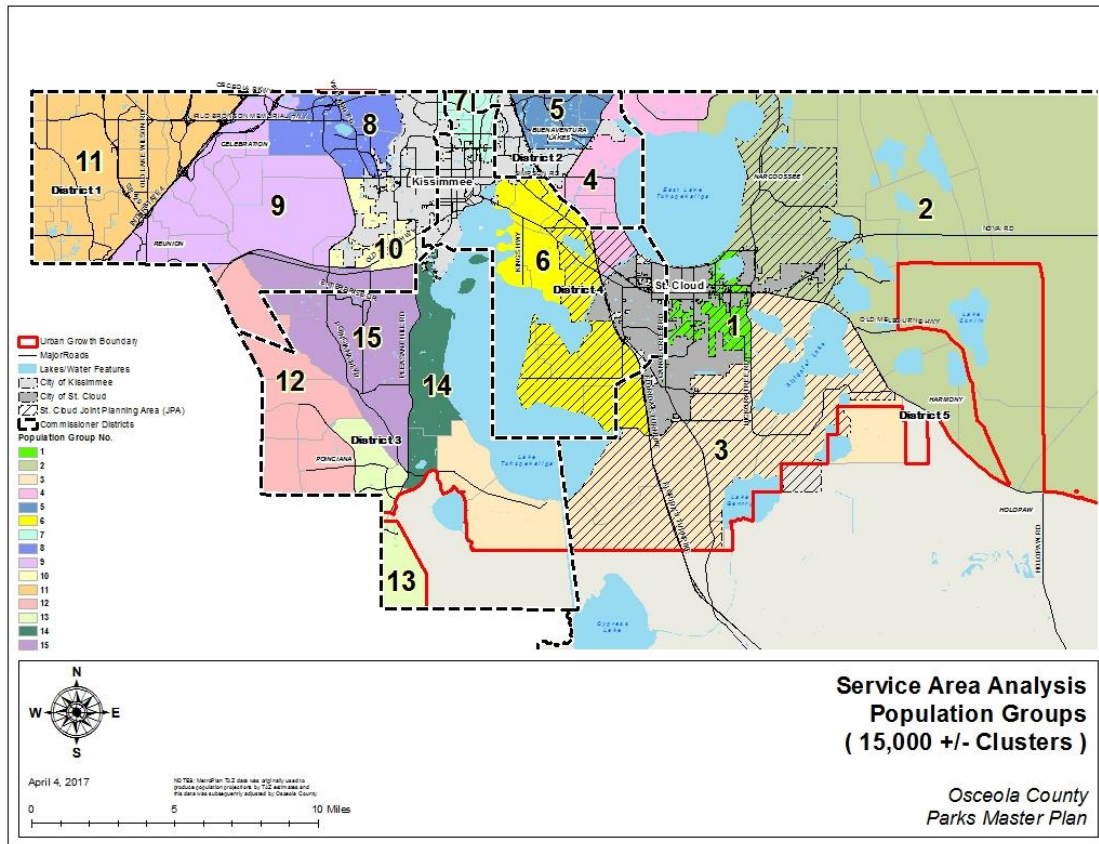
4.2.5 Index for Annual Park Impact Fee Increase

Given that the planning horizon spans over 20 years, it is important to also consider the index by which annual impact fee adjustments may be supported. The U.S. Bureau of Labor Statistics regularly publishes a Consumer Price Index (CPI) that may be used to support annual impact fee adjustments. Specifically, the CPI-U, which is the CPI for All Urban Consumers, may be consulted annually during the month of July to determine the adjustment applicable to the subsequent fiscal year for budgeting purposes.

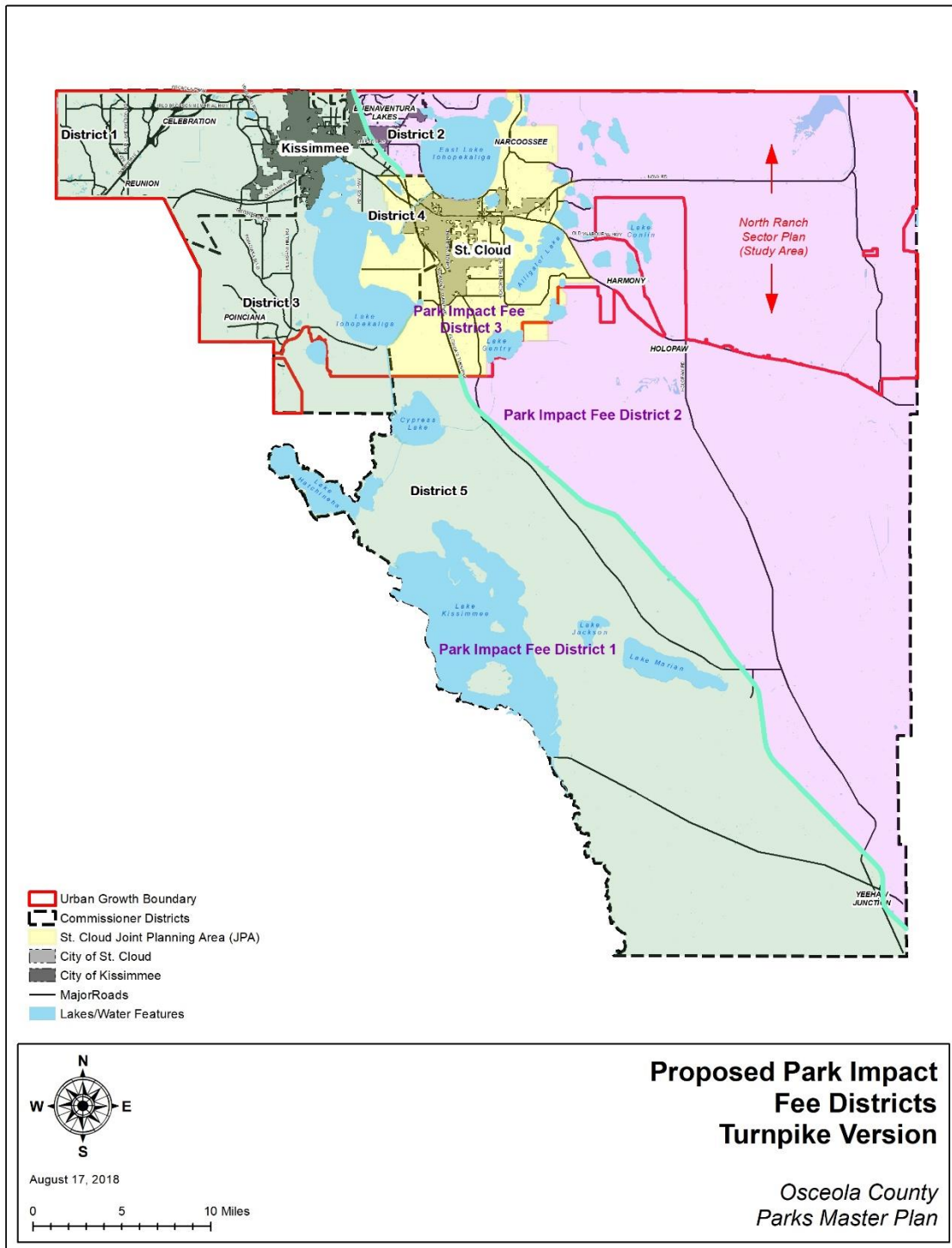
4.2.6 Park Impact Fee Districts

Osceola County currently maintains five impact fee districts and one countywide district for park impact fee collection. In review of these districts, it may be feasible to reduce the number of districts to three districts to better align with the projected demand for parks toward 2040 that was identified during Phases I-III of the Parks Master Plan. These three districts would be comprised of one district on each side of the Florida Turnpike, and a third district corresponding to the St. Cloud JPA. The two districts on either side of the Florida Turnpike are consistent with the districts used in collection of the County's transportation mobility fee. The results of the Phase II needs analysis identified an overall Countywide park need of 16 to 18 parks, analyzed by population group. The population groups are wholly located east and west of the Turnpike, except for Population Group 3. Population Group 3 is bifurcated by the Turnpike and lies nearly entirely within the JPA boundary. Furthermore, the three proposed districts each represent a parks need of 5 to 6 parks per proposed impact fee district. The preceding phases of the Parks Master Plan also included a mobility analysis to determine accessibility to parks and recreation facilities. Based on that analysis, accessibility to parks within the Urban Growth Boundary (UGB) is generally distributed into areas east and west of the Florida Turnpike, consistent with development patterns. The St. Cloud Joint Planning Area (JPA) provides a defined area for the collection of the County's park impact fee for potential transfer as stated in the Interlocal Agreement between Osceola County and the City of St. Cloud. **Map 1** shows the populations groups analyzed in Phase II of the Parks Master Plan. **Map 2** on the following page shows the location of the three updated impact fee districts.

Map 1: Service Area Population Groups



Map 2: Updated Park Impact Fee Districts



5.0 FEE IMPLEMENTATION IN THE JOINT PLANNING AREA

5.1 The Joint Planning Area Interlocal Agreement

5.1.1 Basis of the St. Cloud Park Impact Fee

The City of St. Cloud recently completed a citywide FY2016 Impact Fee Study, the most recent version of which is dated July 20, 2017. The City's impact fee study was completed by the City's consultant, Burton & Associates. This impact fee study analyzed impact fees for three areas: public safety, fire/rescue, and parks and recreation. The City's parks impact fee is currently assessed on residential land uses. At the time of the study, the City was operating 13 parks and recreation facilities comprised of 376 acres of land. Burton & Associates first calculated the existing asset cost basis for the City's parks and recreation system. Burton & Associates found that approximately 15% of the City's parks and recreation assets were funded with grant programs, therefore those costs were deducted from the cost basis used for the study. To calculate park impact fees, Burton & Associates divided the existing asset cost basis by the residential population of the City to determine a cost per capita to provide the current level of service. This methodology is a capacity-based model (also known as a LOS-based model). Burton & Associates then applied any credits to the per capita cost. Such credits included deductions for the City's sales tax fund and other revenues to avoid duplication of charges.

The resulting park impact fee calculated in the St. Cloud FY2016 Impact Fee Study dated July 20, 2017, was \$829.80 per capita. This per capita fee was then applied to the City's residential land use categories based on the estimated number of persons per dwelling unit. These per residential unit fees were then applied at 80% and 100% recovery for comparison. The resulting park impact fees are as follows:

<i>Land Use Type</i>	<i>Impact Fee (Previous)</i>	<i>Impact Fee (New 80%)</i>	<i>Impact Fee (New 100%)</i>
<i>Single-Family Home</i>	<i>\$1,362.00</i>	<i>\$1,838.47</i>	<i>\$2,298.08</i>
<i>Multi-Family home</i>	<i>\$1,093.00</i>	<i>\$1,482.02</i>	<i>\$1,852.53</i>

Ordinance No. 2017-44, which updated the Land Development Code to reflect the 2016 Impact Fee Study, was passed on August 10, 2017 with an effective date of January 1, 2018. (Resolution No. 2017-185R)

5.1.2 Application of Impact Fees in the Joint Planning Area

Osceola County and the City of St. Cloud entered into a Joint Planning Area (JPA) Interlocal Agreement on March 17, 2014. This agreement provides for improved planning and coordination between the two governments, particularly regarding comprehensive planning and annexations. Section 7.3 of the JPA Interlocal Agreement describes how parks and recreation facilities will be coordinated within the JPA:

Section 7.3 – Parks & Recreation Facilities

To provide more efficient and economical public services to the residents of unincorporated Osceola County and the City of St. Cloud, parks and recreation facilities and associated infrastructure defined in this agreement that are within the Joint Planning Area shall be planned in a logical fashion when annexations occur...It is acknowledged that the City provides facilities to area residents at a

higher Level-of-Service Standard than the County. The County provides acreage of parks and miles of trails consistent with its adopted Level-of-Service Standards (LOS). It is further acknowledged that the City allows residents of unincorporated Osceola County to benefit from the additional services provided by the City; therefore, the County agrees to support efforts by the City of St. Cloud to fund this higher LOS for parks and recreation facilities for new development within the JPA. The County agrees as part of implementation... that a subsequent agreement will be executed to provide for the collection of impact fees within the unincorporated areas of the JPA. This agreement will be to support the implementation of and be limited to programs and facilities within the JPA consistent with the City's LOS that exceed the land and trails provided for through the County's LOS. Impact fees collected by the County within the JPA will be transferred to the City for the sole purpose of increasing capacity of recreational facilities.

-- JPA Interlocal Agreement between Osceola County and the City of St. Cloud, March 17, 2014

The recommendation of the City of St. Cloud FY2016 Impact Fee Study by Burton & Associates is that the park impact fees adopted by the City of St. Cloud should be collected by Osceola County within the JPA per the agreement with the City. The Study's justification for the application of St. Cloud's park impact fees in this area is the enhanced level of service expected of municipal parks that is above and beyond that which is expected of county parks. The park impact fees calculated in the FY2016 Impact Fee Study are based on the City of St. Cloud's current level of service for parks and recreation and are therefore updated to reflect the actual cost of the City's parks and recreation system.

Since the time of the JPA, Osceola County has conducted a needs analysis, resulting in the new capacity based calculation for parks and facilities found in this report. The City of St. Cloud is currently developing a master plan to identify parks needs within the ultimate city limits (JPA boundary). The creation of an impact fee district which matches the JPA boundary will facilitate the future transfer of parks impact fees from the County to the City once it can be demonstrated that a comparable level of service will be provided by the City.

5.1.3 Collection of Impact Fees in the Joint Planning Area

The Joint Planning Area (JPA) Interlocal Agreement between Osceola County and the City of St. Cloud includes direction regarding the collection of impact fees within the JPA. Section 7.3 of the JPA Interlocal Agreement reads as follows:

Section 7.4 – Impact Fee Collection System

Coordinated planning within the JPA may require the County and the City to share revenues collected as impact fees for public facilities, services, and infrastructure supplied within the JPA. This may include collection of County fees by the City and City fees by the County. Any fee collection and revenue sharing mechanism will be established through a subsequent agreement.

Should Osceola County plan to collect impact fees within the JPA based on the City of St. Cloud's updated parks master plan and/or impact fee schedule, the County and the City must enter into an agreement on how and when the park impact fees will be collected and how revenues will be exchanged.

6.0 IMPACT OF RESIDENTIAL AND MIXED USE DEVELOPMENT

6.1 Development in Osceola County

6.1.1 Recreation Standards for Residential Development

Osceola County's Code of Ordinances Sec. 17-36. defines "mixed-use development" as development meeting the development standards established in the future land use element of the County's Comprehensive Plan for the Celebration (CEL) or Harmony (HAR) policies, or meeting the development standards established for mixed use development in the County's Land Development Code or other development process approved by the County Manager as established in the Mixed Use (MXD) policies of the Future Land Use element of the County's Comprehensive Plan, or meeting the development standards established in the County's Land Development Code for the Florida Technological Farm Use District (FARM).

Chapter 3 and 4 of Osceola County's Land Development Code (LDC) contain the standards for mixed-use and residential development. Chapter 4, page 82-83, specifically discusses the required recreation provision for residential development.

In Osceola County, residential development is required to provide a one-acre community recreation site per 50 dwelling units, with recreation credits for functional recreation facilities at a ratio of one acre per every five thousand (5,000) square feet of recreational building structures and one acre per every twenty-five thousand (25,000) square feet of non-building recreational facilities or portion thereof. There is also a recreation credit of 25% for pond areas if the developer can demonstrate legitimate recreational use of the pond.

The community recreation site may be dedicated to the County, maintained by a Homeowners Association, Community Development District, or any other funding mechanism as approved by the County. For developments less than 100 dwelling units, the County may allow the applicant to a fee per unit so that the County can provide recreation facilities near the project.

6.1.2 Park Impact Fees and Development

On a national level, park impact fees are assessed for mixed-use developments using several different methods. The impact fee credit for parks provided in a master plan is one common method. If no parks are provided, another common method is to impose park impact fees based on the number of dwelling units within the development at the single-family or multi-family residential rate depending on the unit types offered. Some communities impose park impact fees based on "air-conditioned square footage" at the multi-family residential rate where applicable. Furthermore, some communities impose fees on the nonresidential (e.g. commercial or industrial development) portion as well because employees (not only residents) directly benefit from nearby parks and recreational facilities. This latter method, however, is difficult to justify with fair share and nexus of benefit considerations.

Osceola County has a variety of developments, ranging from large developments of regional impact such as Celebration and Harmony, to smaller but still significant projects. Each of these large-scale developments is required to, and accordingly plans for, parks within their communities. Because these types of developments include parks as part of their master planning, design, and construction process, impact fees are typically credited back to the developer if

certain acreage provisions are met. In contrast, small-scale developments with fewer dwelling units may not be required to provide public parks acreage. In such cases, the impact fee imposed allows the local government to acquire the park acreage to meet the new need.

Osceola County currently assesses impact fees for residential single-family, multi-family, and mobile home uses only. The County does not assess a different type of impact fee for mixed-use development; but may require the inclusion of public parks as part of a master plan and credit the developer for parks impact fees accordingly.

For some of Osceola County's largest developments, parks are provided as part of their respective master plans. Celebration's Park and Recreation Master Plan 2015-2020 has an inventory of the existing parks within the community. Based on this plan, Celebration has five community parks, 53 neighborhood parks, five open spaces with buildings or structures, and a linear civic corridor. Based on Harmony's DRI map, approximately 510 acres are dedicated for open space. Harmony provides numerous parks throughout the development. Some of the most notable, according to the Harmony CDD, include the dog park on Cat Brier Trail, Harmony Square Park, the Swim Club on Harmony Square, Lakeshore Park, Linear Park, and Long Park. All these parks provide picnic facilities, children's playgrounds, and passive recreation.

Given the County's Land Development Code requirement that residential developments provide useable park areas within their development, there is an opportunity for the County to work with developers of these new projects to identify opportunities where the park facilities provided as part of a development may be designed and open to public use. For this approach to be successful, both the developer and County must realize a positive gain from the partnership. The incentive to the developer could be through impact fee credits or reimbursement, enhanced density, or other relief or alternatives to certain development standards or mitigation. The incentive to the County is eliminating the need to acquire and develop new park lands and potentially to shift at least a portion of the responsibility to the developer.

7.0 FUNDING SOURCES & IMPACT FEE RECOMMENDATIONS

7.1 Other Funding Sources for Parks & Recreation

When parks master planning, the inevitable issues are raised as to how to bear the financial costs of such an undertaking equitably. Communities are venturing not into a parks and recreation plan, but into how best to provide an expanded quality of life that benefits all facets of the county. There are five distinct markets that value parks and recreation: residents, businesses, tourism, education, and government.

Parks and recreation is one of local government's best opportunities to build a high quality of life and define the community as a desirable place to work, live, and play. As an economic development tool, parks and recreation can attract employees, which is critically important when businesses are considering relocation and expansion. An expanded parks and recreation program offers not just something more to do but, more importantly, provides a tourist and vacationing alternative that increases the length of lodging occupancy and the associated spending at local restaurants and retail locations. The sharing of parks and natural lands with educational agencies works not only as a learning tool (environmental parks, etc.), but also as a resource to sports programs offered through school partnerships.

When examining funding opportunities, it is important to consider how each of these market benefits can offset the initial construction and long-term operational costs associated with fulfilling this master plan. A holistic approach is necessary when determining the most equitable means to fund identified park improvements and new park development and cover related maintenance and operational costs. It is only fair for the entire community to bear these costs, since they all will share in the economic benefit of the program. As documented in Phase I of this master planning process and as stated in the County's Fiscal Year 2018 budget, the County currently primarily funds active parks (not including conservation land and tourist development funded facilities) operations, maintenance, and capital through MSTUs, impact fees, the General Fund, and infrastructure sales surtax. Future potential funding opportunities may be found in the following sources:

- User fees
- Grants
- Municipal Service Taxing Districts (Osceola County currently uses this funding source and can continue using it in the future)
- Public-private partnerships

7.1.1 User Fees

User fees typically are a key component of a local government park and recreation operation. The purpose of a user fee is to either minimize or eliminate governmental subsidy for parks and recreation services. For example, the City of St. Cloud currently charges non-resident fees for use of St. Cloud parks and recreation facilities. Resident fees are typically less than those of non-resident fees. In St. Cloud, resident fees are available only to residents of Osceola County (either incorporated or unincorporated). User fees are a revenue source that could offset some of the costs for park acquisition, operation, and maintenance corresponding to the programmed park improvements toward 2040. However, at this time and given the current parks and recreation

service paradigm of the County, user fees are not a significant portion of the County's current funding for parks and recreation.

After all four phases of this master planning process, as with the impact fee update, it is prudent for the County to consider user fees for parks and recreation. In review, the following considerations should be included:

1. Establishment of user fees should be proportionate to the level of "public good" for the activity.
2. The higher the "public good" (i.e. directly related to health or safety), the higher the subsidy and lower the user fee.
3. The lower the "public good" (i.e. individual training or limited user groups), the lower the subsidy and higher the user fee.

7.1.2 Sales Taxes

Sales taxes are another viable option when it comes to funding park projects. The most common sales tax method is the "penny tax." This is an additional one cent added to the existing sale tax that is specifically used to fund capital projects and infrastructure. In Florida, there are multiple jurisdictions that have utilized this funding option. For example, both Lake County and Indian River County currently have a penny tax. Since the tax has been in place, Lake County has been able to complete approximately eight (8) park projects. Indian River County has been able to complete four (4) major park projects and has another upcoming project planned.

7.1.3 Grants

Grants are a viable resource that can help fund projects that need more money to be completed. There are many grants offered in Florida to help fund park projects. The Florida Department of Environmental Protection, for example, provides grants through the Land and Recreation Grants Program. This program's goal is to enhance Florida's natural and cultural resources and provide increased outdoor recreational opportunities. The *Impact Grant* is a grant program aimed at providing a smaller amount of additional funding for parks in critical need. Finally, the *Knight Community Foundation Program* is a grant program that provides funding for outdoor recreation area and facilities in multiple states, including Florida.

7.1.4 Municipal Service Taxing Districts

Investment in a \$100 million parks and recreation capital program requires the County make a commitment to appropriate maintenance and operation of the existing and proposed parks and recreation facilities in the County. A potential funding tool would be for the County to establish a Municipal Services Taxing Unit (MSTU) that would apply a dedicated millage to properties within Osceola County to fund maintenance and operations of parks throughout the County. As property values rise over time, the required millage rate of the MSTU to fund parks and recreation potentially may be reduced. Osceola County currently uses this funding source and can continue to use it in the future.

7.1.5 Public-Private Partnerships

Many local governments have progressed toward public-private partnerships that presuppose a business model of thinking. This endeavor is the difference between sponsorships (Coke scoreboards) and entering into contracts where a private company and the County develop an

economic work plan that mutually benefits both. Such a contract could involve product placement, exclusivity of use, naming rights, web page enhancements, and an expanded use of technology to “push out” the product name and capture information that will be mined for alternative ideas. To maximize this revenue stream, the County needs to develop a defined “brand” that can be marketed and promoted as part of the partnership. This branding most likely would be an expanded effort of what has already been undertaken by the County.

The County should explore how technology can be better used to track information, reduce costs, and provide discounts for County residents for parks and recreation services. To get the most value from the sponsorship agreements, the County will need to better capture data on who uses its parks and how often. This data can be then translated into marketing efforts by targeting products in a much more efficient use of resources and staffing. There is a plethora of various technologies that create “smart cards,” like debit cards, which can be swiped for parking, billing, access, and related uses. Public-private partnerships also extend to coordination with the numerous development projects within the urbanized area of the county.

7.1.6 Summary of Other Funding Sources

Historically, one of the greatest challenges to park and recreation professionals and elected officials is identifying adequate revenue sources to meet current and future park and recreation demands. An effective funding strategy will be based on a multi-faceted approach. The strategy should not rely on only one revenue source but include the wide variety of funding tools available. Osceola County through a mix of property taxes, impact fees, user fees, agreements, and public-private partnerships will be able to more effectively meet the needs of this growing community. In practice, the County will need to make a policy decision regarding their commitment to maintaining and enhancing the parks and recreation opportunities within Osceola County and decide upon an appropriate funding level somewhere between the status quo and the optimal level identified within this master plan.

7.2 Parks and Recreation Impact Fee Recommendations

7.2.1 Updated Parks and Recreation Impact Fee

In review of the methodologies for the development of the updated park impact fee, the capacity based average cost calculation is recommended for adoption by Osceola County. This recommended impact fee is based on a methodology that is common in other Florida jurisdictions and accounts for both field-based and facility-based future community parks. The recommended maximum justified park impact fee is shown in **Table 14**. In addition, within the St. Cloud JPA, it is recommended that the County adopt the City's park impact fee as shown in **Table 15**. The City's impact fee study and the interlocal agreement between the City and County provides the justification for the application of the City's impact fee within the JPA area. It is important to recognize that the County may adopt an impact fee less than the recommended maximum justified impact fee. However, the County may not adopt an impact fee higher than the recommended maximum justified impact fee. It is relatively common for Florida local governments to adopt impact fees at a level less than the recommended maximum justified impact fee.

Table 14. Osceola County Park Impact Fee (Capacity Based Calculations – Average)

Dwelling Unit Type	Persons/DU	Cost/Person	Capacity Based Impact Fee	Current Impact Fee	% Change
Single-Family	2.70	\$853.60	\$2,304.72	\$923.73	150%
Multi-Family	1.38	\$853.60	\$1,177.97	\$678.97	73%
Mobile Home	1.99	\$853.60	\$1,698.66	\$677.39	151%

Sources: Osceola County Parks Master Plan, Phases II and III, estimates for typical park prototypes. Cost per person assumes level of service of one park per 15,000 persons. Persons per dwelling unit by type sourced from U.S. Census Bureau, 2012-2016 American Community Survey (ACS), Five-Year Estimates.

Table 15. City of St. Cloud Park Impact Fee (Effective January 1, 2018)

Dwelling Unit Type	Impact Fee (Previous)	Impact Fee (New 80%)	Impact Fee (New 100%)
Single-Family	\$1,362.00	\$1,838.47	\$2,298.08
Multi-Family	\$1,093.00	\$1,482.02	\$1,852.53

Sources: St. Cloud FY2016 Impact Fee Study dated July 20, 2018. Park impact fees calculated using \$829.80 per capita. This per capita fee was then applied to the City's residential land use categories based on the estimated number of persons per dwelling unit. These per residential unit fees were then applied at 80% and 100% recovery for comparison. Ordinance No. 2017-44 to update the Land Development Code to reflect the 2016 Impact Fee Study was passed on August 10, 2017 with an effective date of January 1, 2018. (Resolution No. 2017-185R)

It is also recommended that the County incorporate an indexing mechanism for the impact fee. The indexing will allow for interim adjustments of the impact fee based on accepted cost indices. It is recommended that the County use the U.S. Bureau of Labor and Statistics CPI-U published annually in July to establish the maximum annual increase to the impact fee. The implementation of the CPI-U adjustment should be reviewed annually by the Board of County Commissioners (BOCC). Each year the BOCC should determine how much to increase the impact fee but not exceed the CPI-U cap. For example, if the CPI-U is 1%, then the maximum potential increase to the recommended single-family impact fee would be \$9.23 (1% of \$923.73). However, the BOCC could decide to not provide an annual increase or an increase of less than 1%.

7.2.2 Updated Parks and Recreation Impact Fee Districts

The County's park impact fee districts, of which there are currently five, are recommended to change to only three districts. Two of those districts should be one on each side of the Florida Turnpike, and the third district should be the St. Cloud JPA. These districts are appropriate to the County's parks because the analysis of park availability and demand, determined in the first three phases of the master planning process, included a mobility component to determine accessibility to parks and recreation facilities. Park needs are also equally distributed within these three districts. The two districts on either side of the Florida Turnpike are also consistent with the districts used in the County's transportation mobility fee. The third district corresponding to the St. Cloud JPA provides a defined area for the collection of the park impact fee as contemplated in the Interlocal between the County and the City. See **Map 2** previously referenced on **page 31** of this report.

Parks Master Plan Phase V:

Addendum to Parks Master Plan & Impact Fee Study

FINAL – March 19, 2020

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1.0 EXECUTIVE SUMMARY

The Osceola County (the County) Parks Master Plan and Impact Fee Study (Master Plan) was previously completed and the park impact fee on March 18, 2019. After the adoption of the Master Plan and impact fee, the County identified a need to update the impact fee data and analysis to provide for additional small park prototypes that would be eligible for park impact fee funding. The following report presents these additional small community park prototypes, with associated costs, and is intended to incorporate the additional small community park prototypes as impact fee eligible projects consistent with the Master Plan.

The following report is comprised of an executive summary, introduction and overview of the previous Master Plan and impact fee adoption, discussion of the purpose of the addendum report, and presentation of the new small community park prototypes and their associated costs. The following report also provides an analysis that shows the new small community park prototype alternatives to the original 20-acre large community park prototypes do not increase to the impact fee as adopted on March 18, 2019.

The impact fee as adopted on March 18, 2019 was \$2,304.72 for single-family, \$1,177.97 for multi-family, and \$1,698.66 for mobile homes. These impact fees were calculated based on capacity using inputs of average park costs, typical population served, and number of persons per housing unit.

The following report presents three (3) alternate small community park prototypes along with their cost estimates. These prototypes differ in cost from the original large (20-acre) prototype; however, the cost of each alternate is within the average park cost used in the formula to calculate the impact fee as adopted on March 18, 2019. The alternate park prototypes provide other potential configurations should land availability, urban contexts, community recreation needs or demands, or other factors not warrant a large (20-acre) community park configuration.

The original Prototype A was a large-scale community park in either a fields-based configuration (\$7,160,092) or facility-based configuration (\$18,528,400). In contrast, the alternate park prototypes provide similar recreation amenities and facilities in a smaller footprint. Alternate Prototype B is a fields-based park in a smaller, 5-acre footprint estimated to cost \$2,599,600. Alternate Prototype C is a facility-based park in a smaller, 5-acre footprint estimated to cost \$8,596,250. Alternate Prototype D is a sport court-based park estimated to cost \$2,379,675. Each alternative prototype includes options for variable recreation activity types such as bocce ball, horseshoes, pickleball, exercise stations, community gardens, etc.

Should land availability be limited or recreation needs and demands change over time, these alternate park prototypes allow Osceola County the flexibility to respond within the adopted park impact fee schedule.



2.0 PURPOSE

This purpose of this Phase V report is to provide background information regarding the Parks Master Plan and to provide information regarding a potential addendum to the Park Impact Fee Study. The purpose of the addendum is to update the Parks Impact Fee Study, to account for impact fees expended for smaller parks. As contemplated in Phase II and Phase III, a smaller park option is necessary because in some areas of the County land acquisition opportunities are limited, or the development character is urban. The provision of a series of smaller parks can serve the community more effectively than a single larger park depending on relevant parks land and facilities needs, and features.

3.0 OVERVIEW OF PREVIOUS MASTER PLAN PHASES

Phase I of the Parks Master Plan was completed in 2015. Phase I consisted of an inventory and assessment of existing parks, benchmarking of park level of service standards, and evaluation of operation and maintenance costs and funding. Phases II and III, completed in 2019, consisted of a public involvement process to identify park user needs and existing park deficits, as well as calculation of future park needs toward 2040 (including type, number, and distribution). Additionally, Phases II and III developed park prototypes, which included smaller scale 1-acre and 5-acre parks with general cost estimates and a corresponding capital improvement plan to meet the identified future needs. Phases II and III recommended changes to policies in the County's Comprehensive Plan to be adopted as part of the County's regular amendment process. Phase IV of the Parks Master Plan developed funding mechanisms, including a park impact fee, to meet existing park and recreation needs as well as future needs.

In Phases II and III, the average cost of a typical community park was estimated to be as follows:

Cost of Single 20-acre Community Park

Community Park Low (Fields-Based): \$7,160,092

Community Park High (Facility-Based): \$18,528,400

Average Cost of Community Park: \$12,844,246

The low cost estimates are based on the amenities typically provided in a fields-based prototype (e.g. few or no buildings). The high cost estimates are based on the amenities typically provided in a facility-based prototype (e.g. multiple buildings or recreational features). The average cost represents the average of the low and high estimates. All costs are inclusive of land acquisition and site preparation.

The methodology for determining the Park Impact Fee is a capacity-based calculation. For community parks, the formula used to determine the Park Impact Fee in Phase IV, given the average cost inputs above, is as follows:

$$\text{Impact Fee} = [(\text{Cost of Single Park} / 15,000) \times \text{Number of Persons per Unit}] - \text{Credit}$$



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Phase II of the Osceola County Parks Master Plan evaluated the supply of parks and available facilities on both a park per population and service area basis. This methodology takes into consideration that the quantity and distribution of parks is a better indicator of service level than the total acreage provided. As a result, the cost per person for one park considers the overall cost to provide the necessary land and facilities as determined through prototypical examples that demonstrate options to do so.

Table 1 shows the cost per person for a new park in Osceola County, using a level of service of one park per 15,000 persons and the low, high, and average cost of a community park. As shown in **Table 1**, the cost per person would be \$474.66 for a field-based park and \$1,232.55 for a facility-based park, resulting in an average cost of \$853.60 per person.

Table 1. Cost Per Person for One New Park

	Low Cost (Fields-Based)	High Cost (Facility-Based)	Average
Community Park	\$7,160,092	\$18,528,400	\$12,844,246
Cost Per Person	\$477.34	\$1,235.23	\$856.28
Less Credit	\$2.68	\$2.68	\$2.68
Net Cost Per Person	\$474.66	\$1,232.55	\$853.60

Source: Osceola County Parks Master Plan, Phases II and III, estimates for typical park prototypes. Cost per person assumes level of service of one park per 15,000 persons.

For the capacity-based calculation, the cost per person for one new park shown in **Table 1** is then multiplied by the number of persons per dwelling unit to determine the gross impact fee for the unit type (e.g. single-family, multi-family, and mobile home). **Tables 2 and 3** show the capacity-based calculations using this methodology with inputs from Phases II and III of the Parks Master Plan. The suggested Osceola County Park Impact Fee Schedule from Phase IV, based on the average cost, is shown in **Tables 2 and 3** below:

Table 2. Osceola County Park Impact Fee (Capacity Based Calculations – Average)

Dwelling Unit Type	Persons/DU	Cost/Person	Capacity Based Impact Fee
Single-Family	2.70	\$853.60	\$2,304.72
Multi-Family	1.38	\$853.60	\$1,177.97
Mobile Home	1.99	\$853.60	\$1,698.66

Sources: Osceola County Parks Master Plan, Phases II and III, estimates for typical park prototypes. Cost per person assumes level of service of one park per 15,000 persons. Persons per dwelling unit by type sourced from U.S. Census Bureau, 2012-2016 American Community Survey (ACS), Five-Year Estimates.



Table 3. *City of St. Cloud Park Impact Fee (Effective January 1, 2018)*

Dwelling Unit Type	Impact Fee (Previous)	Impact Fee (New 80%)	Impact Fee (New 100%)
Single-Family	\$1,362.00	\$1,838.47	\$2,298.08
Multi-Family	\$1,093.00	\$1,482.02	\$1,852.53

Sources: St. Cloud FY2016 Impact Fee Study dated July 20, 2018. Park impact fees calculated using \$829.80 per capita. This per capita fee was then applied to the City's residential land use categories based on the estimated number of persons per dwelling unit. These per residential unit fees were then applied at 80% and 100% recovery for comparison. Ordinance No. 2017-44 to update the Land Development Code to reflect the 2016 Impact Fee Study was passed on August 10, 2017 with an effective date of January 1, 2018. (Resolution No. 2017-185R)

On March 18, 2019, the Osceola County Board of County Commissioners approved the new park impact fees to be effective on January 1, 2020 at the rates shown in **Tables 2 and 3** above.



4.0 ALTERNATE PROTOTYPES AND COSTS

Original Prototypes

In Phase II, prototypes were presented for “small” (1-acre and 5-acre), “large” (20-acre), and “collocated” (combined with schools) community parks. The Phase IV Park Impact Fee Study was based on the large prototype:

Prototype A – Large (20-acre) Community Park, Fields-Based

The typical facilities within the “Fields-Based” 20-acre Community Park prototype are various-sized pavilions, restrooms, sport courts, ball fields and batting cages, playgrounds, multi-use play areas (open lawn), walking paths, fitness stations, amenities (e.g. benches, etc.), and landscaping. Additionally, typical facilities may include dog parks or other special activities. The integration of technology such as Wi-Fi, mobile applications, interactive play equipment, other access-enhancing features should be considered. Due to the size of this park, a maintenance building is included. Community Parks are considered ‘drive-to’ parks; therefore, parking is included. The estimated cost of this prototype, including design and permitting is \$3,960,092. Based on a land acquisition cost of \$160,000 per acre, a 20-acre site will cost approximately \$3,200,000. Using these figures, the average “Fields-Based” Community Park will cost **\$7,160,092** to develop. This cost will be lower where an opportunity to collocate a Community Park facility with a middle school exists.

Prototype A – Large (20-acre) Community Park, Facility-Based

The typical facilities within the “Facility-Based” 20-acre Community Park prototype are focused on community facilities. These community facilities include a multi-function community center, outdoor stage, community swimming pool and splash pad, dog park, playgrounds, festival green and open play area, various-sized pavilions, restrooms, walking paths, fitness stations, amenities (e.g. benches, etc.), and landscaping. Additionally, typical facilities may include other special activities. The integration of technology such as Wi-Fi, mobile applications, interactive play equipment, other access-enhancing features should be considered. Due to the size of this park, a maintenance building is included. Community Parks are considered ‘drive-to’ parks; therefore, parking is included. The estimated cost of this prototype, including design and permitting is \$15,328,400. Based on a land acquisition cost of \$160,000 per acre, a 20-acre site will cost approximately \$3,200,000. Using these figures, the average “Structure-Based” Community Park will cost **\$18,528,400** to develop. This cost will be lower where an opportunity to collocate a Community Park facility with a middle school exists.

Alternate Prototypes

In this Phase V addendum, three (3) alternative prototypes for small community parks were developed: Alternate B, C, and D. The three (3) prototypes provided under the addendum update the original small (5-acre) community parks for comparison to the large (20-acre) community park prototype developed during Phase II and III. These park alternatives show the provision of active facilities that meet community park needs per 15,000 population within in a smaller footprint. The smaller prototypes are incorporated into the study to clarify the land acquisition and overall capital construction costs



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associated with providing community parks facilities through a combination of park sizes, as contemplated in the needs analysis.

Alternate Prototype B

Alternate B has two baseball fields providing an opportunity for an alternative soccer field in their place. There are two playgrounds, one-4,800 square foot playground for children 2-5-years old and another 3,300 square foot playground for children 5-12-years old. There are also two activity areas. Activity Area Type 1 can be used for bocce, horseshoes, pickleball, exercise station, etc. Activity Area Type 2 can be used for a Community Garden, Ornamental Feature, Learning Feature, Art, etc. This small park prototype has two lawn areas, equaling 126,000 square feet, and landscape buffering throughout the park. There is a 1,200 square foot pavilion placed in the middle of the park, 22,000 square feet of walking path around and throughout the entire park, and park amenities (benches, picnic tables, grills, bike rack, etc.). There is a parking lot with 52 parking spaces available at this prototype park. The total cost of this small park prototype is approximately **\$2,599,600**. **Exhibit 1** shows Alternate Prototype B. **Table 4** provides a breakdown of the estimated costs for Alternate B.

Alternate Prototype C

Alternate C has a 30,000 square foot Community Center with a 2,000 square foot splash pad. There are two playgrounds, one-4,800 square foot playground for children 2-5-years old and another 4,000 square foot playground for children 5-12-years old. There are also two activity areas. Activity Area Type 1 can be used for bocce, horseshoes, pickleball, exercise station, etc. Activity Area Type 2 can be used for a Community Garden, Ornamental Feature, Learning Feature, Art, etc. There four lawn areas equaling 86,940 square feet, one 19,570 square foot great lawn with a 2,300 square foot covered stage, and landscape buffering throughout the park. There is a 1,000 square foot pavilion placed near the playgrounds, a 21,960 square feet of walking path throughout the park, and park amenities (benches, picnic tables, grills, bike rack, etc.). There is a parking lot with 147 parking spaces and 23 parallel parking spaces available at this prototype park. The total cost of this small park prototype is approximately **\$8,596,250**. **Exhibit 2** shows Alternate Prototype C. **Table 5** provides a breakdown of the estimated costs for Alternate C.

Alternate Prototype D

Alternate D has three basketball courts, two tennis courts, and two volleyball courts. There are two playgrounds, one-7,000 square foot playground for children 2-5-years old and another 7,000 square foot playground for children 5-12-years old. There are also two activity areas. Activity Area Type 1 can be used for bocce, horseshoes, pickleball, exercise station, etc. Activity Area Type 2 can be used for a Community Garden, Ornamental Feature, Learning Feature, Art, etc. This small park prototype has five lawn areas equaling 100,700 square and landscape buffering throughout. There is an 850 square foot pavilion placed between the playground and volleyball courts, 22,000 square feet of walking path around and throughout the entire park, and park amenities (benches, picnic tables, grills, bike rack, etc.). There is a parking lot with 55 parking spaces available at this prototype park. The total cost of this small park prototype is approximately **\$2,379,675**. **Exhibit 3** shows Alternate Prototype D. **Table 6** provides a breakdown of the estimated costs for Alternate D.



Exhibit 1: Alternate Prototype B




Table 4. *Estimated Cost of Alternate Prototype B*

Item	Quantity	Units	Unit Price	Total
Site Acquisition	5	AC	\$160,000.00	\$800,000.00
Site Preparation	1	LS	\$30,000.00	\$30,000.00
Parking (3" Asphaltic Concrete w/Base)	52	Per Car	\$1,600.00	\$83,200.00
Roads (24' Width) No Curb	280	LF	\$70.00	\$19,600.00
Pavilion	1,200	SF	\$60.00	\$72,000.00
2 Little League Baseball Diamond, Drainage, Fencing, and Lighting	64,000	SF	\$9.00	\$576,000.00
Playground w/Surfacing (2-5 Year-Olds)	4,800	SF	\$28.00	\$134,400.00
Playground w/Surfacing (5-12 Year-Olds)	3,300	SF	\$43.00	\$141,900.00
Activity Type 1	1	AL	\$30,000.00	\$30,000.00
Activity Type 2	1	AL	\$50,000.00	\$50,000.00
Walking Path (4" Cast-in-Place Concrete)	22,000	SF	\$4.00	\$88,000.00
Park Amenities (Benches, Picnic Tables, Grills, Bike Racks, Waste Receptacles, Signs, etc.)	1	LS	\$85,000.00	\$85,000.00
Site Grading, Drainage, and Utilities	1	LS	\$80,000.00	\$80,000.00
Landscaping-Including Buffers	126,000	SF	\$2.25	\$283,500.00
Lawn	126,000	SF	\$1.00	\$126,000.00
Total	-	-	-	\$2,599,600.00

AC = Acres

AL = Allowance

LS = Lump Sum

SF = Square Foot

LF = Linear Foot



Exhibit 2: Alternate Prototype C

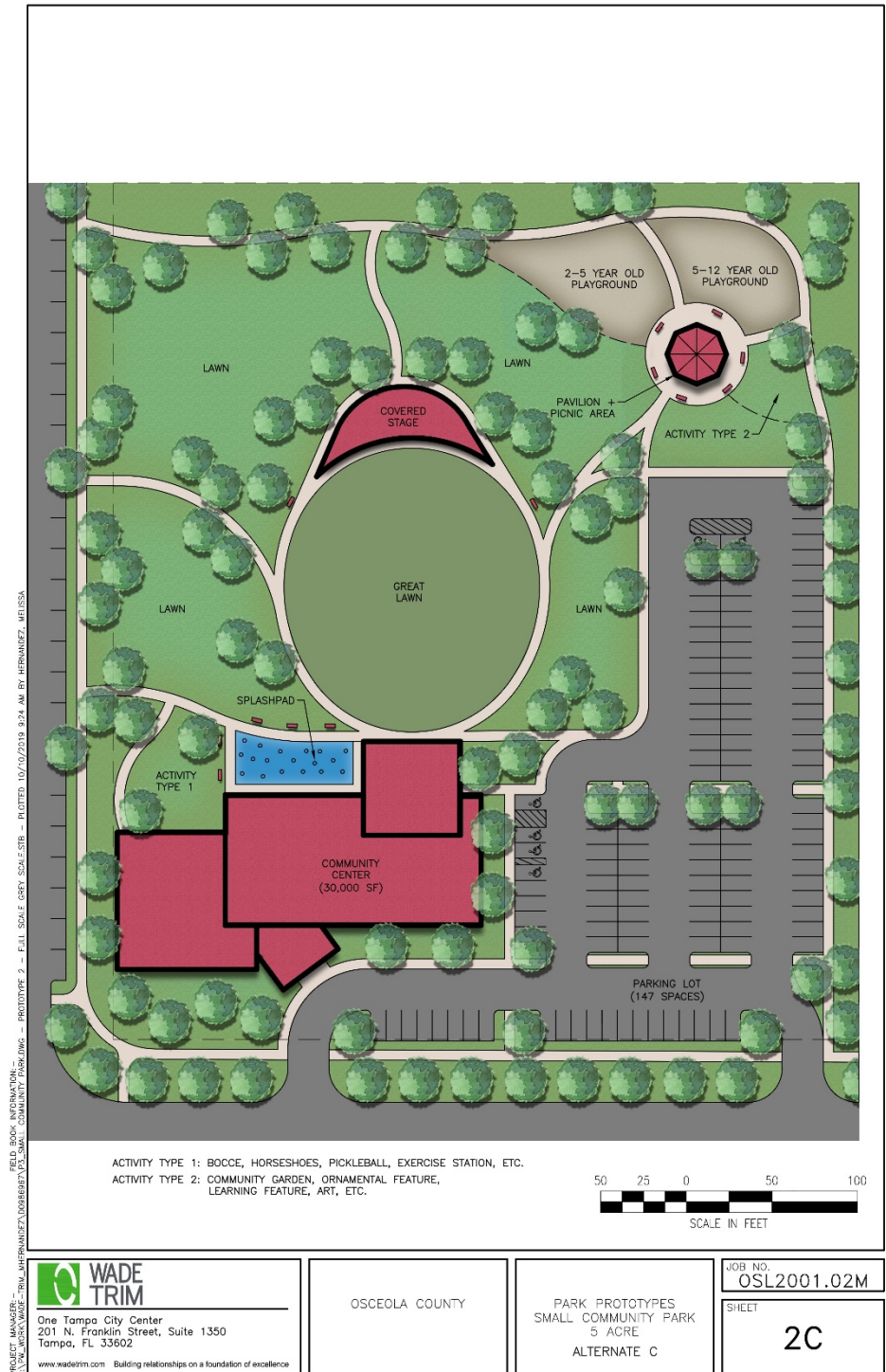



Table 5. *Estimated Cost of Alternate Prototype C*

Item	Quantity	Units	Unit Price	Total
Site Acquisition	5	AC	\$160,000.00	\$800,000.00
Site Preparation	1	LS	\$30,000.00	\$30,000.00
Parking (3" Asphaltic Concrete w/Base)	147	Per Car	\$1,300.00	\$191,100.00
Roads (24' Width) No Curb	600	LF	\$70.00	\$42,000.00
Pavilion	1,000	SF	\$60.00	\$60,000.00
Covered Stage	2,300	SF	\$140.00	\$322,000.00
Community Center Building	30,000	SF	\$200.00	\$6,000,000.00
Activity Type 1	1	AL	\$30,000.00	\$30,000.00
Activity Type 2	1	AL	\$50,000.00	\$50,000.00
Playground w/Surfacing (2-5 Year-Olds)	4,800	SF	\$28.00	\$134,400.00
Playground w/Surfacing (5-12 Year-Olds)	4,000	SF	\$43.00	\$172,000.00
Splash Pad	2,000	SF	\$100.00	\$200,000.00
Multi-Use Play Area/Great Lawn (Lawn Only)	19,570	SF	\$1.50	\$29,355.00
Walking Path (4" Cast-in-Place Concrete)	21,960	SF	\$4.00	\$87,840.00
Park Amenities (Benches, Picnic Tables, Grills, Bike Racks, Waste Receptables, Signs, etc.)	1	LS	\$85,000.00	\$85,000.00
Site Grading, Drainage, and Utilities	1	LS	\$80,000.00	\$80,000.00
Landscaping-Including Buffers	86,940	SF	\$2.25	\$195,615.00
Lawn	86,940	SF	\$1.00	\$86,940.00
	-	-	-	\$ 8,596,250.00

AC = Acres

AL = Allowance

LS = Lump Sum

SF = Square Foot

LF = Linear Foot



Exhibit 3: Alternate Prototype D



**Table 6.** *Estimated Cost of Alternate Prototype D*

Item	Quantity	Units	Unit Price	Total
Site Acquisition	5	AC	\$160,000.00	\$800,000.00
Site Preparation	1	LS	\$30,000.00	\$30,000.00
Parking (3" Asphaltic Concrete w/Base)	55	Per Car	\$1,600.00	\$88,000.00
Roads (24' Width) No Curb	200	LF	\$70.00	\$14,000.00
Pavilion	850	SF	\$60.00	\$51,000.00
2 Volleyball Courts (w/Subsurface Drainage)	8,000	SF	\$6.00	\$48,000.00
2 Tennis Courts (Asphaltic Concrete, Un-lighted)	14,400	SF	\$6.00	\$86,400.00
3 Basketball Courts	21,000	SF	\$5.00	\$105,000.00
Activity Type 1	1	AL	\$30,000.00	\$30,000.00
Activity Type 2	1	AL	\$50,000.00	\$50,000.00
Playground w/Surfacing (2-5 Year-Olds)	7,000	SF	\$28.00	\$196,000.00
Playground w/Surfacing (5-12 Year-Olds)	7,000	SF	\$43.00	\$301,000.00
Walking Path (4" Cast-in-Place Concrete)	22,000	SF	\$4.00	\$88,000.00
Park Amenities (Benches, Picnic Tables, Grills, Bike Racks, Waste Receptacles, Signs, etc.)	1	LS	\$85,000.00	\$85,000.00
Site Grading, Drainage, and Utilities	1	LS	\$80,000.00	\$80,000.00
Landscaping-Including Buffers	100,700	SF	\$2.25	\$226,575.00
Lawn	100,700	SF	\$1.00	\$100,700.00
	-	-	-	\$2,379,675.00

AC = Acres

AL = Allowance

LS = Lump Sum

SF = Square Foot

LF = Linear Foot



5.0 Analysis of Alternatives

On March 18, 2019, the Osceola County Board of County Commissioners approved new park impact fees at the rates shown in **Tables 2 and 3** (see Section 3.0), as specified in Phase IV of the Parks Master Plan. These rates were calculated using inputs from Phase II and Phase III of the Parks Master Plan, which estimated the average cost of a typical 20-acre community park at \$12,844,246 based on the original Prototype A, which provided either a fields-based configuration (\$7,160,092) or facility-based configuration (\$18,528,400). Prototype A included features such as ballfields, sport courts, multi-use play area/great lawn, and playgrounds.

The smaller (5-acre) community park alternatives presented in Section 4.0 of this update to the Parks Master Plan Phase V report range in cost from approximately \$2 million to \$8.5 million, with an average cost of approximately \$4.5 million. The alternate park prototypes presented in Section 4.0 show the ability to provide similar recreation amenities and facilities to those provided in the original Prototype A, but through a series of parks with a smaller footprint, as contemplated in Phase II and III of the Parks Master Plan. This similarity means that both scenarios meet the level of service need of one park per 15,000 population. Alternate Prototype B is a fields-based park in a smaller, 5-acre footprint and is estimated to cost \$2,599,600. Alternate Prototype B features two (2) ballfields and playgrounds. Alternate Prototype C is a facility-based park in a smaller, 5-acre footprint and is estimated to cost \$8,596,250. Alternate Prototype C features a Community Center building and a multi-use play area/great lawn that can be used for events. Alternate Prototype D is a sport court-based park and is estimated to cost \$2,379,675. Alternate Prototype D features active sport courts for volleyball, tennis, and basketball, as well as playgrounds. Each alternative prototype includes options for variable recreation activity types such as bocce ball, horseshoes, pickleball, exercise stations, community gardens, etc.

The development of the smaller 5-acre park prototype is proportionally similar in cost per person to the development of one 20-acre park prototype.

The 20-acre park field-based prototype provides 1 soccer, 3 ball fields, 3 tennis courts, 2 basketball courts, two volleyball courts, and playgrounds and picnic pavilions. The cost is \$7,160,092, or \$478 per person. The development of two Alternative Prototype B plus one Alternative Prototype D park provides the same facilities as the large 20-acre park prototype. The cost for the development of the three alternative prototypes is \$7,578,875, or \$505 per person. The difference in the per person cost between the 20-acre park prototype and the alternative 5-acre prototype parks is \$27 per person (5.6%).

Likewise, the 20-acre park facility-based prototype provides 42,000 sf of community center, dog park, splash pad, pool, festival green for \$18,528,400, or \$1,217 per person. The development of two Alternative Prototype C parks provide 60,000 sf of community Center, great lawn/event lawn, and open lawn areas – useful for dog park, and 2 splash pads. There is not a pool in this scenario; however, the cost of the extra square footage of the community center is \$2,600,000, and the cost of the pool is \$2,826,000, providing a reasonable equivalency. The cost for the development of the two alternative park is \$17,192,000, or \$1,146 per person. The difference in the per person cost between the 20-acre facility based park prototype and the alternative 5-acre prototypes is \$71 per person (6.2%).



Using this combination of alternative prototype parks, the average cost is \$4,954,000. Two and one half (2.5) alternative prototype parks at a cost of \$12,385,000, which equates to \$826 per person, is the rough equivalent to one 20-acre prototype average park. The average cost for the 20-acre prototype is \$856 per person. The difference in cost between the alternative park prototype and the 20-acre park prototype is \$30 per person (3.6%).

In addition to the proportional equivalency of facilities, the proportional equivalency of cost per person for park acreage between the 5-acre alternative park prototypes and 20-acre park prototypes is similar. To provide the same acreage in 5-acre alternative park prototypes as the 20-acre park prototype the cost per person for the 5-acre alternative park prototypes increase to \$879 per person.

The full proportional equivalency between construction of the 5-acre alternative prototypes and the 20-acre prototype to account for both facilities and acreage is based on the average cost per person for a 5-acre alternative park prototype at \$853 (average of \$826 for facilities and \$879 for acreage) and \$856 per person for the 20-acre park prototype. The difference is \$3 (0.5%).

Osceola County is rapidly developing within the Urban Growth Boundary (UGB) and land availability will become an increasing constraint to the provision of public parks. Moreover, the recreation needs and demands of the population are expected to change with this growth. The alternate park prototypes offer other potential configurations should land availability, urban contexts, community recreation needs or demands, or other factors not warrant a large (20-acre) community park configuration.

Should land availability be limited or recreation needs and demands change over time, these alternate park prototypes allow Osceola County the flexibility to respond within the adopted park impact fee schedule. Park provision can thus be tailored to the particular geography and neighborhood characteristics of a population without being restricted by the large (20-acre) community park format. Built-in to each alternate park prototype is a focus on a menu of features (e.g. fields, facilities, or sport courts) and options for variable recreation activity types that can be tailored to the community. Consequently, it is recommended that the park impact fees, which take effect on January 1, 2020, may be utilized to fund the development of smaller alternative park prototypes.