

2.7 Concurrency Management – Construction Cost Index-Level of Service Standards (LOSS) for Parks Capital Facilities

A. Introduction and Background

Chapter 163, Part II, Florida Statutes requires the County to adopt certain Land Development Regulations (LDRs) to implement its Growth Management Plan adopted on January 10, 1989. Collier County is required to adopt LDR provisions that set forth the means by which public facilities and services will meet or exceed the standards established in the Capital Improvement Element (CIE) required by Section 163.3177 and are available when needed for development. This Section of Chapter 163, Part II, Florida Statutes is commonly known as the concurrency requirement. Accordingly, on March 21, 1990, the Collier County Board of County Commissioners (BCC) adopted the Collier County Adequate Public Facilities Ordinance No. 90-24. Ordinance No. 90-24 was subsequently repealed and superseded by Ordinance No. 96-53. The Adequate Public Facilities Ordinance was codified in Division 3.15 of the County's Land Development Code (LDC).

Division 3.15 of the LDC establishes a management and monitoring program for public facilities, which includes community and regional parks. Also, Division 3.15 provides for an annual determination of concurrency and additional public facilities. Section 3.15.6 of the Land Development Code requires the preparation of an Annual Update and Inventory Report (AUIR) on public facilities for presentation to the BCC. The findings of the AUIR form the basis for the preparation of the Annual Update and Amendment of the CIE, any proposed projects to be included in the County's Annual Budget, the determination of any Area of Significant Influence (ASI) and the review of the issuance of development orders.

Under Section 3.15.6 of the LDC, the BCC's options in response to the needs identified in the AUIR include, but are not limited to, the following actions:

1. Establishment of Areas of Significant Influence (ASI) surrounding deficient road segments;
2. Public Facility project additions to the CIE;
3. Deferral of development order issuances for non-vested development in areas affected by deficient Category "A" public facilities pending:
 - a. Lowering of Level of Service Standards (LOSS) through Growth Management Plan amendments;
 - b. Direction to Staff to include the necessary Public Facility projects in the Annual CIE Update and Amendment to be adopted by the BCC;
 - c. Approval of new or increased revenue sources for needed Public Facility projects by the BCC, the State Legislature or the County.

Growth Management Impact:

The preparation and presentation of the past seven (1996-2002) AUIRs to the BCC meets the requirements of Division 3.15 of the LDC for an annual determination of the status of public facilities. Concurrency requirements set forth in the GMP have been met in each AUIR.

Fiscal Impacts:

Every CIE project set forth in the past 7 AUIRs have been financially feasible and funded by the BCC, as mandated by Florida statutes. Project expenditures in excess of estimated impact fees, gas tax, and user fee revenues are identified as being augmented by the General Fund Revenues, which is defined as existing sales tax revenues, other shared state revenues or various ad valorem levies at the discretion of the BCC.

The Nature of the AUIR Process

Each year, the BCC reviews the previous fiscal year's AUIR, and recommends projects and funding sources for inclusion in the following fiscal year's AUIR.

B. Identification of specific objective from the Recreation and Open Space Element

OBJECTIVE 1.1:

Continue to ensure that a comprehensive system of parks and recreation facilities is available from among facilities provided by the County, other governmental bodies and the private sector.

Policy 1.1.1:

The following level of service standards for facilities and land owned by the County or available to the general public are adopted:

C. Recreation facilities. Facilities in place which have a value (as (X) defined) of at least \$179.00 per capita of population. A Construction Cost Index (CCI) adjustment will be used to determine the construction cost of facilities planned. The CCI that will be used will be the prior year of the County's fiscal year budget.

1. Value will be arrived at using the per unit values for each facility type available in the County as set forth in Table A applying the values to the number of each facility type, adding up all values and dividing the total by the County population.

2. Where recreation facilities provided by other governmental bodies or the private sector are available through arrangement with the County to the public on a convenient basis, they shall be considered in measuring in place facility value.

C. Data Assessment

Capital Expenditures for Recreational Facilities are summarized by the AUIR Facility Summary Forms and Community and Regional Planning Parks tables for each year, as follows in Tables 2.7-1 to 2.7-13.

Table 2.7-1

1996 AUIR FACILITY SUMMARY FORM

Facility Type: Recreation Facilities (Category A)
 Level of Service Standard: \$179 capital inventory per capita
 Unit Cost: Variable

	<u>Capital Facilities</u>
Available Inventory 9/30/96: (at current CCI)	\$48,866,167
Required Inventory 9/30/01: (at current CCI)	43,749,569
Planned CIE FY97-01	10,987,100
5-year Surplus or (Deficit):	16,103,698

1. Existing Revenue Sources:

A. Planned CIE FY97-01	
Community Park Impact Fees	\$ 8,219,000
State Boating Improvement Funds	500,000
Gas Taxes (Bicycle Paths included in road funding \$1,250,000)	-----
Ad Valorem Taxes	<u>2,268,000</u>
	\$10,987,100

2. Supplemental Revenue Sources:

- A. Alternative I
 None Required

Recommended Action:

That the BCC direct Staff to include "Planned CIE FY97-01" projects in the Seventh CIE Update and Amendment to be transmitted to DCA as part of the Seven Year Evaluation and Appraisal Report (EAR) based Growth Management Plan and amendments. Staff also recommends that the Construction Cost Index (C.C.I.) factor adopted in FY94/95 continue to be used to maintain per unit value of required facilities to present value. The C.C.I. for 1996 is 2.4%. staff also recommends that the LOSS be amended to \$240 capita to reflect the current value of existing inventory and facilities to be added during the 5-year CIE planning period (see attached "proposed" spreadsheet analysis).

Table 2.7-2

Parks (Capital Facilities)
LOSS: \$179 / Capita

FISCAL YEAR	POPULATION COUNTY-WIDE (PERMANENT)	CAPITAL FACILITIES REQUIRED \$179/CAPITA	FACILITIES PLANNED IN CIE	CAPITAL FACILITIES AVAILABLE	SURPLUS (DEFICIENCY)	VALUE PER CAPITA
95-96	191,417	34,263,643	4,354,400	48,866,167 *	14,602,524	\$255
96-97	201,506	36,069,574	3,507,100	52,373,267	16,303,693	\$260
97-98	212,126	37,970,554	1,870,000	54,243,267	16,272,713	\$256
98-99	223,305	39,971,595	1,870,000	56,113,267	16,141,672	\$251
99-00	235,073	42,078,067	1,870,000	57,983,267	15,905,200	\$247
00-01	244,411	43,749,569	1,870,000	59,853,267	16,103,698	\$245
01-02	251,108	44,948,332		59,853,267	14,904,935	\$238
02-03	257,988	46,179,852		59,853,267	13,673,415	\$232
03-04	265,058	47,445,382		59,853,267	12,407,885	\$226
04-05	272,319	48,745,101		59,853,267	11,108,166	\$220
05-06	279,297	49,994,163		59,853,267	9,859,104	\$214

TIME PERIOD	POPULATION (PERMANENT)	FACILITIES REQUIRED AT \$179/CAPITA	FACILITIES PLANNED IN CIE	FACILITIES AVAILABLE	AVAILABLE VALUE PER CAPITA
PRESENT TO 9/30/97	201,506	36,069,574	3,507,100	52,373,267	260
1 YEAR GROWTH 10/1/96-9/30/01	52,994	9,485,926	10,987,100	59,853,267	
5 YEAR SUBTOTAL 10/1/96-9/30/01	244,411	43,749,569	10,987,100	59,853,267	245
2ND 5-YR GROWTH 10/1/01-9/30/06	34,886	6,244,594	0	0	
10 YEAR TOTAL 10/1/96-9/30/06	279,297	49,994,163	10,987,100	59,853,267	214

*NOTE: The Cost of Construction Index (CCI) for 1996 is 2.4%, therefore, existing facilities inventory has been adjusted accordingly.

Table 2.7-3

1997 AUIR FACILITY SUMMARY FORM

Facility Type: Recreation Facilities (Category A)
 Level of Service Standard: \$179 capital inventory per capita
 Unit Cost: Variable

	<u>Capital Facilities</u>
Available Inventory 9/30/97: (at current CCI)	\$58,819,367
Required Inventory 9/30/02: (at current CCI)	45,165,459
Planned CIE FY98-02	14,952,200
5-year Surplus or (Deficit):	25,606,108

1. Existing Revenue Sources:

A. Planned CIE FY98-02	
Park Impact Fees	\$ 14,952,200
Gas Taxes (Bicycle Paths included in road funding \$1,250,000)	-----

2. Supplemental Revenue Sources:

A. Alternative I
 None Required

Recommended Action:

That the BCC direct Staff to include "Planned CIE FY98-02" projects in the Eighth CIE Update and Amendment. Staff also recommends that the Construction Cost Index (C.C.I.) factor adopted in FY94/95 continue to be used to maintain per unit value of required facilities to present value. The C.C.I. for 1997 is 4.4%.

Table 2.7-4

Parks (Capital Facilities)
LOSS: \$179 / Capita

FISCAL YEAR	POPULATION COUNTY-WIDE (PERMANENT)	CAPITAL FACILITIES REQUIRED \$179/CAPITA	FACILITIES PLANNED IN CIE	CAPITAL FACILITIES AVAILABLE	SURPLUS (DEFICIENCY)	VALUE PER CAPITA
96-97	198,074	35,455,246	6,953,200	58,819,367*	23,364,121	\$297
97-98	208,414	37,306,106	5,803,800	61,623,167	24,317,061	\$296
98-99	219,293	39,253,447	2,287,100	63,910,267	24,656,820	\$291
99-00	230,740	41,302,460	2,287,100	66,197,367	24,894,907	\$287
00-01	242,785	43,458,515	2,287,100	68,484,467	25,025,952	\$282
01-02	252,321	45,165,459	2,287,100	70,771,567	25,606,108	\$280
02-03	259,134	46,384,986		70,771,567	24,386,581	\$273
03-04	266,130	47,637,270		70,771,567	23,134,297	\$266
04-05	273,316	48,923,564		70,771,567	21,848,003	\$259
05-06	280,238	50,162,602		70,771,567	20,608,965	\$253
06-07	286,880	51,351,520		70,771,567	19,420,047	\$247

TIME PERIOD	POPULATION (PERMANENT)	FACILITIES REQUIRED AT \$179/CAPITA	FACILITIES PLANNED IN CIE	FACILITIES AVAILABLE	AVAILABLE VALUE PER CAPITA
PRESENT TO 9/30/98	208,414	37,306,106	5,803,800	61,623,167	296
5 YEAR GROWTH 10/1/97-9/30/02	54,247	9,710,213	14,952,200		
5 YEAR SUBTOTAL 10/1/97-9/30/02	252,321	45,165,459	14,952,200	70,771,567	280
2ND 5-YR GROWTH 10/1/02-9/30/07	34,559	6,186,061	0		
10 YEAR TOTAL 10/1/97-9/30/07	286,880	51,351,520	14,952,200	70,771,567	247

*NOTE: The Cost of Construction Index (CCI) for 1997 is 4.4%, therefore, existing facilities inventory has been adjusted accordingly.

Table 2.7-5

1998 AUIR FACILITY SUMMARY FORM

Facility Type: Recreation Facilities (Category A)
 Level of Service Standard: \$179 capital inventory per capita
 Unit Cost: Variable

	<u>Capital Facilities</u>
Available Inventory 9/30/98:	\$39,351,870
Required Inventory 9/30/03:	45,164,385
Planned CIE FY99-03	12,074,500
5-year Surplus or (Deficit):	6,081,401

1. Existing Revenue Sources:

A. Planned CIE FY99-03 Park Impact Fees	\$ 12,074,500
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2. Supplemental Revenue Sources:

A. Alternative I
None Required

Recommended Action:

That the BCC direct Staff to include "Planned CIE FY99-03" projects in the Ninth CIE Update and Amendment..
 "Available inventory" reflects the valuation of current inventory of the facility types on page 21 of this AUIR.

NOTE: The Parks & Recreation staff is currently working with the contracted consultant to revise the impact fee ordinance park definitions and proposed new level of service standards. The final recommendations adopted by the BCC will be reflected in the 1999 AUIR.

Table 2.7-6

Parks (Capital Facilities)
LOSS: \$179 / Capita

FISCAL YEAR	POPULATION COUNTY-WIDE (PERMANENT)	CAPITAL FACILITIES REQUIRED \$179/CAPITA	FACILITIES PLANNED IN CIE	CAPITAL FACILITIES AVAILABLE	SURPLUS (DEFICIENCY)	VALUE PER CAPITA
97-98	206,731	37,004,849		39,351,870	2,347,021	\$190
98-99	218,834	39,171,286	1,694,500	40,865,786	1,694,500	\$187
99-00	229,937	41,158,723	2,595,000	43,460,786	2,302,063	\$189
00-01	238,906	42,764,174	2,595,000	46,055,786	3,291,612	\$193
01-02	245,519	43,947,901	2,595,000	48,650,786	4,702,885	\$198
02-03	252,315	45,164,385	2,595,000	51,245,786	6,081,401	\$203
03-04	259,300	46,414,700		51,245,786	4,831,086	\$198
04-05	266,478	47,699,562		51,245,786	3,546,224	\$192
05-06	273,292	48,919,268		51,245,786	2,326,518	\$188
06-07	279,717	50,069,343		51,245,786	1,176,443	\$183
07-08	286,294	51,246,626		51,245,786	(840)	\$179

TIME PERIOD	POPULATION (PERMANENT)	FACILITIES REQUIRED AT \$179/CAPITA	FACILITIES PLANNED IN CIE	FACILITIES AVAILABLE	AVAILABLE VALUE PER CAPITA
PRESENT TO 9/30/99	218,834	39,171,286	1,694,500	40,865,786	187
5 YEAR GROWTH 10/1/98-9/30/03	33,481	5,993,099	1,185,511		
5 YEAR SUBTOTAL 10/1/98-9/30/03	252,315	45,164,385	1,185,511	51,245,786	203
2ND 5-YR GROWTH 10/1/03-9/30/08	33,979	6,082,241	0		
10 YEAR TOTAL 10/1/98-9/30/08	286,294	51,246,626	12,074,500	51,245,786	179

1998

Table 2.7-7

Facility Type: Recreation Facilities (Category A)
 Level of Service Standard: \$179 capital inventory per capita
 Unit Cost: Variable

	<u>Capital Facilities</u>
Available Inventory 9/30/99:	\$43,902,160
Required Inventory 9/30/04:	47,369,665
Planned CIE FY 00-04	25,188,300
5-year Surplus or (Deficit):	21,720,795

1. Existing Revenue Sources:

A. Planned CIE FY 00-04	
Park Impact Fees	\$ 20,060,000
Ad Valorem	<u>5,128,300</u>
	25,188,300

2. Supplemental Revenue Sources:

A. Alternative I
 None Required

Recommended Action:

That the BCC direct Staff to include "Planned CIE FY 00-04" projects in the Tenth CIE Update and Amendment.. "Available inventory" reflects the valuation of current inventory of the facility types on page of this AUIR.

AGENDA No. 8/A
 JAN 25 2000

Table 2.7-8

JAN 25 2000

AGENDA ITEM NO. 8 (4)

Parks (Capital Facilities)
LOSS: \$179 / Capita

FISCAL YEAR	POPULATION COUNTY-WIDE (PERMANENT)	CAPITAL FACILITIES REQUIRED \$179/CAPITA	FACILITIES PLANNED IN CIE	CAPITAL FACILITIES AVAILABLE	SURPLUS (DEFICIENCY)	VALUE PER CAPITA
98-99	227,256	40,678,824		43,902,160	3,223,336	\$193
99-00	236,499	42,333,321	6,943,300	50,845,460	8,512,139	\$215
00-01	243,239	43,539,781	12,280,000	63,125,460	19,585,679	\$260
01-02	250,172	44,780,788	1,425,000	64,550,460	19,769,672	\$258
02-03	257,302	46,057,058	1,290,000	65,840,460	19,783,402	\$256
03-04	264,635	47,369,665	3,250,000	69,090,460	21,720,795	\$261
04-05	271,533	48,604,407		69,090,460	20,486,053	\$254
05-06	277,968	49,756,272		69,090,460	19,334,188	\$249
06-07	284,556	50,935,524		69,090,460	18,154,936	\$243
07-08	291,300	52,142,700		69,090,460	16,947,760	\$237
08-09	298,204	53,378,516		69,090,460	15,711,944	\$232

TIME PERIOD	POPULATION (PERMANENT)	FACILITIES REQUIRED AT \$179/CAPITA	FACILITIES PLANNED IN CIE	FACILITIES AVAILABLE	AVAILABLE VALUE PER CAPITA
PRESENT TO 09/30/2000	236,499	42,333,321	6,943,300	50,845,460	215
5 YEAR GROWTH 10/1/99-9/30/04	37,379	6,690,841	25,188,300		2000
5 YEAR SUBTOTAL 10/1/99-9/30/04	264,635	47,369,665	25,188,300	69,090,460	261
2ND 5-YR GROWTH 10/1/04-9/30/09	33,569	6,008,851	0		
10 YEAR TOTAL 10/1/99-9/30/09	298,204	53,378,516	25,188,300	69,090,460	232

Table 2.7-9

2001 AUIR FACILITY SUMMARY FORM

Facility Type: Recreation Facilities (Category A)
Level of Service Standard: \$240 capital inventory per capita (Proposed)
Unit Cost: Variable

	<u>Capital Facilities</u>
Available Inventory 9/30/01:	\$56,659,600
Required Inventory 9/30/06:	\$86,778,000
Planned CIE FY02-06	\$40,330,000
5-year Surplus or (Deficit):	\$10,211,600

1. Existing Revenue Sources:

A. Planned CIE FY 00-04 Park Impact Fees (Bonds and Cash)	\$40,330,000
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2. Supplemental Revenue Sources:

A. Alternative I None Required	
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Recommended Action:

That the BCC direct Staff to include "Planned CIE FY02-06" projects in the next Annual CIE Update and Amendment, and to amend the Recreation Facilities LOSS from \$179 to \$240 per capita. "Available inventory" reflects the valuation of current inventory of the facility types on page of this AUIR.

Table 2.7-10

Parks Capital Facilities

LOSS: \$240 / Capita (Proposed)

Building Cost Index=3.127% for 11 years (240.58) starting in 02-03

FISCAL YEAR	POPULATION COUNTY-WIDE (PERMANENT)	CAPITAL FACILITIES REQUIRED \$240/CAPITA	FACILITIES PLANNED IN CIE	CAPITAL FACILITIES AVAILABLE	SURPLUS (DEFICIENCY)	VALUE PER CAPITA
99-00	259,678	46,482,362	0	50,845,460	4,363,098	\$196
00-01	276,828	49,552,212	0	56,659,600	7,107,388	\$205
01-02	295,111	52,824,869	5,485,000	62,144,600	9,319,731	\$211
02-03	314,601	75,504,240	30,950,000	93,094,600	17,590,360	\$296
03-04	335,379	80,490,960	625,000	93,719,600	13,228,640	\$279
04-05	351,208	84,289,920	1740000	95,459,600	11,169,680	\$272
05-06	361,575	86,778,000	1530000	96,989,600	10,211,600	\$268
06-07	372,248	89,339,520		96,989,600	7,650,080	\$261
07-08	383,236	91,976,640		96,989,600	5,012,960	\$253
08-09	394,549	94,691,760		96,989,600	2,297,840	\$246
09-10	405,603	97,344,720		96,989,600	(355,120)	\$239
10-11	416,374	99,929,760		96,989,600	(2,940,160)	\$233

TIME PERIOD	POPULATION (PERMANENT)	FACILITIES REQUIRED AT \$240/CAPITA	FACILITIES PLANNED IN CIE	FACILITIES AVAILABLE	AVAILABLE VALUE PER CAPITA
PRESENT TO 9/30/2002	295,111	52,824,869	5,485,000	62,144,600	9,319,731
5 YEAR GROWTH 10/1/01-9/30/06	84,747	86,778,000	40,330,000		
5 YEAR SUBTOTAL 10/1/01-9/30/06	361,575	86,778,000	38,800,000	96,989,600	10,211,600
2ND 5-YR GROWTH 10/1/06-9/30/11	54,799	13,151,760	(1,530,000)		
10 YEAR TOTAL 10/1/01-9/30/11	416,374	99,929,760	40,330,000	96,989,600	(2,940,160)

50,845,460
259,678

5.5

FILE:PARKS CAP_01 with 240

Table 2.7-11

2002 AUIR FACILITY SUMMARY FORM

Facility Type: Recreation Facilities (Category A)
Level of Service Standard: \$240 capital inventory per capita
Unit Cost: Variable

Available Inventory 9/30/02:	<u>Capital Facilities</u> \$57,500,000
Required Inventory 9/30/07:	\$82,927,440
Proposed CIE FY03-07:	\$38,165,000
5-year Surplus or (Deficit):	\$12,737,560

1. Existing Revenue Sources

Proposed CIE FY03-07 Park Impact Fees (Bonds & Cash)	\$38,165,000
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2. Supplemental Revenue Sources

None Required

Recommended Action:

That the BCC direct staff to include "Proposed CIE FY03-07" projects in the next Annual CIE Update and Amendment. "Available inventory" reflects the valuation of current inventory of the facility types on page 21 of this AUIR.

Table 2.7-12

**Parks Capital Facilities
LOSS: \$240 / Capita**

FISCAL YEAR	POPULATION COUNTY-WIDE (PERMANENT)	CAPITAL FACILITIES REQUIRED \$240/CAPITA	FACILITIES PLANNED IN CIE	CAPITAL FACILITIES AVAILABLE	SURPLUS (DEFICIENCY)	VALUE PER CAPITA
00-01	270,667	48,449,393		56,659,600	8,210,207	\$209
01-02	283,341	50,718,039	840,400	57,500,000	6,781,961	\$203
02-03	296,608	71,185,920	33,760,000	91,260,000	20,074,080	\$308
03-04	310,497	74,519,280	25,000	91,285,000	16,765,720	\$294
04-05	323,977	77,754,480	400,000	91,685,000	13,930,520	\$283
05-06	335,362	80,486,880	2,980,000	94,665,000	14,178,120	\$282
06-07	345,531	82,927,440	1,000,000	95,665,000	12,737,560	\$277
07-08	356,008	85,441,920		95,665,000	10,223,080	\$269
08-09	366,803	88,032,720		95,665,000	7,632,280	\$261
09-10	377,287	90,548,880		95,665,000	5,116,120	\$254
10-11	387,432	92,983,680		95,665,000	2,681,320	\$247
11-12	397,850	95,484,000		95,665,000	181,000	\$240
TIME PERIOD	POPULATION (PERMANENT)	FACILITIES REQUIRED AT \$240/CAPITA	FACILITIES PLANNED IN CIE	FACILITIES AVAILABLE	AVAILABLE VALUE PER CAPITA	
PRESENT TO 9/30/2003	296,608	71,185,920	33,760,000	91,260,000	308	
5 YEAR GROWTH 10/1/02-9/30/07	62,190	32,209,401	38,165,000			
5 YEAR SUBTOTAL 10/1/02-9/30/07	345,531	82,927,440	38,165,000	95,665,000	277	
2ND 5-YR GROWTH 10/1/07-9/30/12	52,319	12,556,560	0			
10 YEAR TOTAL 10/1/02-9/30/12	397,850	95,484,000	38,165,000	95,665,000	240	

FILE:PARKS CAP_01 with 240

D. Objective Achievement Analysis

Please refer to EAR Section 1.5.E which sets forth the objective achievement analysis of the Recreation and Open Space Element related to Concurrency Management.

E. Conclusion

For each of the past six AUIRs (1996-2002) completed by Collier County, an average five-year surplus of \$15,285,984 has been maintained. The County's Recreation and Open Space Element, Policy 1.1c has been sufficient over the past six AUIRs in maintaining the County's adopted level of service.