

Festival Park User Fee Policy

Rectangular Fields (Football / Soccer / Multi-Use)

City of Cape Coral, Florida — Parks & Recreation Department
Policy No.: PR-FEE-[XX] | Effective: [Date] | Adopted by: [Council Resolution No.] Review cycle: Annual, concurrent with the FY budget adoption process

1. Purpose

This policy establishes a uniform, transparent, and defensible methodology for setting hourly and per-event rental fees for Festival Park rectangular (football, soccer, lacrosse) artificial and natural turf athletic fields. The methodology recovers a documented share of both operating costs (routine maintenance, utilities, scheduling, and supervision) and capital costs (periodic renovation, and lifecycle replacement of the field surface and appurtenances) from users whose activity generates the wear and tear of athletic use facilities.

2. Scope

Applies to all reservable artificial and natural turf athletic fields under the operational control of the Parks & Recreation Department at Festival Park. Fees for tournaments, concession use, field lining, staff attendance, and utility surcharges are addressed in subsequent sections. This policy does not govern:

- Fields operated under a written joint-use, license, or affiliate agreement (e.g., school district co-use, non-profit license) except where such agreements incorporate this policy by reference;
- Non-reservable "drop-in" use of unimproved open space, which remains free to the public consistent with Tier 1 of the pyramid (see §5).

3. Definitions

Term	Definition
Lifecycle replacement cost	The sinking-fund contribution needed to fund the next scheduled renovation or replacement of a major component.
Full cost per hour	Direct operating + indirect operating + capital + lifecycle replacement, divided by the annual playable-hour capacity of the field.
Cost-recovery target	The percentage of full cost per hour the City intends to recover from a given user category.

4. Fee Calculation Methodology

Fees are built by calculating the full cost of maintenance, operations, and replacement of assets.

4.1 Inventory each field and its cost drivers

For every reservable field the Department records: surface type (natural and artificial), field dimensions, presence and wattage of lights, irrigation source, replacement year of each major component, and its historical annual reservation hours.

4.2 Compute annual operating cost per field

Sum the following, drawn from the Department's cost-accounting system:

Line item	Typical artificial-turf gridiron
Field lining and paint	✓
Irrigation water and electricity	✓
Field lighting electricity	✓ (if lit)
Restroom and trash service allocable to the field	✓
Field-attendant / supervision hours	✓
Line item	Typical artificial-turf gridiron
Small tools, PPE, consumables	✓

4.3 Add capital and lifecycle replacement cost

For each field, compute an annual equivalent capital charge using the straight-line method:

$$\text{Annual capital charge} = \sum_i \frac{\text{Replacement cost of component } i}{\text{Useful life of component } i}$$

Applied to the following components with the City's standard useful lives:

Component	Typical useful life
Artificial-turf carpet and infill	8–12 years
Artificial-turf base and drainage	20–25 years
Irrigation system	15–20 years
Field lighting (LED)	20–25 years
Fencing, backstops, dugouts, bleachers	20–30 years
Pavement, walkways, restrooms allocable to the field	25–40 years

Replacement costs shall be updated at least biennially from the most recent Capital Improvement Program (CIP), vendor bids, or the CIP inflation index.

4.4 Calculate full cost per hour

$$\text{Full cost / hr} = \frac{\text{Annual direct + indirect + capital + lifecycle cost}}{\text{Annual **playable** hours (**capacity**)}}$$

Annual playable hours shall be set conservatively according to industry standards below, not from theoretical maximums:

Surface	Sustainable annual playable hours
Artificial turf, lit	2,500–3,200
Natural turf, lit	700-1,200

Using a higher, unsustainable hour count would artificially depress fees and create adverse playing conditions.

5. Cost-Recovery Tiers (Community-Benefit Pyramid)

Consistent with the NRPA cost-recovery pyramid and widely cited Parks & Recreation Revenue and Pricing Policies, each user is assigned a tier reflecting the balance of community and individual benefit. The published hourly rate equals the applicable cost-recovery target × full cost per hour, rounded to the nearest dollar.

Tier	User category	Cost-recovery target
1 — Community benefit	City-sponsored programs and City-run leagues; free public drop-in on unreserved fields	0–25% (subsidized by ad valorem)
2 — Government / Institutional	Lee County School District instructional use	26–50% (subsidized by ad valorem)
3 — Individual / Community	Non-profit resident leagues	51–100% (subsidized by ad valorem)
4 — Mostly Individual	Non-resident leagues; travel/select clubs charging registration fees; showcase or camp operators	101–125%
5 — Highly Individual / Commercial	For-profit clinics, camps, tournaments, filming, and any user charging admission or generating profit	150%

6. Modifiers and Surcharges

Applied on top of the base hourly rate:

Modifier	Basis	Typical range
Lighting surcharge	Metered kWh × current LCEC commercial rate	Cost of service
Field-lining surcharge (gridiron)	Direct labor and paint for game-line application	Per line-out
Staff attendance / gate supervision	Loaded hourly wage × hours	Per hour
Tournament / multi-day	Flat per-day rate = 8 × hourly rate, plus modifiers	Per field / day
Damage / turf-recovery deposit	Refundable, sized to the estimated turf-recovery cost for the booked hours	Refundable
Cancellation / no-show fee	Percent of booked fee based on notice window	25–100%

The lighting surcharge is metered rather than averaged so that users who play lit hours pay the incremental utility cost, consistent with the GFOA principle that user fees reflect the cost of service.

7. Priority of Use

When reservation requests conflict, fields are assigned in the following order:

1. **City programs and City-run leagues** (Tier 1).
2. **Lee County School District** users (Tier 2).
3. **Non-profit leagues** (Tier 3).
4. **Non-resident leagues** (Tier 4)
5. **Commercial** (Tier 5).

Within a tier, requests are honored on a first-come, first-served basis subject to the season block reservation window published by the Department.

8. Approval, Adoption, and Annual Update

The fee-calculation shall be evaluated annually on a schedule aligned with the City's fiscal year (October 1 – September 30) and the City's budget-development calendar. The following calendar shall govern each cycle; the Parks & Recreation Director and the Financial Services Director are jointly responsible for meeting these dates.

8.1 Annual fee-setting calendar

Milestone	Timing (relative to FY starting October 1)	Responsible party
Close prior FY field-operations cost centers; compile direct, indirect, capital, and lifecycle inputs from audited or pre-audit actuals	October – December (Q1 of new FY, using data from the FY just ended)	Parks & Recreation; Financial Services
Update replacement-cost estimates from the CIP, vendor bids, and construction-cost indices; refresh useful-life and capacity assumptions	January	Parks & Recreation; Public Works
Evaluate full cost per hour for each field and the proposed fee schedule by tier	February	Parks & Recreation Director
Peer benchmark review (triennial cycle)	February , every third year	Parks & Recreation Director
Parks & Recreation Advisory Board review and recommendation	March	Advisory Board
Fee schedule transmitted to the City Manager with the proposed FY budget submission	By the statutory budget-submission deadline (typically July 1 under §200.065, F.S.)	City Manager
Council budget workshops and TRIM public hearings; fee schedule adopted by resolution concurrent with the Master Fee Schedule	July – September	City Council
New fee schedule takes effect	October 1 (first day of the new fiscal year)	—

8.2 Implementation of fee changes

- Adopted fee changes take effect October 1 and apply to (a) all new reservations booked on or after that date and (b) any portion of an existing reservation that occurs on or after that date, unless the Council resolution expressly grandfathers previously executed seasonal-use agreements through the end of their current season.
- Season-long reservation agreements (e.g., a fall league booked in July) shall be priced at the fee schedule in effect at the time of contract execution but shall include a written notice that any hours falling in a subsequent fiscal year are subject to the fee schedule then in effect.
- Tournament and one-time event contracts executed more than 90 days before the event shall lock in the fee in effect at contract execution; contracts executed within 90 days shall apply the fee in effect on the event date.
- Year-over-year increases at any tier shall not exceed 15% per year, except that a larger increase is permitted where a new field, a lifecycle replacement, or a documented cost shock (e.g., replacement of a synthetic carpet) requires it and Council so finds in the adopting resolution.

8.3 Mid-year adjustments

Mid-year fee changes are disfavored and shall be made only by Council resolution upon a written finding of (a) a material cost shock, (b) a change in state or federal law affecting the cost of service, or (c) the opening of a new or renovated field for which no adopted rate exists. Any mid-year change takes effect no sooner than 60 days after adoption to give reserving organizations time to adjust.

8.4 Peer benchmarking cadence

Every three years, the Department shall benchmark Cape Coral's fees against a peer basket including at minimum: Fort Myers, Lee County, Bonita Springs, Naples, Punta Gorda, and one Florida city of comparable population with a similar mix of gridiron inventory. Peer data shall be included with the proposed schedule.

9. Waivers, Discounts, and Sponsorships

- Fee waivers are permitted only for (a) governmental co-sponsors, (b) City-produced special events, and (c) charitable tournaments where the sponsor documents that $\geq 75\%$ of net proceeds benefit a Cape Coral or Lee County youth-sports purpose.
- Multi-season discounts of up to 10% may be offered to Tier 2 affiliates that commit to a 12-month use agreement.
- Sponsorship offsets (e.g., signage or naming) may be credited against fees only under a written sponsorship agreement approved by the City Attorney.
- All waivers, discounts, and offsets shall be disclosed annually in a schedule attached to the fee report so that Council and the public can see the value of the subsidy.

10. Financial Treatment

Revenue collected under this policy shall be deposited to the Parks & Recreation operating fund. An amount equal to the capital and lifecycle-replacement component of each hour billed shall be transferred at year-end to a dedicated Athletic Field Renewal & Replacement Reserve, restricted to lifecycle renovation of the fields that generated the revenue.

11. Reporting and Transparency

The Department shall provide annually:

1. Actual reservation hours by tier
2. The balance and activity of the Athletic Field Renewal & Replacement Reserve.

Appendix A — Benchmark Cost and Capacity Data (for annual sanity check)

Metric	Natural turf	Artificial turf
Installed cost per field	\$325 - \$820k	\$700k – \$1.5M
Annual maintenance	\$18 - \$77k	\$6k – \$25k
Major renovation / resurfacing	~10 yr, sod & irrig.	~8–12 yr, carpet + infill (\$400k–\$900k)

Sustainable annual hours	400 - 1,200	2,500 – 3,200
Illustrative full cost per hour of use	\$50 - \$120	\$27 – \$60

Appendix B — Peer Fee Comparators (illustrative, hourly per field)

Agency	Natural	Artificial (commercial)
Lee County, FL	\$40 - \$50	N/A
North Port, FL	\$4 - \$20	N/A
Fort Myers, FL	\$10 - \$25	N/A
Sarasota, FL	\$4 - \$19	\$150
Naples, FL	\$40 - \$160	\$125

Appendix C — Worked Example (illustrative)

Field: Lit artificial-turf rectangular, standard 360' × 160'.

Line	Amount
Full Cost- Direct/Indirect operating (mowing, fertilizer, water, paint, labor)	\$271,391
Lifecycle sinking fund	\$183,469
Total annual full cost	\$454,860
Line	Amount
Sustainable annual hours	3,200
Full cost per hour	≈ \$142

Applying tier targets:

Tier	Target	Published rate
Tier 1 — City programs	15%	\$21
Tier 2 — LCSD instructional use	40%	\$57
Tier 3 —Non-profit resident leagues	75%	\$107
Tier 4 — Non-resident adult / travel club	115%	\$163
Tier 5 — For-profit / commercial	150%	\$213

Lighting is billed separately. The tournament rate equals 8 hours × the applicable hourly rate.

Field: Lit natural-turf rectangular, standard 360' × 160'.

Line	Amount
Full Cost- Direct/Indirect operating (mowing, fert, water, paint, labor)	\$271,391
Lifecycle sinking fund	\$88,190
Total annual full cost	\$359,581
Line	Amount
Sustainable annual hours	1,200
Full cost per hour	≈ \$300

Applying tier targets:

Tier	Target	Published rate
Tier 1 — City programs	15%	\$45
Tier 2 — LCSD instructional use	40%	\$120
Tier 3 — Non-profit resident leagues	75%	\$225
Tier 4 — Non-resident adult / travel club	115%	\$345
Tier 5 — For-profit / commercial	150%	\$450

Recommended Amphitheater Fee Schedule

Uncovered Grass Amphitheater – Special Event Rentals

City of Cape Coral, Florida — Parks & Recreation Department

Companion to: Athletic Field Rental Fee Policy (PR-FEE-[XX]) **Fiscal**

year: October 1 – September 30 | **Effective:** October 1, [FY]

1. Purpose and Scope

Establishes hourly and daily rental fees for a City-owned uncovered grass amphitheater (e.g., the amphitheater at Festival Park and any similar future venue) used for special events, concerts, festivals, ceremonies, and private gatherings.

The schedule is derived from the same full-cost-recovery methodology used in the City's Athletic Field Rental Fee Policy:

- Full cost per hour = (direct operating + indirect operating + annual capital charge + lifecycle sinking-fund contribution) ÷ sustainable annual event hours
- Users are placed on the NRPA cost-recovery pyramid; the published rate = tier target × full cost per hour
- Consistent with GFOA User Fee best practice

2. Definitions

Term	Definition
Lifecycle replacement cost	The sinking-fund contribution needed to fund the next scheduled renovation or replacement of a major component.
Full cost per hour	Direct operating + indirect operating + capital + lifecycle replacement, divided by the annual usable hour capacity of the amphitheater.
Cost-recovery target	The percentage of full cost per hour the City intends to recover from a given user category.

3. Cost Basis (illustrative- replace with Cape Coral actuals in Year 1)

Assumes a typical municipal uncovered grass amphitheater: lawn seating for ~5,000, permanent stage slab or portable stage pad, electrical panel, restroom allocation, adjacent parking, no roof/bandshell.

Component	Illustrative annual cost	Basis
Direct operating — turf mowing, aeration, irrigation, event set-up/tear-down labor, staff labor	\$15,639	Cape Coral Parks maintenance rates
Lifecycle sinking fund — site work, stage pad, seating berm, electrical service, turf renovation, fence replacement	\$115,075	CIP
Component	Illustrative annual cost	Basis
Total annual full cost	\$130,714	

Sustainable annual event hours	500 hrs	Turf recovery limits
Full cost per event hour	≈ \$260	Rounded to nearest \$10

Turf capacity of 500 event-hours reflects that a large-crowd concert or festival on natural grass can require 48+ hours of turf recovery per hour of heavy use. Underestimating recovery time overstates capacity and understates true cost per hour.

4. Cost Recovery Tiers

Same pyramid used in the field policy, adapted to event use:

Tier	User category	Cost-recovery target
1 — Community	City-sponsored events, City co-presented programs	0–50%
2 — Government / Institutional	Free public events, Lee County School District, non-profit events, and other governmental co-sponsors	50–100%
3 — Highly Individual / Commercial	For-profit concerts, festivals, corporate events, filming, any event charging admission or generating profit	101–150%

5. Recommended Fee Schedule — Uncovered Grass Amphitheater

5.1 Hourly rate (4-hour minimum, plus set-up/tear-down)

Tier	Cost-recovery target	Hourly rate	Half-day (up to 4 hr)	Full day (up to 8 hr)	Extended day (up to 12 hr)
Tier 1 — City programs	25%	\$65	\$260	\$520	\$780
Tier 2 — non-profit events	75%	\$200	\$800	\$1,600	\$2,400
Tier 3 — For-profit / commercial	125%	\$326	\$1,305	\$2,610	\$3,915

Rates rounded to nearest \$5. Tier 5 subject to market comparison; if peer venues charge more, the higher figure applies. Peer sanity check: Mizner Park green-only \$500 non-profit / \$750 commercial per day (Boca Raton); St. Cloud Veterans Bandshell \$900 resident / \$1,140 non-resident full block (City of St. Cloud); Miramar Shirley Branca \$500 non-prime / \$950 prime per 6 hr (Miramar).

5.2 Multi-day event rate

Duration	Tier 1	Tier 2	Tier 3
2 days	\$940	\$2,880	\$4,695

3 days	\$1,325	\$4,080	\$6,650
4 days	\$1,665	\$5,120	\$8,345
Each additional day	+\$415	+\$1,280	+\$2,090

Multi-day pricing incorporates a graduated discount ($\approx$ 10% at 2 days, 15% at 3 days, 20% at 4+ days) to encourage single-event booking while covering turf-recovery cost. Structure mirrors Coral Gables special-event day-block pricing.

6. Mandatory Add-On Fees

Billed in addition to the base rental. These recover direct incremental costs; they are not subject to the tier discount.

Add-on	Fee	Basis
Non-refundable application/processing	\$40	Existing Cape Coral special-event fee (§ 3.26 City Code)
Refundable damage/clean-up deposit	\$500	—

Add-on	Fee	Basis
Portable stage (if not permanent) — 24×32	\$2,000 NP 2,600 FP	City Mobile Stage
Field/park lighting	Metered; \$30/hour standard rate	Existing Cape Coral athletic rate
Off-duty police detail	Pass-through at City rate	Cape Coral PD F-49 process
Fire watch / EMS standby (if applicable)	Pass-through	Cape Coral Fire
Tent permit / misc fee	\$85 (Planning/Zoning)	Existing Cape Coral rate
Tent permit fire inspection (after hours)	\$125	Existing Cape Coral rate
Tent permit — > 900 sq ft	+\$40 Fire review	Existing Cape Coral rate

Cape Coral's fire permit fees are drawn from the Cape Coral Fire Department fireworks permit schedule; tent permits from the City of Cape Coral tent permit application.

7. Priority of Use and Booking Window

Applied when reservation requests conflict:

1. City-sponsored events (Tier 1)
2. City co-presented events with CRA, DDA, or School District (Tier 2)
3. Chartered non-profit resident organizations (Tier 2)
4. Other Tier 2 users on a first-come basis
5. Tier 3 in date-received order

8. Waivers, Discounts, Sponsorships

Fee waivers require Parks and Recreation Director approval.

9. Financial Treatment

Revenue is split at year-end per the field policy discipline:

- **Operating share** → Parks & Recreation operating fund
- **Capital / lifecycle share** (= annual capital charge + sinking-fund line ÷ full cost per hour × revenue collected) → dedicated Amphitheater Renewal & Replacement Reserve, restricted to lifecycle renovation of the amphitheater turf, stage pad, seating berm, and electrical/lighting

10. Fee-Setting Calendar

Same October 1 – September 30 cycle as the field policy:

Milestone	Timing	Responsible
Review prior-FY actual event hours, direct/indirect costs, CIP updates	Oct – Dec	Parks & Recreation; Financial Services
Evaluate replacement cost, useful lives, and capacity assumptions	January	Parks & Recreation; Public Works

Milestone	Timing	Responsible
Evaluate full cost per event hour; produce proposed schedule	February	Parks & Recreation Director
Peer benchmark review (every 3 years)	February	Parks & Recreation Director
Advisory Board review/recommendation	March	Parks & Recreation Advisory Board
Transmit with proposed FY budget	By July 1 (\$ 200.065, F.S.)	City Manager
Council workshops, TRIM hearings, adoption by resolution	Jul – Sep	City Council
New fee schedule takes effect	October 1	—

Increase cap: Year-over-year tier increase ≤ 15%, except upon Council finding of cost shock, lifecycle

replacement, or new-venue opening.

Contracts across the fiscal-year boundary: Reservations executed before October 1 lock in the prior schedule but include written notice that any hours falling in the new FY are subject to the then-current schedule. Multi-day events booked > 90 days out lock the rate; < 90 days apply the rate on event date.

Administrative adjustment authority: Consistent with Resolution 216-21, the City Manager may administratively increase any line above by up to 3% between full Council reviews to reflect inflation without a resolution.

Appendix A — Illustrative Total Event Cost Examples

Example 1 — Resident non-profit family festival, 6 hours, 800 attendees, one 20×20 tent

Line	Amount
Base rental — Tier 2, half-day + 2 hr	\$1,200
Application fee	\$40
Damage deposit (refundable)	\$500
Tent permits	\$210
Portable Stage	\$2,000
Total non-refundable cost	\$3,450
Plus refundable deposit	\$500

Example 2 — For-profit ticketed concert, 8 hours, 2,000 attendees, 24×32 portable stage, off-duty PD

Line	Amount
Base rental — Tier 3 full day	\$2,610
Application fee	\$40
Damage deposit (refundable)	\$500
Portable stage (24×32)	\$2,600
Off-duty PD detail (pass-through)	Variable
Fire watch (pass-through, > 1,000 attendees)	Variable
Total non-refundable cost (before PD/Fire pass-through)	\$5,250
Plus refundable deposit	\$500

Appendix B — Peer Comparison (uncovered grass / lawn amphitheater or bandshell)

Venue	Rate	Note
Mizner Park amphitheater green only, Boca Raton	\$500 non-profit / \$750 commercial per day	Lawn portion only (Boca Raton)
Curtis Hixon Park Amphitheater, Tampa	Variable pricing based on site plan	Staffing required for add'l \$37.50/hr
Veterans Bandshell, St. Cloud	\$900 resident / \$1,140 non-resident full block	(St. Cloud)
Shirley Branca Bandshell, Miramar	\$500 non-prime / \$950 prime per 6 hr	Covered (Miramar)
The Stage at Town Center, Palm Coast	\$50 non-profit / \$250 for-profit per day	Small municipal outdoor stage (Palm Coast)
Six Mile Cypress Preserve amphitheater, Lee County	\$25/day	Nature-preserve amphitheater (Lee County)
Cambier Park amphitheater, Naples	\$800 - \$1,600 per day	Staffing- \$20/hr per employee and lighting- \$10/hr

Recommended for adoption by City Council resolution, effective October 1, [FY], as part of the FY [YY] Master Fee Schedule. This schedule supersedes any prior fees for amphitheater rental.