



Collier County Library Facilities Impact Fee Update Study

Final Report
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Prepared for:

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Introduction

With a population of over 400,000, Collier County ranks as the 19th most populous county in Florida. The county is continuing to grow and is estimated to add approximately 110,000 new residents through 2050. In terms of residential permitting, Collier County ranks 19th out of Florida counties with an average of 5,300 new units per year over the past three years. To address additional infrastructure needs, Collier County implemented an impact fee program for library facilities, which was last updated in 2016. To reflect most recent data, the County retained Benesch to prepare an update study.

This report serves as the technical study to support the calculation of the updated library facilities impact fee. Data presented in this report represents the most recent and localized data available at the time of this update study. All data and support material used in this analysis are incorporated by reference as set forth in this document.

The figures calculated in this study represent the technically defensible level of impact fee that the County could charge; however, the Board of County Commissioners may choose to discount the fee as a policy decision.

Methodology

In developing the County’s library facilities impact fee, a consumption-based impact fee methodology is utilized, which is commonly used throughout Florida. A consumption-based impact fee charges new development based upon the burden placed on services from each land use (demand). The demand component is measured in terms of population per unit.

A consumption-based impact fee charges new growth the proportionate share of the cost of providing additional infrastructure for use by new growth. Unlike a “needs-based” approach, consumption-based approach ensures that the impact fee is set at a rate that generates revenues sufficient only for new capacity needs and does not generate revenues at a level to correct existing deficiencies. Given this, the County does not need to go through the process of estimating the portion of each capacity expansion project that may be related to existing deficiencies. In addition, per legal requirements, a credit is subtracted from the total cost to account for the value of future non-impact fee funding contributions of new development toward any capacity expansion projects. In other words, case law requires that the new development should not be charged twice for the same infrastructure.

Legal Overview

In Florida, legal requirements related to impact fees have primarily been established through case law since the 1980's. Impact fees must comply with the "dual rational nexus" test, which requires that they:

- Be supported by a study demonstrating that the fees are proportionate in amount to the need created by new development paying the fee; and
- Be spent in a manner that directs a proportionate benefit to new development, typically accomplished through establishment of benefit districts (if needed) and a list of capacity-adding projects included in the County's Capital Improvement Plan, Capital Improvement Element, or another planning document/Master Plan.

In 2006, the Florida legislature passed the "Florida Impact Fee Act," which recognized impact fees as "an outgrowth of home rule power of a local government to provide certain services within its jurisdiction." § 163.31801(2), Fla. Stat. The statute – concerned with mostly procedural and methodological limitations – did not expressly allow or disallow any particular public facility type from being funded with impact fees. In fact, which it was initially adopted, the Act largely codified requirements and standards common to the practice already.

However, the Legislature has amended the Impact Fee Act numerous times since 2006, significantly affecting the impact fee practice in Florida. For this reason, a summary of the key legislative changes since 2006 is provided:

- **HB 227 in 2009:** The Florida legislation statutorily clarified that in any action challenging an impact fee, the government has the burden of proving by a preponderance of the evidence that the imposition or amount of the fee meets the requirements of state legal precedent or the Impact Fee Act and that the court may not use a deferential standard.
- **SB 360 in 2009:** Allowed fees to be decreased without the 90-day notice period required to increase the fees and purported to change the standard of legal review associated with impact fees. SB 360 also required the Florida Department of Community Affairs (now the Department of Commerce) and Florida Department of Transportation (FDOT) to conduct studies on "mobility fees," which were completed in 2010.
- **HB 7207 in 2011:** Required a dollar-for-dollar credit, for purposes of concurrency compliance, for impact fees paid and other concurrency mitigation required.
- **HB 319 in 2013:** Applied mostly to concurrency management authorities, but also encouraged local governments to adopt alternative mobility systems using a series of tools identified in section 163.3180(5)(f), Florida Statutes.

- **HB 207 in 2019:** Included the following changes to the Impact Fee Act along with additional clarifying language:
 - Impact fees cannot be collected prior to building permit issuance; and
 - Impact fee revenues cannot be used to pay debt service for previously approved projects unless the expenditure is reasonably connected to, or has a rational nexus with, the increased impact generated by the new residential and commercial construction.
- **HB 7103 in 2019:** Addressed multiple issues related to affordable housing/linkage fees, impact fees, and building services fees. In terms of impact fees, the bill required that when local governments increase their impact fees, the outstanding impact fee credits for developer contributions should also be increased. This requirement was to operate prospectively; however, HB 337 that was signed in 2021 deleted that clause and making all outstanding credits eligible for this adjustment. This bill also allowed local governments to waive/reduce impact fees for affordable housing projects without having to offset the associated revenue loss.
- **SB 1066 in 2020:** Added language allowing impact fee credits to be assignable and transferable at any time after establishment from one development or parcel to another that is within the same impact fee zone or impact fee district or that is within an adjoining impact fee zone or district within the same local government jurisdiction, and which receives benefit from the improvement or contribution that generated the credits. Added language indicating any new/increased impact fee not being applicable to current or pending permit applications submitted prior to the effective date of an ordinance or resolution imposing new/increased fees.
- **HB 1339 in 2020:** Required reporting of various impact fee related data items within the annual financial audit report submitted to the Department of Financial Services.
- **HB 337 in 2021:** Placed limits on the amount and frequency of fee increases, but also included a clause to exceed these restrictions if the local governments can demonstrate extraordinary circumstances, hold two public workshops discussing these circumstances and the increases are approved by two-thirds of the governing body.
- **HB 479 in 2024 (Effective October 1, 2024):** Required interlocal agreements between counties and municipalities when both entities collect a transportation impact fee. Placed limits on timing of impact fee study completion and adoption and data used in the studies.

The following paragraphs provide further detail on the generally applicable legal standards.

Impact Fee Definition

- An impact fee is a one-time capital charge levied against new development.
- An impact fee is designed to cover the portion of the capital costs of infrastructure capacity consumed by new development.
- The principal purpose of an impact fee is to assist in funding the implementation of projects identified in the Capital Improvements Element (CIE) and other capital improvement programs for the respective facility/service categories.

Impact Fee vs. Tax

- An impact fee is generally regarded as a regulatory function established based upon the specific benefit to the user related to a given infrastructure type and is not established for the primary purpose of generating revenue for the general benefit of the community, as are taxes.
- Impact fee expenditures must convey a proportional benefit to the fee payer. This is accomplished through the establishment of benefit districts as needed, where fees collected in a benefit district are spent in the same benefit district.
- An impact fee must be tied to a proportional need for new infrastructure capacity created by new development.

This technical report has been prepared to support legal compliance with existing case law and statutory requirements and documents the methodology used for the library facilities impact fee calculations, including an evaluation of the inventory, service area and demand component, level of service (LOS), cost, credit, and demand components. Information supporting this analysis was obtained from the County and other sources, as indicated.

Inventory

Table 1 provides a summary of existing library facilities within Collier County. Currently, the County provides 173,000 square feet of library facilities located on approximately 27 acres of land dedicated to library facilities.

An important part of the impact fee calculations involves estimating the current value of the capital assets. A building cost of \$350 per square foot is used based on cost trends since the most recent technical study, cost estimates from the 2023 Annual Update and Inventory Report, insurance values of existing libraries, and discussions with the County. Appendix A provides a more detailed explanation of building value estimates.

To estimate the value of land component of library buildings, recent land acquisitions by the County, land values of the existing inventory, recent vacant land sales and the value of vacant land as reported by the Collier County Property Appraiser were evaluated. This analysis resulted in an average land value of \$180,000 per acre, and is explained further in Appendix A.

These cost estimates result in a total building and land value of \$65.4 million, of which \$60.6 million is for buildings and \$4.8 million is for land.

**Table 1
Building and Land Inventory**

Facility Description	Address	Year Built	Library Square Feet ⁽¹⁾	Total Square Feet on Site ⁽²⁾	Total Acres ⁽³⁾	Acres per 1,000 sf of Building Space ⁽⁴⁾	Allocated Acres ⁽⁵⁾	Building Value ⁽⁶⁾	Land Value ⁽⁷⁾	Total Building and Land Value ⁽⁸⁾
Immokalee Branch	417 1st Street North	1978/2004	8,035	28,945	10.00	0.345	2.77	\$2,812,250	\$498,600	\$3,310,850
Naples Branch	650 Central Avenue	1965/1992	35,011	35,011	2.66	0.076	2.66	\$12,253,850	\$478,800	\$12,732,650
Golden Gate Branch ⁽⁹⁾	2432 Lucerne Road	1978/2007	17,066	76,498	12.91	0.169	2.88	\$5,973,100	\$518,400	\$6,491,500
East Naples Branch	8787 Tamiami Trail East	1989	7,168	7,168	0.87	0.121	0.87	\$2,508,800	\$156,600	\$2,665,400
Estates Branch	1266 Golden Gate Blvd West	1994	11,000	11,000	2.08	0.189	2.08	\$3,850,000	\$374,400	\$4,224,400
Marco Island Branch	210 South Heathwood Drive	1988/2009	15,381	15,381	1.51	0.098	1.51	\$5,383,350	\$271,800	\$5,655,150
Headquarters Branch	2385 Orange Blossom Drive	2002	42,401	56,401	7.63	0.135	5.72	\$14,840,350	\$1,029,600	\$15,869,950
Vanderbilt Branch	788 Vanderbilt Beach Road	1981	7,000	7,000	1.69	0.241	1.69	\$2,450,000	\$304,200	\$2,754,200
South Regional Library	8065 Lely Cultural Parkway	2007	30,000	154,388	20.00	0.130	3.90	\$10,500,000	\$702,000	\$11,202,000
Vacant Land for Future Library	Fiddlers Creek Lot CF 20	2022	N/A	N/A	2.72	N/A	2.72	N/A	\$489,600	\$489,600
Total			173,062				26.80	\$60,571,700	\$4,824,000	\$65,395,700
Building Value per Square Foot⁽¹⁰⁾								\$350		
Land Value per Acre⁽¹¹⁾									\$180,000	

- 1) Source: Collier County. Square feet of the library facility.
- 2) Source: Collier County. Total square feet of all buildings on a given parcel.
- 3) Source: Collier County
- 4) Total acres (Item 3) divided by total square feet on site (Item 2) multiplied by 1,000.
- 5) Library square feet (Item 1) divided by 1,000 and multiplied by acres per 1,000 square feet of building space (Item 4)
- 6) Library square feet (Item 1) multiplied by building value per square foot (Item 10)
- 7) Allocated acres (Item 5) multiplied by land value per acre (Item 11)
- 8) Sum of building value (Item 6) and land value (Item 7)
- 9) Excludes the square feet of the old Golden Gate Library, which was repurposed to a Senior Citizen.
- 10) Source: Appendix A
- 11) Source: Appendix A

Service Area and Demand Component

The Collier County Public Library System provides library services to the entire County, thus, the appropriate service area is countywide.

The library facilities impact fee program requires the use of population data in calculating current levels of service and impact fee levels. To be consistent with the population utilized in the County's comprehensive planning and Annual Update and Inventory Report (AUIR) process, this impact fee study considers not only the resident or permanent population of the County, but also the number of seasonal residents and visitors as well. Therefore, for purposes of this technical analysis, the peak seasonal population is used in all population estimates and projections. Peak seasonal population projections were provided by Collier County's Comprehensive Planning Division. Appendix B provides further detail on population estimates.

Level of Service

Table 2 provides a summary of the current level of service (LOS) for library buildings, in Collier County. To calculate the level of service, the library buildings square feet is divided by the 2024 seasonal peak population. Because some of the library buildings were funded through bonds that are being paid back with impact fee revenues, an additional calculation of owned library square feet is provided.

As presented, the achieved level of service calculated based on owned Collier County library buildings is less than the adopted level of service standard. However, the better measure of library services provided to Collier County residents is including all library buildings. As presented, the achieved level of service for all library buildings is 0.35 square feet per resident compared to the adopted level of service standard of 0.33 square feet per resident.

The current achieved LOS figures represent the community’s investment into library infrastructure while the adopted LOS standards represent the service level intended going forward. For impact fee calculation purposes, the lower of the two measures is utilized to not overcharge new development. The achieved LOS of owned buildings is lower than the adopted LOS. Since the portion not owned is excluded from the total capital asset value later in this report, the LOS of all library buildings is used in the impact fee calculations.

Table 2
Current Achieved Level of Service

Description	Year 2024				
	Square Feet ⁽¹⁾	Peak Seasonal Population ⁽²⁾	Achieved Level of Service ⁽³⁾	Adopted Level of Service Standard ⁽⁴⁾	LOS Used in Study ⁽⁵⁾
Library Buildings (all)	173,062	491,779	0.35	0.33	0.35
Library Buildings (owned)	159,217	491,779	0.32		

- 1) Source: Table 1
- 2) Source: Appendix B, Table B-1
- 3) Square feet (Item 1) divided by peak seasonal population (Item 2)
- 4) Source: Collier County 2023 Annual Update and Inventory Report (AUIR)
- 5) For impact fee calculation purposes, the lower of the adopted LOS standard vs the achieved LOS is used in the impact fee calculations. The achieved LOS of owned buildings is lower than the adopted LOS. Since the portion not owned is excluded from the total capital asset value later in this report, the LOS based on all buildings is used in the impact fee calculations.

A comparison of the current Collier County LOS, the LOS standard (LOSS), LOS of the other Florida counties, and the State Standards is presented in **Table 3**. The comparison includes counties with a population of 100,001 to 400,000 and is based on the information obtained from the Library Directory with Statistics, published by the Department of State, Division of Library and Information Services. It should be noted that the current LOS figures included in the table for Collier County represent figures provided by the Division of Library and Information Services and reflect 2022-2023 data with the use of permanent population.

Table 3
Level of Service Comparison

Category	Collier County		Other FL Counties ⁽³⁾	FLA Public Library Standards ⁽⁴⁾		
	Achieved LOS ⁽¹⁾	Adopted LOS Standard ⁽²⁾		Essential	Enhanced	Exemplary
Library Buildings (all) -- sf per capita	0.44	0.33	0.40	0.60	0.70	1.00

- 1) Source: Department of State, Division of Library & Information Services, 2022-2023 Library Directory with Statistics
- 2) Source: Collier County 2023 Annual Update and Inventory Report (AUIR)
- 3) Source: Department of State, Division of Library & Information Services, 2022-2023 Library Directory with Statistics - includes counties with population of 100,001 to 400,000, excluding Collier County
- 4) Source: Florida Library Association Standards for Florida Public Libraries 2004, 2006 Revision. Standards show Standard 77 and Standard 90 for jurisdictions with a service area population of 100,001 - 750,000.

Cost Component

Table 4 provides a summary of library facilities capital assets owned by the County. As shown, total capital asset value associated with library facilities amounts to \$65.4 million. However, the County is still paying debt service on a portion of these assets. In addition, it is the Collier County’s policy to use impact fee revenues to pay debt service associated with capacity expansion projects. To ensure that new development is not being overcharged for these future payments, the portion of the remaining principal for the expansion portion of South Regional Library and Golden Gate Library that is to be repaid with impact fee revenues is subtracted from the total asset value in Table 4. The resulting owned capital asset value is approximately \$60.2 million or approximately \$348 per square foot.

Table 4 also presents the cost per resident for the impact fee analysis. This cost is calculated by multiplying the owned capital asset value per square foot by the current LOS of 0.35 square feet per resident. As shown, these calculations result in \$122 per resident for all library facilities assets considered in the impact fee calculations.

**Table 4
Total Impact Cost per Resident**

Description	Figure	Percent of Total ⁽¹⁰⁾
Building Value ⁽¹⁾	\$60,571,700	92.6%
Land Value ⁽²⁾	\$4,824,000	7.4%
Total Building and Land Value⁽³⁾	\$65,395,700	100.0%
Less: Portion Not Owned ⁽⁴⁾	\$5,231,074	
Owned Building and Land Value⁽⁵⁾	\$60,164,626	
Total Library Square Feet ⁽⁶⁾	173,062	
Owned Building and Land Value per Square Foot ⁽⁷⁾	\$347.65	
LOS (Square Feet per Resident) ⁽⁸⁾	0.35	
Total Impact Cost per Resident⁽⁹⁾	\$121.68	

- 1) Source: Table 1
- 2) Source: Table 1
- 3) Sum of building and land value (Items 1 and 2)
- 4) Source: Collier County Office of Management and Budget
- 5) Total building and land value (Item 3) less portion not owned (Item 4)
- 6) Source: Table 1
- 7) Owned building and land value (Item 5) divided by total library square feet (Item 6)
- 8) Source: Table 2
- 9) Owned building and land value per square foot (Item 7) multiplied by the LOS (Item 8)
- 10) Distribution of building and land value

Credit Component & Net Impact Cost

The net library facilities impact cost per resident is the difference between the cost component and the credit component. The County has not allocated any non-impact fee funding for library capacity projects and intends to continue building library capacities with impact fee revenues. As previously presented in Table 4, future debt payments that will be made with impact fees are subtracted from the value of the inventory, which serves as the credit for impact fee calculations.

Given that there are no other revenue sources for capacity projects, the total impact cost is equivalent to the net impact cost. If, in the future, the County allocates non-impact fee revenue sources for capacity expansion projects, these calculations should be revised to reflect the new development’s contribution from these funding sources.

Table 5
Net Impact Cost per Resident

Description	Per Resident
Total Impact Cost per Resident ⁽¹⁾	\$121.68
Total Revenue Credit per Resident ⁽²⁾	\$0.00
Net Impact Cost per Resident⁽³⁾	\$121.68

- 1) Source: Table 4
- 2) Collier County has been paying all capacity projects with impact fee revenues. Therefore, there is no revenue credit required.
- 3) Total impact cost per resident (Item 1) less the total revenue credit per resident

Calculated Library Facilities Impact Fee Schedule

Table 6 presents the calculated library facilities impact fee schedule for residential and non-residential land uses, based on the net impact fee cost per resident figures presented in Table 5. Net impact cost per resident decreased by approximately five percent since the 2016 study due to the changes in inventory, cost, and credit components. The remaining differences reflect changes in the demand component since 2016.

Table 6
Calculated Library Impact Fee Schedule

Residential Land Use	Impact Unit	Residents per Unit ⁽¹⁾	Net Impact Cost per Resident ⁽²⁾	Calculated Impact Fee ⁽³⁾	Current Adopted Impact Fee ⁽⁴⁾	Percent Change ⁽⁵⁾
Single Family Detached						
- Less than 4,000 sf	du	2.53	\$121.68	\$307.85	\$336.05	-8%
- 4,000 sf or greater	du	3.12	\$121.68	\$379.64	\$376.63	1%
Multi-Family	du	1.31	\$121.68	\$159.40	\$159.78	0%
Mobile Home	du	1.92	\$121.68	\$233.63	\$270.11	-14%
Retirement Community - Detached (Single Family)	du	1.55	\$121.68	\$188.60	\$145.83	29%
Retirement Community - Attached (Multi-Family)	du	0.79	\$121.68	\$96.13	\$145.83	-34%

1) Source: Appendix B, Table B-2

2) Source: Table 5

3) Source: Residents per unit (Item 1) multiplied by the net impact cost per resident (Item 2)

4) Source: Collier County Capital Project Planning, Impact Fees and Program Management Division

5) Percent change between the calculated impact fee (Item 3) and the current adopted impact fee (Item 4)

Impact Fee Schedule Comparison

As part of the work effort in updating Collier County’s library facilities impact fee, a comparison of library facilities impact fee schedules was completed for other Florida counties. **Table 7** presents this comparison.

Table 7
Library Facilities Impact Fee Schedule Comparison

Land Use	Unit ⁽²⁾	Collier County		Brevard County ⁽⁵⁾	Lake County ⁽⁶⁾	Manatee County ⁽⁷⁾	Martin County ⁽⁸⁾	Palm Beach County ⁽⁹⁾	Pasco County ⁽¹⁰⁾	Polk County ⁽¹¹⁾	Sarasota County ⁽¹²⁾	St. Lucie County ⁽¹³⁾
		Calculated ⁽³⁾	Current Adopted ⁽⁴⁾									
Date of Last Update		2024	2016	2000	2022	2024	2023	2022	2002	2024	2016	2022
Assessed Portion of Calculated ⁽¹⁾		N/A	100%	29%	Varies-SF @59%	100%	N/A	Varies-SF @95%	100%	100%	100%	Varies-SF @100%
Residential:												
Single Family (2,000 sf)	du	\$308	\$336	\$64	\$287	\$363	\$520	\$295	\$145	\$188	\$683	\$396
Multi-Family (1,300 sf)	du	\$159	\$160	\$38	\$219	\$207	\$322	\$237	\$97	\$141	\$554	\$296
Mobile Home	du	\$234	\$270	\$46	\$228	\$160	\$520	\$237	\$97	\$129	\$472	\$254

- 1) Represents the portion of the maximum calculated fee for each respective county that is actually charged. Fee may have been lowered/increased through annual indexing or policy discounts. Does not account for moratorium/suspensions.
- 2) du = dwelling unit
- 3) Source: Table 6
- 4) Source: Collier County Capital Project Planning, Impact Fees and Program Management Division
- 5) Source: Brevard County Planning & Development Department
- 6) Lake County Planning and Zoning, Fees adopted in compliance with the 50% limit phasing requirements per F.S. 163.31801. Fees shown reflect fully phased-in fees effective January 2, 2027.
- 7) Source: Manatee County, Development Services. Fees adopted in compliance with the 50% limit phasing requirements per F.S. 163.31801. Fees shown reflect fully phased-in fees effective January 1, 2028.
- 8) Source: Martin County, Resources, Impact Fees. Fees adopted in compliance with the 50% limit phasing requirements per F.S. 163.31801. Fees shown reflect fully phased-in fees effective January 1, 2028.
- 9) Source: Palm Beach County Planning, Zoning and Building Department. Fees adopted in compliance with the 50% limit phasing requirements per F.S. 163.31801. Fees shown reflect fully phased-in fees effective January 1, 2026.
- 10) Source: Pasco County Central Permitting Department
- 11) Source: Polk County Building & Construction Department. Fees shown effective January 1, 2025.
- 12) Source: Sarasota County Planning & Development Services
- 13) Source: St. Lucie County Planning & Development Services Department. Multi-family fee shown reflects fee for 3+ stories. Fees adopted in compliance with the 50% limit phasing requirements per F.S. 163.31801. Fees shown reflect fully phased-in fees effective October 1, 2025.

**Appendix A -
Building and Land Value Analysis -
Supplemental Information**

Appendix A – Building and Land Value Analysis

This appendix provides the data and information on building and land value estimates.

Building Values

In determining the appropriate unit cost for building construction, the following analyses were conducted:

- Cost trends since the most recent technical study;
- Cost estimates from the 2023 Annual Update Inventory Report;
- Insurance values of existing libraries; and
- Discussions with the County.

During the 2016 impact fee study, the value of primary buildings was estimated at \$300 per square foot. Applying Engineering News Records Building Cost Index for the cost changes between 2016 and 2024 resulted in a unit cost of \$440 per square foot.

According to the Collier County 2023 Annual Update Inventory Report, the cost of library buildings is \$263 per square foot. The current insurance values of the existing libraries is \$228 per square foot for buildings only and \$288 for buildings and contents. Insurance values are considered to be conservative estimates since not all components of a building need to be insured.

Since 2020, library construction costs observed in other jurisdictions ranged from \$300 per square foot to \$450 per square foot, with an average of \$355 per square foot.

Given this data and information, building cost for libraries was estimated at \$350 per square foot for impact fee calculation purposes.

Land Values

To estimate land value associated with library facilities, the following information was evaluated:

- Land value trends since the most recent technical study;

- Recent land acquisitions;
- Current value of land where libraries are located;
- Vacant land sales analysis;
- Vacant land values as reported by the Property Appraiser; and
- Discussions with the County.

The 2016 study estimated land value at \$64,000 per acre. Since then, vacant residential land values increased by approximately 120 percent, which results in an indexed value of approximately \$140,000 per acre.

In 2022, Collier County received a donation of a site on Fiddler Creek Parkway and the County allocated 2.72 acres of this site to be utilized for future libraries. According to the Collier County Property Appraiser, the land value of this site is approximately \$125,000 per acre. The value of parcels where existing library buildings are located ranges from \$50,000 per acre to \$1.3 million per acre with an average of \$341,000 per acre.

Vacant land sales of parcels between one acre and 10 acres countywide averaged \$72,000 per acre over the past five years. This value was almost \$400,000 per acre when commercial vacant land was considered.

Similarly, the value of all vacant land of one to 10-acre parcels as estimated by Collier County Property Appraiser averaged \$51,000 per acre. This figure was \$316,000 per acre for commercial vacant land.

Given these figures, an average land value of \$180,000 per acre is considered to be a reasonable estimate for the impact fee calculations.

Appendix B
Population Estimates – Supplemental Information

Appendix B - Population Estimates

The library facilities impact fee program requires the use of population data in calculating current levels of service and for the demand component. To be consistent with the population utilized in the County's comprehensive planning and Annual Update and Inventory Report (AUIR) process, this impact fee study considers not only the resident or permanent population, but also the number of seasonal residents and visitors as well. Therefore, for purposes of this technical analysis, the peak seasonal population is used in all population estimates and projections. Peak seasonal population projections were provided by Collier County's Comprehensive Planning Division.

Table B-1 presents the peak seasonal population trends for Collier County. The projections indicate that the current peak seasonal population of the county is approximately 491,800 and is expected to increase to 582,700 (increase of 90,900) by 2040. The estimated average growth rate is approximately 1 percent per year.

**Table B-1
Collier County Population Estimates (Countywide)**

Year	Countywide	
	Peak Seasonal Population	Percent Change
2010	387,183	-
2011	392,180	1.3%
2012	398,107	1.5%
2013	402,268	1.0%
2014	408,351	1.5%
2015	416,402	2.0%
2016	424,603	2.0%
2017	433,359	2.1%
2018	442,240	2.0%
2019	451,303	2.0%
2020	455,059	0.8%
2021	464,155	2.0%
2022	474,235	2.2%
2023	483,487	2.0%
2024	491,779	1.7%
2025	499,426	1.6%
2026	506,406	1.4%
2027	513,483	1.4%
2028	520,660	1.4%
2029	527,936	1.4%
2030	534,305	1.2%
2031	539,741	1.0%
2032	545,233	1.0%
2033	550,781	1.0%
2034	556,384	1.0%
2035	561,339	0.9%
2036	565,633	0.8%
2037	569,960	0.8%
2038	574,320	0.8%
2039	578,714	0.8%
2040	582,721	0.7%

Source: Collier County Comprehensive Planning Section (population projections dated May 2024)

Apportionment of Demand by Residential Unit Type and Size

The residential land uses to be used in the library facilities impact fee calculations include the following:

- Single Family (Detached)
- Multi-Family
- Mobile Home/RV (Tied Down)
- Retirement Community (detached and attached)

Table B-2 presents the number of residents per housing unit for the residential categories identified above in Collier County. This analysis includes all housing units, both occupied and vacant.

To address fairness and equity issues between land uses, the single family land use is tiered based on two categories of square footage: less than 4,000 square feet and 4,000 square feet or greater. To accommodate the tiering of impact fee assessments for the single family residential land use category, an analysis was completed based on housing unit size and persons per housing unit. This analysis utilized national data from the 2021 American Housing Survey (AHS) and data from the 2022 American Community Survey (ACS) to examine this relationship.

**Table B-2
Residents per Housing Unit**

Housing Type	Population ⁽¹⁾	Housing Units ⁽²⁾	Ratio ⁽³⁾	Residents / Housing Units ⁽⁴⁾
Single Family Detached	289,564	112,378		2.58
- Less than 4,000 sf			98%	2.53
- 4,000 sf or greater			121%	3.12
Multi Family	139,405	106,016		1.31
Mobile Home/RV Park (Tied Down)	21,446	11,189		1.92
Retirement Community - Detached (Single Family) ⁽⁵⁾	173,738	112,378		1.55
Retirement Community - Attached (Multi-Family) ⁽⁶⁾	83,643	106,016		0.79

- 1) Source: 2022 ACS 5-Yr Estimates, Table B25033 (owner occupied and renter occupied), adjusted for peak seasonal population.
- 2) Source: 2022 ACS 5-Yr Estimates, Table DP04
- 3) Ratios developed based on national PPH data derived from the 2021 American Housing Survey.
- 4) Population (Item 1) divided by housing units (Item 2). For single family detached tiers, the residents per housing unit is determined by multiplying the weighted average value (2.58) by the ratio developed from the AHS data (Item 3).
- 5) Estimate for senior adult housing - detached (single family) is based on people per household figures for single family homes, adjusted for the residents over 55 years of age based on information obtained from the 2017 National Household Travel Survey, prepared by the US Department of Transportation.

6) Estimate for senior adult housing - attached (multi-family) is based on people per household figures for multi-family homes, adjusted for the residents over 55 years of age based on information obtained from the 2017 National Household Travel Survey, prepared by the US Department of Transportation.