

**Collier County  
Law Enforcement  
Impact Fee Update Study**

**Final Report**



*Prepared for:*

**Collier County**  
*2800 Horseshoe Drive N.  
Naples, FL 34104  
ph (239) 252-8192*

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**Tindale Oliver**  
*1000 Ashley Drive, Suite 400  
Tampa, FL 33602  
ph (813) 224-8862, fax (813) 226-2106*

**Collier County**  
**Law Enforcement Impact Fee Update Study**  
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## Introduction

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Law enforcement impact fees are used to fund capital expansion projects for law enforcement service related facilities, land, vehicles and equipment required to support the additional law enforcement service demand created by new growth. Collier County's law enforcement impact fee was last updated in 2010. To comply with the technical study update requirements of the impact fee ordinance and to ensure that the law enforcement impact fee is calculated based on the most recent and localized data, the County retained Tindale Oliver (TO) to conduct an update study. This report presents results of the Collier County Law Enforcement Impact Fee Update Study and will serve as the technical support document in updating the law enforcement impact fee ordinance.

There are several major elements associated with the update of the law enforcement impact fee. These include:

- Capital Asset Inventory
- Service Area and Population
- Level of Service
- Cost Component
- Credit Component
- Net Law Enforcement Impact Fee Cost
- Calculated Law Enforcement Impact Fee Schedule
- Impact Fee Schedule Comparison

These various elements are summarized in the remainder of this report, with the result being the calculated law enforcement impact fee schedule.

## Facility Inventory

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According to information provided by the Collier County Facilities Management Division, the County has approximately 265,000 square feet of building space used to provide law enforcement services. As presented in Table 1, this figure includes 263,000 square feet of primary buildings and approximately 2,000 square feet of support space. Support facilities are defined as facilities without air-conditioning or space that is unlikely to be occupied by personnel. Inventory details are presented in Appendix A, Table A-1.

An important part of the impact fee calculations involves estimating the current value of the capital assets. As shown in Table 1, the value of primary buildings are estimated at \$300 per square foot while support buildings are estimated to cost \$80 per square foot. The building value estimates are based on a review of recently built or planned law enforcement buildings, insurance values of existing facilities, and discussions with architects currently working within Collier County. A more detailed explanation of building value estimates can be found in Appendix C.

In terms of estimating current land values, a review of the value of land where existing law enforcement facilities are located and land values in subareas of the county where future facilities are being planned was completed. In addition, land use characteristics of the areas where existing facilities are located were evaluated. Both vacant land sales and the current value of vacant parcels as reported by the Collier County Property Appraiser were evaluated to determine the differentiation in land values in different parts of the county and for different land uses. This analysis resulted in an average value of \$160,000 per acre, and is explained further in Appendix C.

**Table 1  
Land and Building Inventory**

Building Type	Land	Square Feet <sup>(1)</sup>	Building Value per Square Foot <sup>(2)</sup>	Total Building & Land Value <sup>(3)</sup>
Primary Buildings		263,171	\$300	\$78,951,300
Support Buildings		1,994	\$80	\$159,520
<b>Total</b>		265,165		\$79,110,820
Allocated Acreage <sup>(4)</sup>	27.39			
Land Value per Acre <sup>(5)</sup>	\$160,000			\$4,382,400
<b>Total Building and Land Value<sup>(6)</sup></b>				<b>\$83,493,220</b>

(1) Source: Appendix A, Table A-1

(2) Building values are determined primarily by recent bids/estimates, insurance values, discussions with architects, and other available information. Appendix C provides a detailed explanation of unit costs.

(3) Building value per square foot (Item 2) multiplied by square feet (Item 1)

(4) Source: Appendix A, Table A-1

(5) Based on vacant land sales and other analyses, explained in detail in Appendix C.

(6) Sum of total building value and land value

In addition to the land and buildings inventory, the Collier County Sheriff’s Office (CCSO) also has the vehicles and equipment to perform its law enforcement duties. **Table 2** summarizes the equipment inventory. Equipment included in this list follows the State’s definition of capital assets for all equipment except for weapons and tasers. Florida Statute 274 defines capital assets as items that have a minimum value of \$1,000 and one year of useful life. Although weapons and tasers have an average value of less \$1,000, the CCSO qualifies them as capital assets since they are considered sensitive material/equipment. As shown, the total equipment and vehicle asset inventory of Collier County amounts to \$70 million.

**Table 2**  
**Law Enforcement Equipment and Vehicle Inventory**

Equipment Item <sup>(1)</sup>	Units <sup>(1)</sup>	Unit Cost <sup>(2)</sup>	Total Cost <sup>(3)</sup>
Aircraft	2	\$390,933	\$781,865
Aircraft Equipment	42	\$29,952	\$1,257,966
All Classes of Weapons	1,368	\$156	\$213,182
Boat Equipment	41	\$6,641	\$272,274
Boats	15	\$34,098	\$511,464
Books	1	\$1,453	\$1,453
Camcorder	4	\$1,126	\$4,502
Camera	140	\$1,490	\$208,588
Camera Equipment	52	\$5,815	\$302,371
Communication Equipment	71	\$10,021	\$711,526
Computer Software	121	\$19,029	\$2,302,553
Desktop Computers	70	\$5,069	\$354,830
Digital Camcorder	19	\$1,959	\$37,229
Digital Camera	37	\$1,684	\$62,302
Diving Equipment	24	\$1,874	\$44,985
Evidence Gathering	168	\$5,652	\$949,540
Furniture	102	\$8,004	\$816,447
Hand Tools	4	\$1,808	\$7,233
In-Car Video	454	\$5,200	\$2,360,800
Intangible Property	62	\$12,428	\$770,514
ITD	30	\$1,866	\$55,975
K-9 Dog	10	\$7,751	\$77,507
K-9 Dog Equipment	11	\$1,562	\$17,179
Lab Equipment	11	\$6,558	\$72,141
Laptop Computers	1,034	\$4,100	\$4,239,400
Lasers	79	\$3,600	\$284,400
Major Computer Equipment	236	\$31,143	\$7,349,806
Medical Equipment	657	\$1,478	\$971,101
Minor Appliances	8	\$2,601	\$20,808
Minor Communication Equipment	175	\$8,473	\$1,482,739
Minor Computer Equipment	567	\$3,383	\$1,918,264
Minor Recording Equipment	29	\$6,430	\$186,473
Minor Recreation and Training Equipment	15	\$6,219	\$93,282
Mobile and Portable Radios	2,204	\$4,137	\$9,118,456
Night Vision	160	\$2,303	\$368,431
Office Equipment	98	\$3,008	\$294,828
Other Detection	64	\$6,746	\$431,713
Other ITD	3	\$3,503	\$10,508

**Table 2 (continued)  
Equipment Inventory**

Equipment Item <sup>(1)</sup>	Units <sup>(1)</sup>	Unit Cost <sup>(2)</sup>	Total Cost <sup>(3)</sup>
Other Vehicles	45	\$7,193	\$323,683
Photo	5	\$4,265	\$21,326
Polygraph Equipment	4	\$3,725	\$14,900
Projector	16	\$2,745	\$43,923
Protection	89	\$2,859	\$254,490
Radars	552	\$3,000	\$1,656,000
Range Equipment	4	\$6,776	\$27,102
Recording Equipment	9	\$1,830	\$16,471
Recreation and Training Equipment	15	\$6,393	\$95,900
Security	37	\$4,468	\$165,333
Shop Machinery and Equipment	120	\$5,092	\$610,986
Special Operations/ Specialty Equipment/ Miscellaneous Equipment	230	\$4,296	\$988,078
Specialty Vehicles	84	\$21,358	\$1,794,042
Tasers	460	\$23	\$10,425
Traffic Control	14	\$19,954	\$279,355
Traffic Equipment	17	\$8,002	\$136,036
Training Simulator	7	\$5,856	\$40,990
Utilities	3	\$20,316	\$60,947
Vehicles	924	\$26,500	\$24,486,000
Train/Weapons Simulator	24	\$1,246	\$29,902
<b>Total</b>	<b>10,847</b>		<b>\$70,020,524</b>

(1) Source: Collier County Sheriff’s Office

(2) Number of units (Item 1) divided by total cost (Item 3)

(3) Source: Collier County Sheriff’s Office

## Service Area and Population

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Although the CCSO has countywide jurisdiction and provides services countywide, law enforcement services are provided primarily in unincorporated areas of the county and in Everglades City. Other municipalities within Collier County have separate law enforcement agencies that have the primary responsibility of providing law enforcement services in these areas. Therefore, for impact fee calculation purposes, the primary benefit district for law enforcement is the unincorporated county and Everglades City, and the population figures are calculated for this area.

The law enforcement impact fee program requires the use of population data in calculating current levels of service and performance standards. To accurately determine demand for law enforcement services and 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 season population is used in all population estimates and projections, unless otherwise noted. Peak season population projections were provided by Collier County's Comprehensive Planning Division. For more information regarding population figures, see Appendix B.



## Level of Service

Based on the information provided by the County, Collier County’s 2015 level of service (LOS) is 1.77 certified law enforcement officers per 1,000 peak residents. **Table 3** presents the calculation of the existing LOS.

While the 2015 LOS for is 1.77 officers per 1,000 peak residents, in order to calculate the law enforcement facilities impact fee, the LOS needs to be calculated in terms of officers per 1,000 functional residents. Table 3 also illustrates the calculation of the current LOS using the total functional residents within the service area. The current LOS of law enforcement facilities is 1.88 officers per 1,000 functional residents. These achieved LOS figures represent the community’s investment into law enforcement infrastructure while the adopted LOS standards that are also shown in Table 3, represent the service level intended going forward. Given that the achieved LOS is slightly lower than the adopted LOS standard, the achieved LOS is used for impact fee calculation purposes, which results in a more conservative impact fee.

**Table 3**  
**Current Level of Service**  
**(Per 1,000 Peak Season and Functional Residents)**

Calculation Step	Year 2015	
	Peak Population	Functional Population
Population <sup>(1)</sup>	373,709	350,927
Number of Certified Officers <sup>(2)</sup>	660	660
<b>LOS (Officers per 1,000 Residents)<sup>(3)</sup></b>	<b>1.77</b>	<b>1.88</b>
Adopted LOS Standard (Officers per 1,000 Residents) <sup>(4)</sup>	1.84	1.96

(1) Source: Appendix B, Tables B-1 and B-7

(2) Source: Collier County 2015 Annual Update and Inventory Report

(3) Source: Officers (Item 2) divided by the population (Item 1) multiplied by 1,000

(4) Source: Collier County 2015 Annual Update and Inventory Report. LOS standard per peak population is converted to LOS standard per functional resident using the ratio of peak to functional population.

## Cost Component

The cost component of the study evaluates the cost of capital items, including buildings, land, vehicles, and equipment. It should be noted that a portion of the law enforcement buildings was funded through bond/commercial paper issues. The debt service on some of these issues is being paid with impact fee revenues. As such, the outstanding principal associated with debt service that will be paid with impact fee revenues is subtracted from the total inventory value to ensure that the new development is not charged twice for the same facility. **Table 4** provides a summary of all capital costs, which amounts to approximately \$194,000 per law enforcement officer and \$365 per functional resident. Table 4 also provides the distribution of asset value by asset type for future indexing calculations in accordance with the indexing methodology adopted by the County.

**Table 4**  
**Total Capital Cost**

Item	Figure	Percent of Total <sup>(11)</sup>
Total Land Value <sup>(1)</sup>	\$4,382,400	2.9%
Total Building Value <sup>(2)</sup>	\$79,110,820	51.5%
Total Equipment Value <sup>(3)</sup>	<u>\$70,020,524</u>	<u>45.6%</u>
Total Capital Asset Value <sup>(4)</sup>	\$153,513,744	100.0%
Less: Portion Not Paid for <sup>(5)</sup>	<u>\$25,431,176</u>	
Net Buildings, Land and Equipment Value <sup>(6)</sup>	\$128,082,568	
Number of Certified Police Officers <sup>(7)</sup>	660	
<b>Total Capital Value per Officer<sup>(8)</sup></b>	<b>\$194,064</b>	
LOS (Officers per 1,000 Residents) <sup>(9)</sup>	1.88	
<b>Total Capital Value per Resident<sup>(10)</sup></b>	<b>\$364.84</b>	

(1) Source: Table 1

(2) Source: Table 1

(3) Source: Table 2

(4) Sum of land, building, and equipment values (Items 1,2, and 3)

(5) Source: Collier County Office of Management and Budget

(6) Total capital asset value (Item 4) less portion not paid for (Item 5)

(7) Source: Table 3

(8) Net buildings, land and equipment value (Item 6) divided by the number of certified police officers (Item 7)

(9) Source: Table 3

(10) Total capital value per officer (Item 8) multiplied by the LOS (Item 9) divided by 1,000

(11) Distribution of land, building, and equipment asset values (Items 1,2, and 3)

## Credit Component

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To avoid overcharging development for the law enforcement impact fee, a review of the capital financing program for law enforcement services was completed. The purpose of this review was to determine any potential revenue credits that should be considered for revenues generated by new development that could be used for capital facilities, land, and vehicle/equipment expansion for the law enforcement program.

### Capital Expansion Expenditures Credit

The review of the capital expansion expenditures for FY 2010 to FY 2014 was completed based on information provided by the CCSO.

**Table 5** summarizes the capital expansion expenditures over the five-year period previously mentioned. The annual capital expansion expenditures for law enforcement services was divided by the average annual population during the same time period. As shown, the total annual capital expansion credit amounts to approximately \$3 per functional resident.

**Table 5**  
**Capital Expansion Expenditures <sup>(1)</sup>**

Building/Equipment	FY 2010	FY 2011	FY 2012	FY 2013	FY 2014	Total
<b>Grants</b>						
Auto Accessories	\$0	\$3,380	\$0	\$0	\$35,980	\$39,360
Camera & Camera Equipment	\$0	\$2,373	\$0	\$0	\$7,561	\$9,934
Communications Equipment	\$19,368	\$529,431	\$41,474	\$0	\$88,848	\$679,121
IT Equipment	\$440,895	\$661,498	\$118,658	\$0	\$56,264	\$1,277,315
Other Equipment	\$25,694	\$1,644	\$116,504	\$49,176	\$167,265	\$360,283
Office Furniture/Equipment	\$4,099	\$0	\$92,820	\$4,525	\$0	\$101,444
Intangible Property	\$0	\$76,955	\$207,020	\$0	\$0	\$283,975
Protection & Protection Equipment	\$0	\$0	\$23,149	\$0	\$22,808	\$45,957
Special Operations & Equipment	\$202,309	\$0	\$15,214	\$0	\$20,813	\$238,336
Specialty Vehicles	\$0	\$711,382	\$280,794	\$0	\$16,698	\$1,008,874
Trailers	\$0	\$0	\$11,987	\$0	\$0	\$11,987
Vehicles	\$0	\$27,176	\$30,696	\$0	\$592,871	\$650,743
<b>Total Capital Expansion Expenditures (Grants) <sup>(2)</sup></b>	<b>\$692,365</b>	<b>\$2,013,839</b>	<b>\$938,316</b>	<b>\$53,701</b>	<b>\$1,009,108</b>	<b>\$4,707,329</b>
Average Annual Capital Expansion Expenditure <sup>(3)</sup>						\$941,466
Average Annual Functional Population <sup>(4)</sup>						333,179
<b>Annual Capital Expansion Expenditure per Functional Resident <sup>(5)</sup></b>						<b>\$2.83</b>

(1) Source: Collier County Sheriff's Office

(2) Sum of expenditures by fiscal year

(3) Calculated as total capital expansion expenditures divided by 5

(4) Source: Appendix B, Table B-7

(5) Average annual expenditure (Item 3) divided by the average annual functional population (Item 4)

**Debt Service Credit**

Any outstanding bond issues related to law enforcement facilities expansion will also result in a credit to the impact fee. Collier County funded both the Sheriff’s CID Building and Sheriff’s Administration Office expansion through debt service. The debt service is being paid with revenues from the General Fund. Outstanding bond issues related to law enforcement facility expansion expenditures are presented in **Table 6**.

The impact fee credit is calculated by determining the present value of the total payments related to the bond issue that remain and then dividing it by the average annual population estimated over the life of the bond issue. The resulting credit for law enforcement facilities-related debt is \$8 per functional resident. Because the General Fund includes ad valorem tax revenues, a credit adjustment is made to account for the fact that new homes tend to pay higher property taxes per dwelling unit. This adjustment factor was estimated based on a comparison of the average taxable value of homes built over the past five years to that of all homes. As shown, the adjusted debt service credit is \$12 per resident, which is used in the calculation of residential impact fees.

**Table 6  
Debt Service Credit**

Bond Issue <sup>(1)</sup>	Payments Remaining <sup>(1)</sup>	Funding Source <sup>(1)</sup>	Present Value of Remaining Payments <sup>(1)</sup>	Avg. Annual Functional Population (Remaining Bond Issue Period) <sup>(2)</sup>	Credit per Functional Resident <sup>(3)</sup>
Sheriff’s CID Building & Sheriff’s Administration Office Expansion (Series 2010B)	7	General Fund	\$3,182,688	379,491	<b>\$8.39</b>
Portion Funded with Ad Valorem Tax Revenues <sup>(4)</sup>					\$5.54
Adjustment Factor for Residential Land Uses <sup>(5)</sup>					1.60
Adjusted Debt Service Credit for Residential Land Uses <sup>(6)</sup>					\$8.86
Portion Funded with Other Sources <sup>(7)</sup>					\$2.85
<b>Total Debt Service Credit for Residential Land Uses<sup>(8)</sup></b>					<b>\$11.71</b>

- (1) Source: Collier County Office of Management and Budget
- (2) Source: Appendix B, Table B-7 (2016-2022)
- (3) Present value of payments remaining (Item 1) divided by the average annual functional population over the same time period (Item 2)
- (4) Portion of the total debt service funded with ad valorem tax revenues, which represents approximately 66% of General Fund revenues
- (5) Adjustment factor to reflect higher ad valorem taxes paid by new homes
- (6) Portion funded with ad valorem tax revenues (Item 4) multiplied by the credit adjustment factor (Item 5)
- (7) Total debt service credit less the portion funded with ad valorem tax revenues (Item 4)
- (8) Sum of the adjusted debt service credit and the portion funded with other sources (Items 6 and 7)

## Net Law Enforcement Impact Cost

The net impact fee per functional resident is the difference between the cost component and the credit component. **Table 7** presents the calculation of the net law enforcement impact cost per functional resident.

**Table 7**  
**Net Impact Cost per Functional Resident**

Impact Cost/ Credit Element	Per Functional Resident
<b>Impact Cost</b>	
Total Impact Cost <sup>(1)</sup>	\$364.84
<b>Revenue Credit</b>	
Capital Improvement Credit <sup>(2)</sup>	\$2.83
Capitalization Rate	4%
Capitalization Period (in years)	25
Total Capital Improvement Credit <sup>(3)</sup>	\$44.21
Debt Service Credit <sup>(4)</sup>	
- Residential Land Uses	\$11.71
- Non-residential Land Uses	\$8.39
Total Revenue Credit <sup>(5)</sup>	
- Residential Land Uses	\$55.92
- Non-residential Land Uses	\$52.60
<b>Net Impact Cost<sup>(6)</sup></b>	
- Residential Land Uses	<b>\$308.92</b>
- Non-residential Land Uses	<b>\$312.24</b>

(1) Source: Table 4

(2) Source: Table 5

(3) Average annual capital improvement credit (Item 2) for a capitalization rate of 4% over 25 years

(4) Source: Table 6

(5) Sum of total capital improvement credit (Item 3) and debt service credit (Item 4)

(6) Total impact cost (Item 1) less total revenue credit (Item 5)

The first section of Table 7 shows the total impact cost per functional resident of \$365. The second section shows a revenue credit for the law enforcement impact fee of \$56 per resident for residential land uses and \$53 per resident for non-residential land uses.

The net impact cost per functional resident (third section of the table) is the difference between the total impact cost and the total revenue credit per resident. These figures result

in a net impact cost per resident of \$309 for residential land uses and \$312 for non-residential land uses.

## Calculated Law Enforcement Impact Fee Schedule

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The law enforcement impact fee schedule developed for residential and nonresidential land uses is presented in **Table 8**. The calculated fee is approximately 45 percent higher than the current adopted fee due to the changes to the inventory, cost and credit components. The remaining differences reflect the changes in the demand component since 2010 as well as new land use categories or units.



**Table 8  
Calculated Law Enforcement Impact Fee Schedule**

LUC	Land Use	Impact Unit	Functional Population Coefficient <sup>(1)</sup>	Net Impact Fee per Functional Resident <sup>(2)</sup>	Current Adopted Fee <sup>(3)</sup>	Percent Change <sup>(4)</sup>
<b>Residential:</b>						
210	Single Family Detached					
	- Less than 4,000 sf	du	1.90	\$586.95	\$449.16	31%
	- 4,000 sf or greater	du	2.14	\$661.09	\$496.66	33%
220/222/ 230/232	Multi-Family	du	0.96	\$296.56	\$241.85	23%
240	Mobile Home / RV (Tied Down)	du	1.48	\$457.20	\$319.59	43%
251	Retirement Community/Age-Restricted Single Family	du	0.86	\$265.67	\$449.16	-41%
<b>Transient, Assisted, Group:</b>						
310/311	Hotel	room	0.81	\$252.91	\$159.80	58%
320	Motel	room	0.76	\$237.30	\$149.00	59%
253	Assisted Living Facility (ALF)	du	1.09	\$340.34	\$192.19	77%
620	Nursing Home	bed	1.05	\$327.85	\$155.48	111%
<b>Recreational:</b>						
416	RV Park	site	0.50	\$156.12	\$116.61	34%
420	Marina	berth	0.19	\$59.33	\$41.03	45%
430	Golf Course	18 holes	19.44	\$6,069.95	\$4,197.96	45%
n/a	Bundled Golf Course	18 holes	5.83	\$1,820.36	\$4,197.96	-57%
444	Movie Theater	screen	5.98	\$1,867.20	\$1,291.32	45%
n/a	Dance Studios/Gyms	1,000 sf	2.22	\$693.17	\$529.05	31%
<b>Institutions:</b>						
520	Elementary School (Private)	student	0.06	\$18.73	\$12.96	45%
522	Middle School (Private)	student	0.07	\$21.86	\$15.12	45%
530	High School (Private)	student	0.08	\$24.98	\$17.28	45%
540	University/Junior College with 7,500 or fewer students	student	0.10	\$31.22	\$21.59	45%
550	University/Junior College with more than 7,500 students	student	0.07	\$21.86	\$15.12	45%
560	Church	seat	0.03	\$9.37	\$123.09 per 1,000 sf	N/A
565	Day Care	student	0.05	\$15.61	\$10.80	45%
610	Hospital	1,000 sf	1.37	\$427.77	\$334.71	28%
<b>Office:</b>						
710	Office 6,000 sf or less	1,000 sf	1.00	\$312.24	\$306.63	2%
	Office 6,001 - 100,000 sf	1,000 sf	1.19	\$371.57	\$283.96	31%
	Office 100,001 - 200,000 sf	1,000 sf	1.01	\$315.36	\$222.42	42%
	Office 200,001 - 400,000 sf	1,000 sf	0.85	\$265.40	\$190.03	40%
	Office greater than 400,000 sf	1,000 sf	0.77	\$240.42	\$172.75	39%
720	Medical Office/Clinic 10,000 sf or less	1,000 sf	1.14	\$355.95	\$371.42	-4%
	Medical Office/Clinic greater than 10,000 sf	1,000 sf	1.66	\$518.32	\$371.42	40%
770	Business Park (Flex Space)	1,000 sf	0.96	\$299.75	\$213.78	40%
<b>Retail:</b>						
814	Specialty Retail	1,000 sf	1.69	\$527.69	\$364.94	45%
820	Retail 6,000 gsf or less	1,000 gsf	2.45	\$764.99	\$529.05	45%
	Retail 6,001 - 25,000 gsf	1,000 gsf	2.45	\$764.99	\$529.05	45%
	Retail 25,001 - 50,000 gsf	1,000 gsf	2.45	\$764.99	\$529.05	45%
	Retail 50,000 - 100,000 gsf	1,000 gsf	2.45	\$764.99	\$531.21	44%
	Retail 100,001 - 150,000 gsf	1,000 gsf	2.45	\$764.99	\$485.87	57%
	Retail 150,001 - 200,000 gsf	1,000 gsf	2.39	\$746.25	\$593.84	26%
	Retail 200,001 - 400,000 gsf	1,000 gsf	2.34	\$730.64	\$505.30	45%
	Retail 400,001 - 600,000 gsf	1,000 gsf	2.32	\$724.40	\$526.89	37%
	Retail 600,001 - 1,000,000 gsf	1,000 gsf	2.17	\$677.56	\$522.57	30%
	Retail greater than 1,000,000 gsf	1,000 gsf	2.09	\$652.58	\$451.31	45%

**Table 8 (continued)**  
**Calculated Law Enforcement Impact Fee Schedule**

LUC	Land Use	Impact Unit	Functional Population Coefficient <sup>(1)</sup>	Net Impact Fee per Functional Resident <sup>(2)</sup>	Current Adopted Fee <sup>(3)</sup>	Percent Change <sup>(4)</sup>
<b>Retail:</b>						
841	New/Used Auto Sales	1,000 sf	1.47	\$458.99	\$369.26	24%
849	Tire Superstore	bay	1.34	\$418.40	\$289.36	45%
850	Supermarket	1,000 sf	2.05	\$640.09	\$442.68	45%
851	Convenience Market (24 hour)	1,000 sf	5.47	\$1,707.95	\$1,181.19	45%
853	Convenience Store w/ Gas Pumps					
	4 or less fuel positions	fuel pos.	4.35	\$1,358.24	\$939.34	45%
	5-6 fuel positions	fuel pos.	3.70	\$1,155.29	\$939.34	23%
	7-8 fuel positions	fuel pos.	3.29	\$1,027.27	\$939.34	9%
	9-10 fuel positions	fuel pos.	2.94	\$917.99	\$939.34	-2%
	11-12 fuel positions	fuel pos.	2.75	\$858.66	\$939.34	-9%
	13 or more fuel positions	fuel pos.	2.59	\$808.70	\$939.34	-14%
862	Home Improvement Superstore	1,000 sf	1.81	\$565.15	\$384.37	47%
881	Pharmacy/Drug Store with and wo/Drive-Thru	1,000 sf	1.96	\$611.99	\$416.76	47%
890	Furniture Store	1,000 sf	0.24	\$74.94	\$51.83	45%
911	Bank/Savings Walk-In	1,000 sf	2.23	\$696.30	\$554.97	25%
912	Bank/Savings Drive-In	1,000 sf	2.28	\$711.91	\$492.34	45%
931	Low-Turnover Restaurant	seat	0.22	\$68.69	\$47.51	45%
932	High-Turnover Restaurant	seat	0.27	\$84.30	\$58.30	45%
934	Fast Food Rest. w/Drive-Thru	1,000 sf	8.90	\$2,778.94	\$1,945.62	43%
941	Quick Lube	service bay	1.16	\$362.20	\$250.49	45%
944	Gasoline/Service Station	fuel pos.	1.91	\$596.38	\$427.56	39%
947	Self-Service Car Wash	service bay	0.87	\$271.65	\$131.72	106%
948	Automated Car Wash	1,000 sf	1.76	\$549.54	\$347.66	58%
n/a	Luxury Auto Sales	1,000 sf	1.03	\$321.61	\$239.69	34%
<b>Industrial:</b>						
110	Light Industrial	1,000 sf	0.69	\$215.45	\$149.00	45%
140	Manufacturing	1,000 sf	0.50	\$156.12	\$149.00	5%
150	Warehousing	1,000 sf	0.28	\$87.43	\$149.00	-41%
151	Mini-Warehouse	1,000 sf	0.06	\$18.73	\$15.12	24%

(1) Source: Appendix B, Table B-8 for residential land uses and Table B-9 for non-residential land uses

(2) Source: Net impact cost per functional resident from Table 7 is multiplied by the functional population coefficient for each land use

(3) Source: Collier County Capital Project Planning, Impact Fees and Program Management Division. The current impact fee rate shown for the 6,001 sf to 100,000 sf of office category is the average of the 6,001 to 50,000 sf and 50,001 sf to 100,000 sf groupings (\$306.63 and \$261.29)

(4) Percent change from the net impact fee per functional resident (Item 2) and the current adopted fee (Item 3)

Note: N/A indicates a different unit

## Impact Fee Schedule Comparison

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As part of the work effort in updating Collier County’s law enforcement impact fee program, a comparison of law enforcement impact fee schedules was completed for other Florida counties. **Table 9** presents this comparison. The purpose of this table is simply to provide a comparison of adopted rates in these jurisdictions. This information is limited in its ability to explain the differential in the rates since several factors affect the fee levels, including policy decisions as well as technical factors, such as inventory levels, types of facilities built, alternative funding availability, variations in demand, etc.

**Table 9**  
**Law Enforcement Impact Fee Schedule Comparison**

Land Use	Unit <sup>(2)</sup>	Collier County		Charlotte County <sup>(5)</sup>	Manatee County <sup>(6)</sup>	Palm Beach County <sup>(7)</sup>	Sarasota County <sup>(8)</sup>	St. Lucie County <sup>(9)</sup>	Polk County <sup>(10)</sup>	Martin County <sup>(11)</sup>	Indian River County <sup>(12)</sup>	Miami-Dade County <sup>(13)</sup>	Monroe County <sup>(14)</sup>
		Calculated <sup>(3)</sup>	Existing <sup>(4)</sup>	2014	2015	2012	2007	2009	2015	2012	2014	N/A	1992
Date of Last Update		2016	2010	2014	2015	2012	2007	2009	2015	2012	2014	N/A	1992
Assessed Portion of Calculated <sup>(1)</sup>		100%	100%	40%	80%	95%	100%	100%	25%	100%	100%	N/A	100%
<b>Residential:</b>													
Single Family (2,000 sf)	du	\$587	\$449	\$197	\$477	\$128	\$195	\$209	\$64	\$760	\$436	\$537	\$150
<b>Non-Residential:</b>													
Light Industrial	1,000 sf	\$215	\$149	\$96	\$117	\$7	\$61	\$49	\$18	\$158	\$189	\$373	\$19
Office (50,000 sq ft)	1,000 sf	\$372	\$307	\$165	\$185	\$10	\$102	\$322	\$125	\$274	\$274	\$373	\$112
Retail (100,000 sq ft)	1,000 sf	\$765	\$531	\$293	\$473	\$57	\$254	\$357	\$128	\$742	\$650	\$373	\$112
Bank w/Drive-Thru	1,000 sf	\$712	\$492	\$317	\$473	\$10	\$254	\$310	\$128	\$481	\$625	\$373	\$112
Fast Food w/Drive-Thru	1,000 sf	\$2,779	\$1,946	\$1,236	\$473	\$57	\$254	\$310	\$128	\$2,757	\$2,439	\$373	\$112

- (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 8
- (4) Source: Collier County Capital Project Planning, Impact Fees and Program Management Division
- (5) Source: Charlotte County Community Development Department. Fees shown are for the "Law Enforcement/ Correctional Facilities" impact fee and were adopted at 40% in 2015.
- (6) Source: Manatee County Financial Management Department
- (7) Source: Palm Beach County Planning, Zoning, and Building Department
- (8) Source: Sarasota County Planning & Development Services Department
- (9) Source: St. Lucie County Planning & Development Services Department. Fees were adopted at 100% and have since been indexed annually using the CPI.
- (10) Source: Polk County Building & Construction Department
- (11) Source: Martin County Growth Management Department
- (12) Source: Indian River County Planning Division
- (13) Source: Miami-Dade County Impact Fee Division
- (14) Source: Monroe County Planning & Environmental Resources Department

**Appendix A**  
**Inventory Details**

**Table A-1  
Law Enforcement Facilities Inventory**

Name of Structure	Address	Square Feet <sup>(1)</sup>	Total Square Footage on Site <sup>(2)</sup>	Acres <sup>(3)</sup>	Acres per 1,000 sf of Bldg Space <sup>(4)</sup>	Allocated Land (Acres) <sup>(5)</sup>
<b>Main Buildings:</b>						
Building "J" Addition - 1st floor	3301 E. Tamiami Trail, Naples	16,445	1,491,521	45.28	0.030	0.493
Building "J" Addition - 2nd floor	3301 E. Tamiami Trail, Naples	16,458				0.494
Building "J" Sheriff 2nd Floor (Old bldg)	3301 E. Tamiami Trail, Naples	29,159				0.875
Building "J" Sheriff 1st Floor (Old bldg)	3301 E. Tamiami Trail, Naples	8,592				0.258
GG Sheriff's Substation	4707 Golden Gate Parkway, Naples	5,067	76,498	12.91	0.169	0.856
Marco Sheriff's Substation	990 N Barfield Drive, Marco	3,647	3,647	0.88	0.241	0.879
SO Range Trailer	4441 70th Avenue NE	1,440	2,427	6.77	2.789	4.016
Immokalee SO Substation	112 S. 1st Street, Naples	8,249	23,042	7.42	0.322	2.656
Sheriff Control Investigation Division (CID) Building	2373 S. Horseshoe, Naples	35,050	35,050	3.89	0.111	3.890
N. Naples Substation	776 Vanderbilt Beach Road	3,326	53,650	3.63	0.068	0.226
Special Operations Building <sup>(6)</sup>	160 Aviation Drive	56,380	N/A	N/A	N/A	N/A
Emergency Services Complex	8075 Lely Cultural Blvd.	44,133	154,388	20.00	0.130	5.737
Fleet and Purchasing	2885 County Barn Road	33,865	82,847	9.63	0.116	3.928
Golden Gate Estates Temporary Substation <sup>(7)</sup>	1169 Oil Well Road	1,360	N/A	N/A	N/A	N/A
<b>Subtotal -- Main Buildings</b>		<b>263,171</b>				<b>24.308</b>
<b>Weighted Average</b>						
<b>Straight Average</b>						
<b>Support Facilities:</b>						
SO Vo-Tech Trailer	4441 70th Avenue NE	777	2,427	6.77	2.789	2.168
SO Range Control Bldg. #1	4441 70th Avenue NE	105				0.293
SO Range Control Bldg. #2	4441 70th Avenue NE	105				0.293
Sheriff's Forensic Shed 1	112 S. 1st Street, Naples	285	23,042	7.42	0.322	0.092
Immokalee Sheriff's Fuel Island	112 S. 1st Street, Naples	305				0.098
Sheriff's Forensic Shed 2	112 S. 1st Street, Naples	417				0.134
<b>Subtotal -- Support Buildings</b>		<b>1,994</b>				
<b>TOTAL (All Buildings)</b>		<b>265,165</b>				<b>27.39</b>
<b>Weighted Average Acreage per 1,000 Square Feet of Building</b>						<b>0.103</b>

(1) Square footage of the indicated facility.

(2) Square footage of all buildings on the parcel.

(3) Source: Collier County Property Appraiser

(4) Acres (Item 3) divided by total square footage on site (Item 2) multiplied by 1,000.

(5) Acres per 1,000 sf of building space (Item 4) multiplied by square footage of the building (Item 1) divided by 1,000.

(6) Land is owned by the Airport Authority.

(7) Land is not owned by the County.

Source: Collier County Sheriff's Office and Collier County Capital Project Planning, Impact Fees and Program Management Division

**Appendix B**  
**Population**  
**Supplemental Information**

## Appendix B

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The law enforcement impact fee program requires the use of population data in calculating current levels of service and 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 unincorporated Collier County and Everglades City, but also the number of seasonal residents and visitors as well. Therefore, for purposes of this technical analysis, the peak season population is used in all population estimates and projections. Peak season population projections were provided by Collier County's Comprehensive Planning Division.

**Table B-1** presents the population trends for the law enforcement service area. The population is estimated to increase by 36 percent between 2015 and 2034.



**Table B-1**  
**Unincorporated County and Everglades City**  
**Peak Season Population Estimates & Projections**

Year	Peak Season Population Figure	
	Unincorporated & Everglades City	Percent Change
2000	265,941	-
2001	280,750	5.57%
2002	296,983	5.78%
2003	313,766	5.65%
2004	328,690	4.76%
2005	340,572	3.61%
2006	349,741	2.69%
2007	353,108	0.96%
2008	352,886	-0.06%
2009	353,773	0.25%
2010	344,077	-2.74%
2011	348,984	1.43%
2012	354,749	1.65%
2013	359,869	1.44%
2014	366,363	1.80%
<b>2015</b>	<b>373,709</b>	<b>2.01%</b>
2016	381,197	2.00%
2017	388,832	2.00%
2018	396,614	2.00%
2019	404,550	2.00%
2020	412,080	1.86%
2021	419,189	1.73%
2022	426,418	1.72%
2023	433,769	1.72%
2024	441,244	1.72%
2025	448,336	1.61%
2026	455,032	1.49%
2027	461,826	1.49%
2028	468,719	1.49%
2029	475,715	1.49%
2030	482,323	1.39%
2031	488,531	1.29%
2032	494,820	1.29%
2033	501,191	1.29%
2034	507,644	1.29%

Source: Collier County Comprehensive Planning Division

**Apportionment of Demand by Residential Unit Type and Size**

The residential land uses to be used for the law enforcement impact fee calculations include the following:

- Single Family (Detached)
- Multi-Family
- Mobile Home/RV (Tied Down)

**Table B-2** presents the number of residents per housing unit for the residential categories identified above in the law enforcement service area. 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, comparing nationwide averages to those of Collier County. This analysis utilized national data from the 2013 American Housing Survey (AHS) and data from the 2013 American Community Survey (ACS) to examine this relationship.

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

Housing Type	Population <sup>(1)</sup>	Housing Units <sup>(2)</sup>	Ratio to the Avg Population per Housing Unit <sup>(3)</sup>	Residents / Housing Units <sup>(4)</sup>
Single Family Detached	218,399	77,600		2.81
- Less than 4,000 sf			99%	2.78
- 4,000 sf or greater			111%	3.13
Multi Family	103,855	73,498		1.41
Mobile Home/RV (Tied Down)	22,616	10,459		2.16
<b>Weighted Average</b>	<b>344,870</b>	<b>161,557</b>		<b>2.13</b>

(1) Source: 2013 American Community Survey (ACS), Table B25033 (adjusted for peak season population)

(2) Source: 2013 American Community Survey (ACS), Table DP04

(3) Ratios developed based on persons per housing unit data derived from the 2013 American Housing Survey

(4) Population (Item 1) divided by housing units (Item 2)

### **Functional Population**

For law enforcement, this study uses functional population as the demand component, which distributes the cost associated with the availability of law enforcement services among various land uses based on the density of people at each land use throughout the day. Functional population, as used in the impact fee analysis, is a generally accepted methodology for several impact fee areas and is based on the assumption that demand for certain facilities is generally proportional to the presence of people at a land use, including residents, employees, and visitors. It is not enough to simply add resident population to the number of employees, since the service-demand characteristics can vary considerably by type of industry.

Functional population is the equivalent number of people occupying space within a community on a 24-hour-day, 7-days-a-week basis. A person living and working in the community would have the functional population coefficient of 1.0. A person living in the community but working elsewhere may spend only 16 hours per day in the community on weekdays and 24 hours per day on weekends for a functional population coefficient of 0.76 (128-hour presence divided by 168 hours in one week). A person commuting into the county to work five days per week would have a functional population coefficient of 0.30 (50-hour presence divided by 168 hours in one week). Similarly, a person traveling into the community to shop at stores, perhaps averaging 8 hours per week, would have a functional population coefficient of 0.05.

Functional population thus tries to capture the presence of all people within the community, whether residents, workers, or visitors, to arrive at a total estimate of effective population needed to be served.

This form of adjusting population to help measure real facility needs replaces the population approach of merely weighting residents two-thirds and workers one-third (Nelson and Nicholas 1992). By estimating the functional and weighted population per unit of land use across all major land uses in a community, an estimate of the demand for certain facilities and services in the present and future years can be calculated. The following paragraphs explain how functional population is calculated for residential and non-residential land uses.

**Residential Functional Population**

Developing the residential component of functional population is simpler than developing the non-residential component. It is generally estimated that people spend one-half to three-fourths of their time at home and the rest of each 24-hour day away from their place of residence. In developing the residential component of the law enforcement impact fee, an analysis of the unincorporated county and Everglades City population and employment characteristics was conducted. Based on this analysis, it was estimated that people, on average, spend 16.4 hours, or approximately 68 percent, of each 24-hour day at their place of residence and the other 32 percent away from home. This analysis is presented in **Tables B-3 and B-4**.

**Table B-3  
Collier County Population & Employment Characteristics**

Item/Calculation Step	Figure
Workers who live and work in Everglades City and unincorporated Collier County (2010) <sup>(1)</sup>	109,720
Workers who live in Everglades City and unincorporated Collier County but work elsewhere (2010) <sup>(1)</sup>	8,255
Total workers living in Everglades City and unincorporated Collier County <sup>(2)</sup>	117,975
Everglades City and unincorporated Collier County Census Population (2010) <sup>(3)</sup>	285,570
Total workers as a percent of population <sup>(4)</sup>	41.3%
School age population (5-17 years) (2010) <sup>(5)</sup>	41,986
School age population as a percent of population <sup>(6)</sup>	14.7%
Population net of workers and school age population <sup>(7)</sup>	125,609
Other population as a percent of total population <sup>(8)</sup>	44.0%

(1) Source: CTPP 5-Year Data Set (2006 to 2010)

(2) Sum of workers who live and work in Everglades City and unincorporated Collier County and workers who work elsewhere but live in Everglades City and unincorporated Collier County

(3) Source: 2010 U.S. Census

(4) Total workers (Item 2) divided by population (Item 3)

(5) Source: 2010 U.S. Census

(6) Total school age population (Item 5) divided by 2010 population (Item 3)

(7) Population (Item 3) less total workers (Item 2) and school age population (Item 5)

(8) Population net of workers and school age population (Item 7) divided by 2010 population (Item 3)

**Table B-4**  
**Residential Coefficient for Functional Population**

Pop. Group	Hours at Residence <sup>(1)</sup>	Percent of Population <sup>(2)</sup>	Effective Hours <sup>(3)</sup>
Workers	13	41.3%	5.4
Students	15	14.7%	2.2
Other	20	44.0%	8.8
Total Hours at Residence <sup>(4)</sup>			16.4
<b>Residential Functional Population Coefficient<sup>(5)</sup></b>			<b>68.3%</b>

- (1) Source: Estimated
- (2) Source: Table B-3
- (3) Hours at residence (Item 1) multiplied by percent of population (Item 2)
- (4) Sum of effective hours (Item 3)
- (5) Total hours at residence (Item 4) divided by 24

The resulting percentage from Table B-4 is used in the calculation of the residential coefficient for the 24-hour functional population. These actual calculations are presented in **Table B-6**.

***Non-Residential Functional Population***

Given the varying characteristics of non-residential land uses, developing the estimates of functional residents for non-residential land uses is more complicated than developing the estimates of functional residents for residential land uses. Nelson and Nicholas originally introduced a method for estimating functional resident population, now used internationally<sup>1</sup>. This method uses trip generation data from the Institute of Transportation Engineers’ (ITE) Trip Generation Manual and Tindale Oliver’s Trip Characteristics Database, information on passengers per vehicle, workers per vehicle, length of time spent at the land use, and other variables. Specific calculations include:

- Total one-way trips per employee (ITE trips multiplied by 50 percent to avoid double counting entering and exiting trips as two trips).
- Visitors per impact unit based on occupants per vehicle (trips multiplied by occupants per vehicle less employees).
- Worker hours per week per impact unit (such as nine worker-hours per day multiplied by five days in a work week).

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<sup>1</sup> Arthur C. Nelson and James C. Nicholas, “Estimating Functional Population for Facility Planning,” *Journal of Urban Planning and Development* 118(2): 45-58 (1992).

- Visitor hours per week per impact unit (visitors multiplied by number of hours per day times relevant days in a week, such as five for offices and seven for retail shopping).
- Functional population coefficients per employee developed by estimating time spent by employees and visitors at each land use.

**Table B-5** shows the functional population coefficients for residential and non-residential land uses in the law enforcement service area. The functional population coefficients in **Table B-5** were used to estimate the functional population in **Table B-6**. To calculate the employment figures for the law enforcement service area, a review of the 2013 American Community Survey (ACS) 5-Year Estimates, Employment Status for Population Sixteen and over was conducted. This review concluded that approximately 91 percent of the total countywide labor force is within the law enforcement service area. As such, the employment figures shown are 91 percent of the total employment of Collier County.

**Table B-5  
General Functional Population Coefficients**

Population/ Employment Category	ITE LUC	Employee Hours In- Place <sup>(1)</sup>	Trips per Employee <sup>(2)</sup>	One-Way Trips per Employee <sup>(3)</sup>	Journey-to- Work Occupants per Trip <sup>(4)</sup>	Daily Occupants per Trip <sup>(5)</sup>	Visitors per Employee <sup>(6)</sup>	Visitor Hours per Trip <sup>(1)</sup>	Days per Week <sup>(7)</sup>	Functional Population Coefficient <sup>(8)</sup>
Population									7.00	0.683
Natural Resources	N/A	9.00	3.02	1.51	1.32	1.38	0.09	1.00	7.00	0.379
Construction	110	9.00	3.02	1.51	1.32	1.38	0.09	1.00	5.00	0.271
Manufacturing	140	9.00	2.13	1.07	1.32	1.38	0.06	1.00	5.00	0.270
Transportation, Communication, Utilities	110	9.00	3.02	1.51	1.32	1.38	0.09	1.00	5.00	0.271
Wholesale Trade	150	9.00	3.89	1.95	1.32	1.38	0.12	1.00	5.00	0.271
Retail Trade	820	9.00	52.10	26.05	1.24	1.73	12.76	1.50	7.00	1.173
Finance, Insurance, Real Estate	710	9.00	3.32	1.66	1.24	1.73	0.81	1.00	5.00	0.292
Services <sup>(9)</sup>	N/A	9.00	28.17	14.09	1.24	1.73	6.90	1.00	6.00	0.568
Government <sup>(10)</sup>	730	9.00	11.95	5.98	1.24	1.73	2.93	1.00	7.00	0.497

(1) Assumed

(2) Trips per employee represents all trips divided by the number of employees and is based on Trip Generation 9th Edition (Institute of Transportation Engineers 2012) as follows:  
 ITE Code 110 at 3.02 weekday trips per employee, page 93.  
 ITE Code 140 at 2.13 weekday trips per employee, page 164.  
 ITE Code 150 at 3.89 weekday trips per employee, page 193.  
 ITE Code 710 at 3.32 weekday trips per employee, page 1252.  
 ITE Code 730 at 11.95 weekday trips per employee, page 1304.  
 ITE Code 820 based on blended average of trips by retail center size calculated below, adapted from page 1561.  
 Trips per retail employee from the following table:

<i>Retail Scale</i>	<i>Assumed Center Size</i>	<i>Trip Rate</i>	<i>Sq Ft per Employee<sup>(11)</sup></i>	<i>Trips per Employee</i>	<i>Share</i>	<i>Weighted Trips</i>
Neighborhood <50k sq.ft.	50	86.56	802	69	40.0%	27.60
Community 50k - 250k sq.ft.	250	49.28	975	48	30.0%	14.40
Regional 250k - 500k sq.ft.	500	38.66	1,043	40	20.0%	8.00
Super Reg. 500k-1000k sq.ft.	1,000	30.33	676	21	10.0%	2.10
Sum of Weighted Trips/1k sq.ft.						52.10

(3) Trip per employee (Item 2) multiplied by 0.5.

(4) Journey-to-Work Occupants per Trip from 2001 Nationwide Household Travel Survey (FHWA 2001) as follows:  
 1.32 occupants per Construction, Manufacturing, TCU, and Wholesale trip  
 1.24 occupants per Retail Trade, FIRE, and Services trip

(5) Daily Occupants per Trip from 2001 Nationwide Household Travel Survey (FHWA 2001) as follows:  
 1.38 occupants per Construction, Manufacturing, TCU, and Wholesale trip  
 1.73 occupants per Retail Trade, FIRE, and Services trip

(6) [Daily occupants per trip (Item 5) multiplied by one-way trips per employee (Item 3)] - [(Journey-to-Work occupants per trip (Item 4) multiplied by one-way trips per employee (Item 3))]

(7) Typical number of days per week that indicated industries provide services and relevant government services are available.

(8) The equation to determine the Functional Population Coefficient per Employee for all land-use categories except residential includes the following:  

$$\frac{((\text{Days per Week} \times \text{Employee Hours in Place}) + (\text{Visitors per Employee} \times \text{Visitor Hours per Trip} \times \text{Days per Week}))}{(24 \text{ Hours per Day} \times 7 \text{ Days per Week})}$$

(9) Trips per employee for the services category is the average trips per employee for the following service related land use categories: quality restaurant, high-turnover restaurant, supermarket, hotel, motel, elementary school, middle school, high school, hospital, medical office, and church. Source for the trips per employee figure from ITE, 9th ed., when available, or else derived from the square feet per employee for the appropriate land use category from the Energy Information Administration from Table B-1 of the Commercial Energy Building Survey (2003).

(10) Includes Federal Civilian Government, Federal Military Government, and State and Local Government categories.

(11) Square feet per retail employee from the Energy Information Administration from Table B-1 of the Commercial Energy Building Survey, 2003

**Table B-6**  
**Functional Population – Year 2015**

Population Category	Unincorporated County and Everglades City Baseline Data <sup>(1)</sup>	Functional Resident Coefficient <sup>(2)</sup>	Functional Population <sup>(3)</sup>
2015 Peak Season Population	373,709	0.683	255,243
<b>Employment Category</b>			
Natural Resources	7,142	0.379	2,707
Construction	12,962	0.271	3,513
Manufacturing	3,257	0.270	879
Transportation, Communication, and Utilities	4,717	0.271	1,278
Wholesale Trade	3,918	0.271	1,062
Retail Trade	20,584	1.173	24,145
Finance, Insurance, and Real Estate	30,753	0.292	8,980
Services	82,558	0.568	46,893
Government Services	12,529	0.497	6,227
Total Employment by Category Population <sup>(4)</sup>			95,684
<b>2015 Total Functional Population<sup>(5)</sup></b>			<b>350,927</b>

(1) Source: Table B-1 for population and 2015 Woods & Poole for employment data

(2) Source: Table B-5

(3) The functional population is unincorporated county and Everglades City baseline data (Item 1) multiplied by the functional resident coefficient (Item 2)

(4) The total employment population by category is the sum of the employment figures from the nine employment categories (e.g., natural resources, construction, etc.)

(5) The total functional population is the sum of the residential functional population (95,684) and employment functional population (350,927)

**Table B-7** presents the law enforcement service area annual functional population figures from 2000 through 2034, based on the 2015 functional population figure from Table B-6 and the annual population growth rates from the population figures previously presented in Table B-1.



**Table B-7  
Unincorporated County and Everglades City  
Functional Population (2000-2034)**

Year	Functional Population Projections
	Unincorporated County and Everglades City
2000	249,728
2001	263,634
2002	278,877
2003	294,637
2004	308,651
2005	319,809
2006	328,419
2007	331,581
2008	331,373
2009	332,206
2010	323,101
2011	327,709
2012	333,123
2013	337,931
2014	344,029
<b>2015</b>	<b>350,927</b>
2016	357,959
2017	365,129
2018	372,437
2019	379,889
2020	386,960
2021	393,636
2022	400,424
2023	407,327
2024	414,346
2025	421,006
2026	427,294
2027	433,674
2028	440,147
2029	446,717
2030	452,922
2031	458,752
2032	464,658
2033	470,641
2034	476,701

Source: Table B-6 for the 2015 functional population figure and Table B-1 for annual growth rates

**Functional Residents by Specific Land Use Category**

When a wide range of land uses impact services, an estimate of that impact is needed for each land use. This section presents functional population estimates by residential and non-residential land uses.

***Residential and Transient Land Uses***

As previously mentioned, the average number of persons per housing unit in the law enforcement service area was calculated for the single family, multi-family, and mobile home/RV land uses, based on information obtained from the American Community Survey (ACS). Besides the residential land uses, the table also includes transient land uses, such as hotels, motels, nursing homes, and adult living facilities (ALF). Secondary sources, such as the local Convention and Visitors Bureau (CVB) and the Florida Department of Elderly Affairs, are used to determine the occupancy rate for hotels, motels, and nursing homes land uses. As mentioned before, different functional population coefficients must be developed for each of the impact fee areas to be analyzed. For residential and transient land uses, these coefficients are displayed in **Table B-8**.

***Non-Residential Land Uses***

A similar approach is used to estimate functional residents for non-residential land uses. **Table B-9** reports basic assumptions and calculations, such as trips per unit, trips per employee, employees per impact unit, one-way trips per impact unit, worker hours, occupants per vehicle trip, visitors (patrons, etc.) per impact unit, visitor hours per trip, and days per week for non-residential land uses. The final column in the tables shows the estimated functional resident coefficients by land use. These coefficients by land use create the demand component for the law enforcement impact fee program and are used in the calculation of the cost per unit for each land use category in the law enforcement impact fee schedule.

**Table B-8  
Functional Residents for Residential and Transient Land Uses**

Residential Land Use	Impact Unit	ITE LUC <sup>(1)</sup>	Residents/Visitors Per Unit <sup>(2)</sup>	Occupancy Rate <sup>(3)</sup>	Adjusted Residents Per Unit <sup>(4)</sup>	Peak Visitor Hours at Place <sup>(5)</sup>	Workers Per Unit <sup>(6)</sup>	Work Day Hours <sup>(7)</sup>	Days Per Week <sup>(8)</sup>	Work Week Residents Per Unit <sup>(9)</sup>
<b>Residential</b>										
Single Family Detached										
- Less than 4,000 sf	du	210	2.78							1.90
- 4,000 sf or greater	du	210	3.13							2.14
Multi Family	du	220, 222, 230, 232	1.41							0.96
Mobile Home / RV (Tied Down)	du	240	2.16							1.48
Retirement Community/Age-Restricted Single Family	du	251	1.26							0.86
<b>Transient/Assisted, Group</b>										
Hotel	room	310	1.68	71%	1.19	12	0.57	9	7	0.81
Motel	room	320	1.68	71%	1.19	12	0.44	9	7	0.76
Nursing Home	bed	620	1.00	88%	0.88	20	0.84	9	7	1.05
Assisted Living Facility (ALF)	du	253	1.26	88%	1.11	20	0.45	9	7	1.09
<p>(1) Land use code from the Institute of Transportation Engineers (ITE) Trip Generation Handbook, 9th Edition</p> <p>(2) Estimates for the single family, multi-family, and mobile home land use from Table B-2; estimates for the hotel/motel land use assumes that there is one person per room for all business-related trips (32% of total hotel/motel occupancies in Collier County) and 2 people per room for leisure trips (68% of total hotel/motel occupancies in Collier County). Source for distribution of business and leisure trips is the Collier County Visitors and Convention Bureau 2011 November Report. One person per bed is assumed for nursing homes. Estimate for ALF is based on people per household figures for single and multi-family homes, adjusted for the residents over 55 years of age based on information obtained from the 2001 National Household Travel Survey, prepared by the US Department of Transportation.</p> <p>(3) Source for hotel/motel occupancy: Collier County Convention and Visitors Bureau 2011 through 2014 Annual Reports. Source for nursing home/ALF occupancy rate is the Florida Department of Elderly Affairs Collier County Profile. Average occupancy rate for 2011 through 2014.</p> <p>(4) Residents per unit times occupancy rate</p> <p>(5), (7), (8) Estimated</p> <p>(6) Adapted from ITE Trip Generation Handbook, 9th Edition</p> <p>(9) For residential this is Residents Per Unit times 0.683. For Transient, Assisted, and Group it is:  <math display="block">\frac{[(\text{Adjusted Residents per Unit} \times \text{Hours at Place} \times \text{Days per Week}) + (\text{Workers Per Unit} \times \text{Work Hours Per Day} \times \text{Days per Week})]}{(24 \text{ Hours per Day} \times 7 \text{ Days per Week})}</math> </p>										

**Table B-9  
Functional Residents for Non-Residential Land Uses**

Land Use	Impact Unit	ITE LUC <sup>(1)</sup>	Trips Per Unit <sup>(2)</sup>	Trips Per Employee <sup>(3)</sup>	Employees Per Unit <sup>(4)</sup>	One-Way Factor @ 50% <sup>(5)</sup>	Worker Hours <sup>(6)</sup>	Occupants Per Trip <sup>(7)</sup>	Visitors <sup>(8)</sup>	Visitor Hours Per Trip <sup>(9)</sup>	Days Per Week <sup>(10)</sup>	Functional Resident Coefficient <sup>(11)</sup>
<b>Recreational</b>												
RV Park	site	416	1.62	n/a	1.20	0.81	9	2.39	0.74	1.50	7	0.50
Marina	berth	420	2.96	20.52	0.14	1.48	9	2.39	3.40	1.00	7	0.19
Golf Course	18 holes	430	643.32	20.52	31.35	321.66	9	2.39	737.42	0.25	7	19.44
Bundled Golf Course	18 holes	n/a	193.00	20.52	9.41	96.50	9	2.39	221.23	0.25	7	5.83
Movie Theater	screen	444	106.63	53.12	2.01	53.32	9	2.39	125.42	1.00	7	5.98
Dance Studio/Gyms	1,000 sf	n/a	21.33	n/a	2.00	10.67	9	2.39	23.50	1.50	7	2.22
<b>Institutions</b>												
Elementary School (Private)	student	520	1.29	15.71	0.08	0.65	9	1.11	0.64	2.00	5	0.06
Middle School (Private)	student	522	1.62	16.39	0.10	0.81	9	1.11	0.80	2.00	5	0.07
High School (Private)	student	530	1.71	19.74	0.09	0.86	9	1.11	0.86	2.00	5	0.08
University/Junior College with 7,500 or fewer students	student	540 & 550	2.00	12.26	0.16	1.00	9	1.11	0.95	2.00	5	0.10
University/Junior College with more than 7,500 students	student	540 & 550	1.50	12.26	0.12	0.75	9	1.11	0.71	2.00	5	0.07
Church	seat	560	0.61	20.64	0.03	0.31	9	1.90	0.56	1.00	7	0.03
Day Care	student	565	4.38	26.73	0.16	2.19	9	1.11	2.27	0.15	5	0.05
Hospital	1,000 sf	610	13.22	4.50	2.94	6.61	9	1.42	6.45	1.00	7	1.37
<b>Office</b>												
Office 6,000 SF or less <sup>(12)</sup>	1,000 sf	710	11.02	3.32	3.32	5.51	9	1.28	3.73	1.00	5	1.00
Office 6,001 - 100,000 SF <sup>(13)</sup>	1,000 sf	710	13.13	3.32	3.95	6.57	9	1.28	4.46	1.00	5	1.19
Office 100,001 - 200,000 SF <sup>(14)</sup>	1,000 sf	710	11.12	3.32	3.35	5.56	9	1.28	3.77	1.00	5	1.01
Office 200,001 - 400,000 SF <sup>(15)</sup>	1,000 sf	710	9.41	3.32	2.83	4.71	9	1.28	3.20	1.00	5	0.85
Office greater than 400,000 SF <sup>(16)</sup>	1,000 sf	710	8.54	3.32	2.57	4.27	9	1.28	2.90	1.00	5	0.77
Medical Office/Clinic 10,000 sf or less	1,000 sf	720	23.83	8.91	2.67	11.92	9	1.42	14.26	1.00	5	1.14
Medical Office/Clinic greater than 10,000 sf	1,000 sf	720	34.72	8.91	3.90	17.36	9	1.42	20.75	1.00	5	1.66
Business Park (Flex Space)	1,000 sf	770	12.65	4.04	3.13	6.33	9	1.38	5.61	0.75	5	0.96

**Table B-9 (continued)**  
**Functional Residents for Non-Residential Land Uses**

Land Use	Impact Unit	ITE LUC <sup>(1)</sup>	Trips Per Unit <sup>(2)</sup>	Trips Per Employee <sup>(3)</sup>	Employees Per Unit <sup>(4)</sup>	One-Way Factor @ 50% <sup>(5)</sup>	Worker Hours <sup>(6)</sup>	Occupants Per Trip <sup>(7)</sup>	Visitors <sup>(8)</sup>	Visitor Hours Per Trip <sup>(9)</sup>	Days Per Week <sup>(10)</sup>	Functional Resident Coefficient <sup>(11)</sup>
<b>Retail, Gross Square Feet</b>												
Specialty Retail	1,000 sf	826	49.99	22.36	2.24	25.00	9	1.73	41.01	0.50	7	1.69
Retail 6,000 sfgla or less <sup>(12)</sup>	1,000 sfgla	820	86.56	n/a	2.50	43.28	9	1.73	72.37	0.50	7	2.45
Retail 6,001 to 25,000 sfgla <sup>(12)</sup>	1,000 sfgla	820	86.56	n/a	2.50	43.28	9	1.73	72.37	0.50	7	2.45
Retail 25,001 to 50,000 sfgla <sup>(12)</sup>	1,000 sfgla	820	86.56	n/a	2.50	43.28	9	1.73	72.37	0.50	7	2.45
Retail 50,001 to 100,000 sfgla <sup>(13)</sup>	1,000 sfgla	820	67.91	n/a	2.50	33.96	9	1.73	56.25	0.65	7	2.45
Retail 100,001 to 150,000 sfgla <sup>(17)</sup>	1,000 sfgla	820	58.93	n/a	2.50	29.47	9	1.73	48.48	0.75	7	2.45
Retail 150,001 to 200,000 sfgla <sup>(18)</sup>	1,000 sfgla	820	53.28	n/a	2.50	26.64	9	1.73	43.59	0.80	7	2.39
Retail 200,001 to 400,000 sfgla <sup>(15)</sup>	1,000 sfgla	820	41.80	n/a	2.50	20.90	9	1.73	33.66	1.00	7	2.34
Retail 400,001 to 600,000 sfgla <sup>(19)</sup>	1,000 sfgla	820	36.27	n/a	2.50	18.14	9	1.73	28.88	1.15	7	2.32
Retail 600,001 to 1,000,000 sfgla <sup>(20)</sup>	1,000 sfgla	820	30.33	n/a	2.50	15.17	9	1.73	23.74	1.25	7	2.17
Retail greater than 1,000,000 sfgla <sup>(21)</sup>	1,000 sfgla	820	28.46	n/a	2.50	14.23	9	1.73	22.12	1.25	7	2.09
New/Used Auto Sales	1,000 sf	841	28.25	21.14	1.34	14.13	9	1.73	23.10	1.00	7	1.47
Tire Superstore	bay	849	30.55	43.02	0.71	15.28	9	1.73	25.72	1.00	7	1.34
Supermarket	1,000 sf	850	103.38	87.82	1.18	51.69	9	1.52	77.39	0.50	7	2.05
Convenience Market (24 hour)	1,000 sf	851	719.18	n/a	2.50	359.59	9	1.52	544.08	0.20	7	5.47
<b>Convenience Store with Gas Pumps</b>												
4 or less Fuel Positions	fuel pos.	853	542.60	n/a	2.50	271.30	9	1.52	409.88	0.20	7	4.35
5-6 Fuel Positions	fuel pos.	853	439.92	n/a	2.50	219.96	9	1.52	331.84	0.20	7	3.70
7-8 Fuel Positions	fuel pos.	853	375.12	n/a	2.50	187.56	9	1.52	282.59	0.20	7	3.29
9-10 Fuel Positions	fuel pos.	853	319.20	n/a	2.50	159.60	9	1.52	240.09	0.20	7	2.94
11-12 Fuel Positions	fuel pos.	853	289.92	n/a	2.50	144.96	9	1.52	217.84	0.20	7	2.75
13 or more Fuel Positions	fuel pos.	853	264.00	n/a	2.50	132.00	9	1.52	198.14	0.20	7	2.59
Home Improvement Superstore	1,000 sf	862	30.74	n/a	2.50	15.37	9	1.52	20.86	1.00	7	1.81
Pharmacy/Drug Store with and without Drive-Thru	1,000 sf	881	95.96	n/a	2.50	47.98	9	1.52	70.43	0.35	7	1.96
Furniture Store	1,000 sf	890	5.23	12.19	0.43	2.62	9	1.52	3.55	0.50	7	0.24
Bank/Savings Walk-In	1,000 sf	911	121.30	34.69	3.50	60.65	9	1.52	88.69	0.35	6	2.23
Bank/Savings Drive-In	1,000 sf	912	159.34	30.94	5.15	79.67	9	1.52	115.95	0.15	6	2.28
Low-Turnover Restaurant	seat	931	2.86	n/a	0.32	1.43	9	1.85	2.33	1.00	7	0.22
High-Turnover Restaurant	seat	932	4.83	n/a	0.38	2.42	9	1.85	4.10	0.75	7	0.27
Fast Food Rest w/ Drive-Thru	1,000 sf	934	511.00	n/a	10.90	255.50	9	1.85	461.78	0.25	7	8.90

**Table B-9 (continued)**  
**Functional Residents for Non-Residential Land Uses**

Land Use	Impact Unit	ITE LUC <sup>(1)</sup>	Trips Per Unit <sup>(2)</sup>	Trips Per Employee <sup>(3)</sup>	Employees Per Unit <sup>(4)</sup>	One-Way Factor @ 50% <sup>(5)</sup>	Worker Hours <sup>(6)</sup>	Occupants Per Trip <sup>(7)</sup>	Visitors <sup>(8)</sup>	Visitor Hours Per Trip <sup>(9)</sup>	Days Per Week <sup>(10)</sup>	Functional Resident Coefficient <sup>(11)</sup>
<b>Retail, Gross Square Feet</b>												
Quick Lube	service bay	941	40.00	n/a	1.50	20.00	9	1.52	28.90	0.50	7	1.16
Gasoline/Service Station	fuel pos.	944/946	157.33	n/a	2.50	78.67	9	1.52	117.08	0.20	7	1.91
Self-Service Car Wash	service bay	947	43.94	n/a	0.50	21.97	9	1.52	32.89	0.50	7	0.87
Automated Car Wash	1,000 sf	948	141.20	n/a	1.75	70.60	9	1.52	105.56	0.25	7	1.76
Luxury Auto Sales	1,000 sf	n/a	16.30	n/a	1.34	8.15	9	1.73	12.76	1.00	7	1.03
<b>Industrial</b>												
Light Industrial	1,000 sf	110	6.97	3.02	2.31	3.49	9	1.38	2.51	1.00	5	0.69
Manufacturing	1,000 sf	140	3.82	2.13	1.79	1.91	9	1.38	0.85	1.00	5	0.50
Warehousing	1,000 sf	150	3.56	3.89	0.92	1.78	9	1.38	1.54	0.75	5	0.28
Mini-Warehouse	1,000 sf	151	2.15	61.90	0.03	1.08	9	1.38	1.46	0.75	7	0.06

Sources:

- (1) Land use code found in the Institute of Transportation Engineers (ITE) Trip Generation Handbook, 9th Edition
- (2) Land uses and trip generation rates consistent with those included in the 2013 Transportation Impact Fee Update Study
- (3) Trips per employee from ITE Trip Generation Handbook, 9th Edition, when available
- (4) Trips per impact unit divided by trips per person (usually employee). When trips per person are not available, the employees per unit is estimated.
- (5) Trips per unit (Item 2) multiplied by 50 percent
- (6), (9), (10) Estimated
- (7) Nationwide Personal Transportation Survey
- (8) [(One-way Trips/Unit X Occupants/Trip) - Employees].
- (11) [(Workers X Hours/Day X Days/Week) + (Visitors X Hours/Visit X Days/Week)]/(24 Hours x 7 Days)
- (12) Trip rate is for 50,000 sf
- (13) Trip rate is for 100,000 sf
- (14) Trip rate is for 200,000 sf
- (15) Trip rate is for 400,000 sf
- (16) Trip rate is for 600,000 sf
- (17) Trip rate is for 150,000 sf
- (18) Trip rate is for 200,000 sf
- (19) Trip rate is for 600,000 sf
- (20) Trip rate is for 1,000,000 sf
- (21) Trip rate is for 1,200,000 sf

**APPENDIX C**  
**Building and Land Values Analysis**  
**Supplemental Information**

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

### ***Building Value Estimates***

In determining the appropriate unit value for buildings, the following analysis was conducted:

- A review of recently built or planned law enforcement buildings in Collier County;
- Insurance value of the existing inventory; and
- Discussions with architects.

The County has not built any new law enforcement facilities over the past five years; however, a new substation, Orange Tree Substation, was bid in the spring of 2016. The cost for design, permitting, and construction was at \$3.2 million or \$349 per square foot.

The County's Annual Update and Inventory Report (AUIR) estimated the unit cost for law enforcement buildings at \$362 per square foot in 2015.

During the 2010 impact fee study, the value of primary buildings was estimated at \$270 per square foot. Applying Engineering News Records Building Cost Index for the cost changes between 2010 and 2015 resulted in a unit cost of \$298 per square foot.

The insurance values of existing primary buildings averaged \$190 per square foot. It is important to note that insurance values are considered to be a conservative estimate because the value of the foundation and other more permanent parts of the structure tends to be excluded since they would not have to be rebuilt if the structure is damaged or lost.

Given this data and information, building cost for primary buildings was estimated at \$300 per square foot. The value of support facilities was estimated at \$80 per square foot, based primarily on insurance values. These costs reflect all costs related to constructing buildings (such as design, construction, site preparation, permitting, etc.) with the exception of land purchase. This information is summarized in Table C-1.



**Table C-1  
Law Enforcement Buildings  
Total Building Value per Square Foot**

Facility	Source	Year	Cost per Square Foot
Orange Tree Substation Cost Estimate	Bid	2016	\$349
County Estimate for Future Buildings	AUIR	2015	\$362
Adjusted 2010 Building Cost	ENR Building Index	2015	\$298
Current Value of Primary Buildings	Insurance Reports	2015	\$190
Current Value of Support Buildings	Insurance Reports	2015	\$70 to \$87
<b>Used in the Study:</b>			
<b>- Primary Buildings</b>			<b>\$300</b>
<b>- Support Buildings</b>			<b>\$80</b>

**Land Values**

In order to determine land value associated with law enforcement buildings, the following information was evaluated:

- Current value of land where law enforcement buildings are located;
- Land value in areas where future law enforcement buildings are planned to be located;
- Vacant land sales analysis; and
- Land use characteristics of areas where law enforcement facilities are located.

It is likely that future law enforcement facilities will be built in the eastern parts of the county. An evaluation of the vacant residential versus commercial land values for 1 to 10-acre parcels in the area east of County Road 951 resulted in an average land value of \$20,000 per acre for residential land uses, and \$300,000 per acre for commercial land uses. This information is presented in Table C-2.

**Table C-2  
Land Value Estimates  
East of CR 951 (1 to 10-acre parcels)**

Location	Year	Land Use	Cost per Acre	
			Average	Count
<b>Vacant Land Sales:</b>				
- East of CR 951	2012-2015	Residential	\$27,594	621
		Commercial	\$336,890	9
<b>Vacant Land Values:</b>				
- East of CR 951	2015	Residential	\$15,060	4,599
		Commercial	\$193,894	109
<b>Used in the Study:</b>				
- East of CR 951	2015	Residential	\$20,000	N/A
		Commercial	\$300,000	N/A

Source: Collier County Property Appraiser

Currently, approximately 25 percent of law enforcement facilities are located in residential areas while the remaining 75 percent are located in commercial areas. For the purposes of impact fee calculations, a more conservative ratio of 50 percent is used for commercial location. As presented in Table C-3, applying these percentages to the estimated land value in residential versus commercial areas results in a combined land value of approximately \$160,000, which is found to be a reasonable estimate for impact fee calculation purposes. This estimate is also within the range of value of properties where existing facilities are located (\$4,000 per acre to \$875,000 per acre), based on the information included in the Property Appraiser’s database.

**Table C-3  
Weighted Land Value**

Land Use	Distribution <sup>(1)</sup>	Land Value per Acre <sup>(2)</sup>	Weighted Land Value per Acre <sup>(3)</sup>
Residential	50%	\$20,000	\$10,000
Commercial	50%	\$300,000	\$150,000
<b>Land Value Used in the Study</b>			<b>\$160,000</b>

(1) Reflects a conservative estimate of future land purchases by land use compared to the current distribution of 25% residential and 75% commercial

(2) Source: Table C-2

(3) Distribution (Item 1) multiplied by land value per acre (Item 2) for each land use and added