



Lee County
Southwest Florida

Impact Fee Update Study

December 8, 2025



Presentation Overview



**Background/
Purpose**



**Technical
Study**



Next Steps



Background/Purpose

Lee County:

- Permanent population of approximately **836,000**
- Lee County ranks 1st out of all Florida counties in residential permitting with an average of **14,200** new units per year over the past three years.



Background/Purpose

Impact Fee Study:

- Last Updated in 2018
 - ✓ Emergency Medical Services
 - ✓ Fire Rescue
 - 16 providers



Background/Purpose

Impact Fee Study:

- Update input variables of existing fees to reflect most current and localized data
- Meet the requirements of burden of proof for Public Agencies



Background/Purpose

Impact fee definition:

- One-time capital charge to new development
- Covers the cost of new capital facility capacity
 - ✓ Frees up other funds for maintenance/renovations
- Implements the CIP



Background/Purpose

Why Impact Fees?

- Maintain current level-of-service (LOS)
- Calculate the cost of growth
- Potential large developments
- Most needed when:
 - ✓ High growth
 - ✓ Limited funding



Legal Requirements

Legal Requirements - F.S. 163.31801:

- **Most recent and localized data**
- Minimum of **90-day** notice for any fee increases after adoption
- May not collect prior to building permit
- Rational nexus in the amount of collection and expenditures
- May not use for prior debt or projects unless there is a nexus showing use for need due to new growth
- **In any action challenging the fee, the government has the burden of proof**
- Accounting of impact fee collections & expenditures

Legal Requirements

HB 337 (2021):

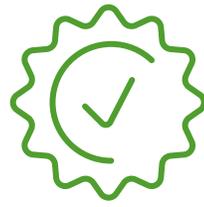
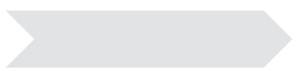
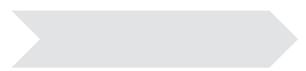
- Limit on fee increases:
 - ✓ Up to 25% increase: Over 2 years
 - ✓ 25% to 50% increase: Over 4 installments
 - ✓ Cannot be increased more than 50%
 - ✓ Cannot be increased more than once every four years
- Exception:
 - ✓ A study within the past 12 months demonstrating extraordinary circumstances
 - ✓ Two public workshops to discuss the extraordinary circumstances
 - ✓ Increase to be approved by 2/3rd of the governing body

Legal Requirements

SB 1080 (2025):

- Disallows use of the extraordinary circumstances clause unless:
 - ✓ Local government increased its fees within the past five years
 - ✓ Unanimous vote of the governing body for fee increases above the 50-percent limit.
- Effective January 1, 2026

Presentation Overview



**Background/
Purpose**

**Technical
Study**

Next Steps



Technical Study

Consumption-Based Methodology

- Common methodology used by many Florida jurisdictions
- Charges new growth based on its consumption of capacity
- Fees are calculated at a rate that cannot correct existing deficiencies



Technical Study

Basic Impact Fee Formula:

$$\text{Net Impact Fee} = (\text{Cost} - \text{Credit}) \times \text{Demand}$$



Cost to add
capacity



Non-impact fee
revenue from future
development



Population

Technical Study

Impact Fee Components:

- Inventory
- Service Area
- Level of Service
- Cost Component
- Credit Component
- Demand Component
- Calculated Impact Fee





Technical Study
**Emergency Medical
Services**

EMS

Inventory

- 12 County-owned stations
 - ✓ 41,600 square feet of building space
 - ✓ 25 total acres of land
 - ✓ 29 leased stations are excluded from the inventory
- Vehicles/equipment
- Unit Costs:
 - ✓ Buildings:
 - EMS Stations: **\$600** per square foot
 - Support Buildings: **\$300** per square foot
 - ✓ Land: **\$350,000** per acre



EMS

Level of Service

Variable	Year 2025	
	Weighted	Functional
Service Area Population	747,928	735,970
Number of Owned Stations	12	12
Population per Station	62,327	61,331
Achieved LOS (Stations per 1,000 Residents)	0.016	0.016

EMS

Total Impact Cost per Function Resident

Variable	Figure	Percent of Total
Building Value	\$21.47 M	35%
Land Value	\$8.77 M	14%
Vehicle & Equipment Value	<u>\$31.09 M</u>	<u>51%</u>
Total Asset Value	\$61.33 M	100%
Functional Population	735,970	
Total Impact Cost per Functional Resident	≈\$82	

EMS

Credit Component

- To recognize non-impact fee funding contributions toward new capacity by new development
 - ✓ General Fund
- Capital Expansion “Cash” Credit
 - ✓ Average expenditures of **\$1.57 M per year** (FY 19-FY 28)



EMS

Net Impact Cost per Functional Resident

Variable	Residential Land Uses	Non-Residential Land Uses
Total Impact Cost		
Total Impact Cost per Functional Resident	\$82	\$82
Total Revenue Credit		
Capital Expansion “Cash” Credit per Functional Resident	\$40	\$32
Net Impact Cost		
Net Impact Cost per Functional Resident	≈\$42	≈\$50

EMS

Calculated Impact Fee (Sample Land Uses)

Land Use	Unit	Functional Residents per Unit	Calculated	Current	% Change	Maximum	% Change
Residential							
Single Family	du	1.56	\$65	\$55	18%	\$65	18%
Multi-Family	du	0.92	\$38	\$42	-10%	\$38	-10%
Mobile Home	du	0.84	\$35	\$40	-13%	\$35	-13%
Transient							
Hotel/Motel	room	0.99	\$49	\$26	88%	\$39	50%
Non-Residential							
Retail 40,000 to 150,000 sfgla	1,000 sfgla	2.65	\$131	\$59	122%	\$88	49%
Office	1,000 sf	0.67	\$33	\$29	14%	\$33	14%
Public/Institutional	1,000 sf	0.70	\$35	\$17	106%	\$25	47%
General Industrial	1,000 sf	0.21	\$10	\$10	0%	\$10	0%
Public or Private Warehouse	1,000 sf	0.09	\$4	\$6	-33%	\$4	-33%

EMS

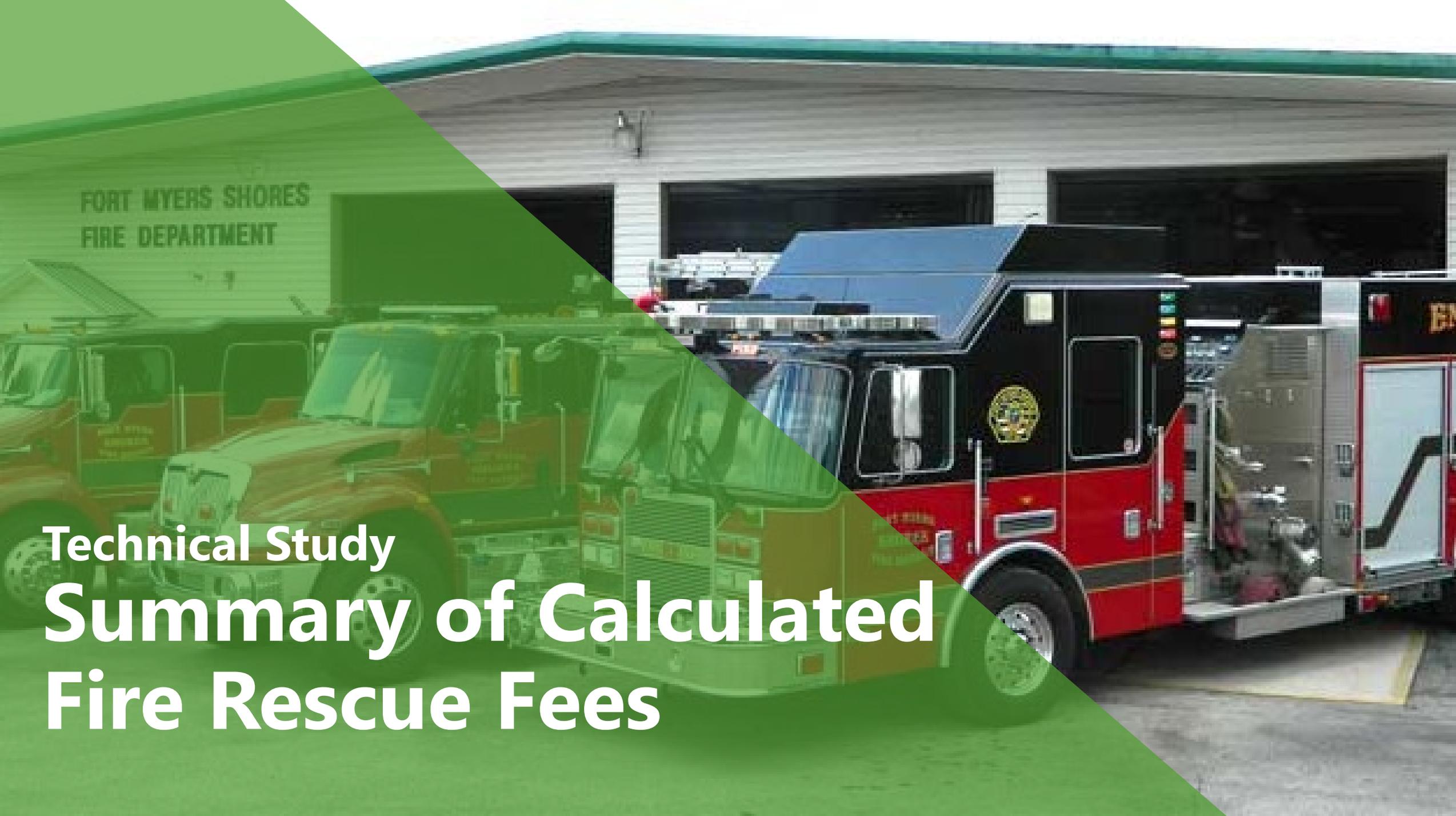
Impact Fee Comparison (Sample Land Uses)

Land Use	Unit	Lee County			Charlotte County	Collier County	Hendry County	Manatee County
		Current Adopted	Calculated	Maximum				
Study Date	-	2018	2025	2025	2021	2016	2024	2025
Assessed Portion	-	100%	N/A	N/A	100%	100%	100%	100%
Residential								
Single Family (2,000 sf)	du	\$55	\$65	\$65	\$77	\$142	\$221	\$345
Non-Residential								
Light Industrial	1,000 sf	\$10	\$10	\$10	\$19	\$54	\$55	\$93
Office (50,000 sq ft)	1,000 sf	\$29	\$33	\$33	\$57	\$93	\$117	\$197
Retail (125,000 sq ft)	1,000 sf gla	\$59	\$131	\$88	\$119	\$192	\$337	\$568

EMS

Impact Fee Comparison (Sample Land Uses)

Land Use	Unit	Lee County			Pasco County	Polk County	Sarasota County
		Current Adopted	Calculated	Maximum			
Study Date	-	2018	2025	2025	2003	2024	2016
Assessed Portion	-	100%	N/A	N/A	N/A	100%	100%
Residential							
Single Family (2,000 sf)	du	\$55	\$65	\$65	\$172	\$153	\$171
Non-Residential							
Light Industrial	1,000 sf	\$10	\$10	\$10	\$224	\$50	\$35
Office (50,000 sq ft)	1,000 sf	\$29	\$33	\$33	\$224	\$90	\$129
Retail (125,000 sq ft)	1,000 sf gla	\$59	\$131	\$88	\$224	\$179	\$224

The image shows the Fort Myers Shores Fire Department building, a large white structure with a green roof. In the foreground, several fire trucks are parked. A prominent red and black fire truck is visible on the right, with a yellow emergency light bar on top. To its left, a green fire truck is partially visible. The scene is set in a paved area, likely a fire station or training area. A large green diagonal overlay covers the left side of the image, containing the title text.

FORT MYERS SHORES
FIRE DEPARTMENT

Technical Study
**Summary of Calculated
Fire Rescue Fees**

Summary of Fees – Single Family

Fire District	Impact Unit	Calculated	Current	Maximum	% Change
Alva	du	\$4,163	\$766	\$1,149	50%
Bayshore	du	\$2,281	\$766	\$1,149	50%
Bonita Springs	du	\$1,674	\$766	\$1,149	50%
Captiva	du	\$4,395	\$766	\$1,149	50%
Estero	du	\$1,660	\$766	\$1,149	50%
Fort Myers	du	\$1,095	\$338	\$507	50%
Fort Myers Beach	du	\$2,518	\$766	\$1,149	50%
Fort Myers Shores	du	\$1,708	\$766	\$1,149	50%
Iona-McGregor	du	\$985	\$626	\$939	50%
Lehigh Acres	du	\$966	\$663	\$966	46%
Matlacha-Pine Island	du	\$2,740	\$766	\$1,149	50%
North Fort Myers	du	\$418	\$276	\$414	50%
San Carlos	du	\$2,146	\$766	\$1,149	50%
South Trail	du	\$934	\$534	\$801	50%
Port Authority	du	\$14,026	\$766	\$1,149	50%
Tice	du	\$1,359	\$766	\$1,149	50%

Summary of Fees – Multi-Family

Fire District	Impact Unit	Calculated	Current	Maximum	% Change
Alva	du	\$2,069	\$582	\$873	50%
Bayshore	du	\$1,134	\$582	\$873	50%
Bonita Springs	du	\$832	\$582	\$832	43%
Captiva	du	\$2,184	\$582	\$873	50%
Estero	du	\$825	\$582	\$825	42%
Fort Myers	du	\$804	\$257	\$385	50%
Fort Myers Beach	du	\$1,252	\$582	\$873	50%
Fort Myers Shores	du	\$849	\$582	\$849	46%
Iona-McGregor	du	\$489	\$476	\$489	3%
Lehigh Acres	du	\$480	\$504	\$480	-5%
Matlacha-Pine Island	du	\$1,362	\$582	\$873	50%
North Fort Myers	du	\$208	\$210	\$208	-1%
San Carlos	du	\$1,066	\$582	\$873	50%
South Trail	du	\$464	\$406	\$464	14%
Port Authority	du	\$6,971	\$582	\$873	50%
Tice	du	\$675	\$582	\$675	16%

Summary of Fees – Retail 40,000 sf gla to 150,000 sf gla

Fire District	Impact Unit	Calculated	Current	Maximum	% Change
Alva	1,000 sf gla	\$6,800	\$820	\$1,230	50%
Bayshore	1,000 sf gla	\$3,676	\$820	\$1,230	50%
Bonita Springs	1,000 sf gla	\$2,816	\$820	\$1,230	50%
Captiva	1,000 sf gla	\$7,129	\$820	\$1,230	50%
Estero	1,000 sf gla	\$2,666	\$820	\$1,230	50%
Fort Myers	1,000 sf gla	\$1,799	\$362	\$543	50%
Fort Myers Beach	1,000 sf gla	\$5,113	\$820	\$1,230	50%
Fort Myers Shores	1,000 sf gla	\$3,011	\$820	\$1,230	50%
Iona-McGregor	1,000 sf gla	\$1,582	\$670	\$1,005	50%
Lehigh Acres	1,000 sf gla	\$1,551	\$709	\$1,063	50%
Matlacha-Pine Island	1,000 sf gla	\$4,597	\$820	\$1,230	50%
North Fort Myers	1,000 sf gla	\$838	\$295	\$442	50%
San Carlos	1,000 sf gla	\$3,448	\$820	\$1,230	50%
South Trail	1,000 sf gla	\$1,500	\$571	\$856	50%
Port Authority	1,000 sf gla	\$22,527	\$820	\$1,230	50%
Tice	1,000 sf gla	\$2,332	\$820	\$1,230	50%

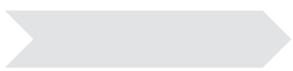
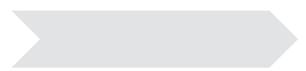
Summary of Fees – Office

Fire District	Impact Unit	Calculated	Current	Maximum	% Change
Alva	1,000 sf	\$1,719	\$398	\$597	50%
Bayshore	1,000 sf	\$929	\$398	\$597	50%
Bonita Springs	1,000 sf	\$712	\$398	\$597	50%
Captiva	1,000 sf	\$1,802	\$398	\$597	50%
Estero	1,000 sf	\$674	\$398	\$597	50%
Fort Myers	1,000 sf	\$450	\$176	\$264	50%
Fort Myers Beach	1,000 sf	\$1,293	\$398	\$597	50%
Fort Myers Shores	1,000 sf	\$761	\$398	\$597	50%
Iona-McGregor	1,000 sf	\$400	\$326	\$400	23%
Lehigh Acres	1,000 sf	\$392	\$345	\$392	14%
Matlacha-Pine Island	1,000 sf	\$1,162	\$398	\$597	50%
North Fort Myers	1,000 sf	\$212	\$144	\$212	47%
San Carlos	1,000 sf	\$872	\$398	\$597	50%
South Trail	1,000 sf	\$379	\$278	\$379	36%
Port Authority	1,000 sf	\$5,696	\$398	\$597	50%
Tice	1,000 sf	\$590	\$398	\$590	48%

Summary of Fees – General Industrial

Fire District	Impact Unit	Calculated	Current	Maximum	% Change
Alva	1,000 sf	\$539	\$146	\$219	50%
Bayshore	1,000 sf	\$291	\$146	\$219	50%
Bonita Springs	1,000 sf	\$223	\$146	\$219	50%
Captiva	1,000 sf	\$565	\$146	\$219	50%
Estero	1,000 sf	\$211	\$146	\$211	45%
Fort Myers	1,000 sf	\$141	\$64	\$96	50%
Fort Myers Beach	1,000 sf	\$405	\$146	\$219	50%
Fort Myers Shores	1,000 sf	\$239	\$146	\$219	50%
Iona-McGregor	1,000 sf	\$125	\$119	\$125	5%
Lehigh Acres	1,000 sf	\$123	\$126	\$123	-2%
Matlacha-Pine Island	1,000 sf	\$364	\$146	\$219	50%
North Fort Myers	1,000 sf	\$66	\$52	\$66	27%
San Carlos	1,000 sf	\$273	\$146	\$219	50%
South Trail	1,000 sf	\$119	\$101	\$119	18%
Port Authority	1,000 sf	\$1,785	\$146	\$219	50%
Tice	1,000 sf	\$185	\$146	\$185	27%

Presentation Overview



**Background/
Purpose**

**Technical
Study**

Next Steps



Next Steps

- LPA Input
- Jan 20: BCC Direct Ordinance to Public Hearing
- Feb 3: Adoption Hearing



Questions?
Thank you!

Summary of Fees – Mobile Home

Fire District	Impact Unit	Calculated	Current	Maximum	% Change
Alva	du	\$2,120	\$559	\$838	50%
Bayshore	du	\$1,161	\$559	\$838	50%
Bonita Springs	du	\$852	\$559	\$838	50%
Captiva	du	\$2,238	\$559	\$838	50%
Estero	du	\$845	\$559	\$838	50%
Fort Myers	du	\$554	\$247	\$370	50%
Fort Myers Beach	du	\$1,282	\$559	\$838	50%
Fort Myers Shores	du	\$869	\$559	\$838	50%
Iona-McGregor	du	\$501	\$457	\$501	10%
Lehigh Acres	du	\$492	\$484	\$492	2%
Matlacha-Pine Island	du	\$1,395	\$559	\$838	50%
North Fort Myers	du	\$213	\$201	\$213	6%
San Carlos	du	\$1,092	\$559	\$838	50%
South Trail	du	\$476	\$390	\$476	22%
Port Authority	du	\$7,141	\$559	\$838	50%
Tice	du	\$692	\$559	\$692	24%

Summary of Fees – Hotel/Motel

Fire District	Impact Unit	Calculated	Current	Maximum	% Change
Alva	room	\$2,540	\$368	\$552	50%
Bayshore	room	\$1,373	\$368	\$552	50%
Bonita Springs	room	\$1,052	\$368	\$552	50%
Captiva	room	\$2,663	\$368	\$552	50%
Estero	room	\$996	\$368	\$552	50%
Fort Myers	room	\$665	\$162	\$243	50%
Fort Myers Beach	room	\$1,910	\$368	\$552	50%
Fort Myers Shores	room	\$1,125	\$368	\$552	50%
Iona-McGregor	room	\$591	\$300	\$450	50%
Lehigh Acres	room	\$580	\$318	\$477	50%
Matlacha-Pine Island	room	\$1,718	\$368	\$552	50%
North Fort Myers	room	\$313	\$132	\$198	50%
San Carlos	room	\$1,288	\$368	\$552	50%
South Trail	room	\$561	\$256	\$384	50%
Port Authority	room	\$8,416	\$368	\$552	50%
Tice	room	\$\$871	\$368	\$552	50%

Summary of Fees – Retail less than 40,000 sf gla

Fire District	Impact Unit	Calculated	Current	Maximum	% Change
Alva	1,000 sf gla	\$5,055	\$820	\$1,230	50%
Bayshore	1,000 sf gla	\$2,733	\$820	\$1,230	50%
Bonita Springs	1,000 sf gla	\$2,094	\$820	\$1,230	50%
Captiva	1,000 sf gla	\$5,300	\$820	\$1,230	50%
Estero	1,000 sf gla	\$1,982	\$820	\$1,230	50%
Fort Myers	1,000 sf gla	\$1,323	\$362	\$543	50%
Fort Myers Beach	1,000 sf gla	\$3,801	\$820	\$1,230	50%
Fort Myers Shores	1,000 sf gla	\$2,238	\$820	\$1,230	50%
Iona-McGregor	1,000 sf gla	\$1,176	\$670	\$1,005	50%
Lehigh Acres	1,000 sf gla	\$1,153	\$709	\$1,063	50%
Matlacha-Pine Island	1,000 sf gla	\$3,418	\$820	\$1,230	50%
North Fort Myers	1,000 sf gla	\$623	\$295	\$442	50%
San Carlos	1,000 sf gla	\$2,563	\$820	\$1,230	50%
South Trail	1,000 sf gla	\$1,115	\$571	\$856	50%
Port Authority	1,000 sf gla	\$16,747	\$820	\$1,230	50%
Tice	1,000 sf gla	\$1,731	\$820	\$1,230	50%

Summary of Fees – Retail greater than 150,000 sfgla

Fire District	Impact Unit	Calculated	Current	Maximum	% Change
Alva	1,000 sfgla	\$4,747	\$820	\$1,230	50%
Bayshore	1,000 sfgla	\$2,566	\$820	\$1,230	50%
Bonita Springs	1,000 sfgla	\$1,966	\$820	\$1,230	50%
Captiva	1,000 sfgla	\$4,977	\$820	\$1,230	50%
Estero	1,000 sfgla	\$1,861	\$820	\$1,230	50%
Fort Myers	1,000 sfgla	\$1,242	\$362	\$543	50%
Fort Myers Beach	1,000 sfgla	\$3,570	\$820	\$1,230	50%
Fort Myers Shores	1,000 sfgla	\$2,102	\$820	\$1,230	50%
Iona-McGregor	1,000 sfgla	\$1,104	\$670	\$1,005	50%
Lehigh Acres	1,000 sfgla	\$1,083	\$709	\$1,063	50%
Matlacha-Pine Island	1,000 sfgla	\$3,210	\$820	\$1,230	50%
North Fort Myers	1,000 sfgla	\$585	\$295	\$442	50%
San Carlos	1,000 sfgla	\$2,407	\$820	\$1,230	50%
South Trail	1,000 sfgla	\$1,047	\$571	\$856	50%
Port Authority	1,000 sfgla	\$15,726	\$820	\$1,230	50%
Tice	1,000 sfgla	\$1,628	\$820	\$1,230	50%

Summary of Fees – Public/Institutional

Fire District	Impact Unit	Calculated	Current	Maximum	% Change
Alva	1,000 sf	\$1,796	\$237	\$355	50%
Bayshore	1,000 sf	\$971	\$237	\$355	50%
Bonita Springs	1,000 sf	\$744	\$237	\$355	50%
Captiva	1,000 sf	\$1,883	\$237	\$355	50%
Estero	1,000 sf	\$704	\$237	\$355	50%
Fort Myers	1,000 sf	\$470	\$105	\$157	50%
Fort Myers Beach	1,000 sf	\$1,351	\$237	\$355	50%
Fort Myers Shores	1,000 sf	\$795	\$237	\$355	50%
Iona-McGregor	1,000 sf	\$418	\$194	\$291	50%
Lehigh Acres	1,000 sf	\$410	\$206	\$309	50%
Matlacha-Pine Island	1,000 sf	\$1,214	\$237	\$355	50%
North Fort Myers	1,000 sf	\$221	\$86	\$129	50%
San Carlos	1,000 sf	\$911	\$237	\$355	50%
South Trail	1,000 sf	\$396	\$166	\$249	50%
Port Authority	1,000 sf	\$5,951	\$237	\$355	50%
Tice	1,000 sf	\$616	\$237	\$355	50%

Summary of Fees – Public or Private Warehouse

Fire District	Impact Unit	Calculated	Current	Maximum	% Change
Alva	1,000 sf	\$231	\$84	\$126	50%
Bayshore	1,000 sf	\$125	\$84	\$125	49%
Bonita Springs	1,000 sf	\$96	\$84	\$96	14%
Captiva	1,000 sf	\$242	\$84	\$126	50%
Estero	1,000 sf	\$91	\$84	\$91	8%
Fort Myers	1,000 sf	\$60	\$37	\$55	49%
Fort Myers Beach	1,000 sf	\$174	\$84	\$126	50%
Fort Myers Shores	1,000 sf	\$102	\$84	\$102	21%
Iona-McGregor	1,000 sf	\$54	\$69	\$54	-22%
Lehigh Acres	1,000 sf	\$53	\$73	\$53	-27%
Matlacha-Pine Island	1,000 sf	\$156	\$84	\$126	50%
North Fort Myers	1,000 sf	\$28	\$30	\$28	-7%
San Carlos	1,000 sf	\$117	\$84	\$117	39%
South Trail	1,000 sf	\$51	\$59	\$51	-14%
Port Authority	1,000 sf	\$765	\$84	\$126	50%
Tice	1,000 sf	\$79	\$84	\$79	-6%